

HERIWELL – Cultural Heritage as a Source of Societal Well-being in European Regions

Applied Research

Inception Report - Conceptual framework

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The final version of the report will be published as soon as it is approved.

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Abbreviations

AES	Adult Education Survey
AT	Austria
BE	Belgium
BD	Business Demography
BES	Equitable and Sustainable Well-being
BG	Bulgaria
BoP	Balance of payments
CEE	Central and Eastern European Countries
CoE	Council of Europe
CCI	Cultural and Creative Industries
CCS	Cultural and Creative Sectors
CH	Cultural Heritage
COFOG	Classification of the Functions of Government
CY	Cyprus
CZ	Czechia
DE	Germany
DG EAC	Directorate-General for Education and Culture
DG REGIO	Directorate-General for Regional and Urban Policy
DH	Digital heritage
DK	Denmark
EARDF	European Agricultural and Rural Development Fund
EBLIDA	European Bureau of Library, Information and Documentation Associations
EC	European Commission
ECOC	European Capitals of Culture
EEA	European Environment Agency
EE	Estonia
EFTA	European Free Trade Association
EGMUS	European group on museum statistics
EHF	European Heritage Heads Forum
EMFF	European Maritime and Fisheries Fund
EQI	European Quality of Government Index
ERDF	European Regional Development Fund
ESA	European System of National Accounts
ESF	European Social Fund
ESIF	European Structural and Investment Funds
ESPON	European Territorial Observatory Network
ESPON EGTC	ESPON European Grouping of Territorial Cooperation
EU	European Union
EU-LFS	European Union Labour Force Survey
ES	Spain
EU-SILC	European Union Statistics on Income and Living Conditions
ETC	European Territorial Cooperation
EYCH	European Year of Cultural Heritage
FGM	Female genital mutilation
FI	Finland
FR	France
GDP	Gross domestic product
GR	Greece
GSNI	Gender Social Norms Index
GVA	Gross value added
HBSs	National Household Budget Surveys
HDI	Human Development Index
HEREIN	European Cultural Heritage Information Network
HERIWELL	Short name for the ESPON project 'Cultural Heritage as a Source of Societal Well-being in European Regions'
HR	Croatia
HU	Hungary

ICH	Intangible cultural heritage
ICOM	International Council of Museums
ICT	Information, communication and technology
IE	Ireland
IFLA	International Federation of Library Associations
IS	Iceland
IT	Italy
JPI	Joint Programming Initiative
JRC	Joint Research Centre
LCS	Labour Cost Surveys
LGBTQ	Lesbian, gay, bisexual, transgender and questioning (or queer)
LI	Liechtenstein
LT	Lithuania
LU	Luxembourg
LV	Latvia
MCH	Material Cultural Heritage
MS	Member States
MT	Malta
NACE	Nomenclature statistique des activités économiques dans la Communauté européenne
NEET	Not in education, employment or training
NEMO	Network of European Museums Organisations
NL	Netherlands
NO	Norway
NUTS	Nomenclature of Territorial Units for Statistics
OECD	Organisation for Economic Co-operation and Development
OMC	Open Method of Coordination
OP	Operational Programme
PL	Poland
PT	Portugal
RO	Romania
SBS	Structural Business Statistics
SDGs	Sustainable Development Goals
SE	Sweden
SI	Slovenia
SK	Slovakia
SMEs	Small and medium enterprises
SWB	Societal well-being
TCH	Tangible cultural heritage
TEU	Treaty on European Union
TO	Thematic objective
UIS	UNESCO Institute for Statistics
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIDEMO	Unified Demography
UOE	UNESCO OECD Eurostat

Executive summary

The HERIWELL project is part of a wider effort of putting the assessment of the societal value of cultural heritage (CH) on the public policy agenda. The project aims to **develop a pan-European methodology and a territorial analysis of impacts of CH** that can be associated with societal well-being (SWB). The Covid-19 crisis was added to the HERIWELL goals, to include an understanding of its effect on delivering and accessing CH resources.

This Conceptual Framework Report represents the first delivery of the HERIWELL project. It explores the main CH and SWB concepts and a set of hypotheses summarised in a preliminary theory of change, which will underpin the definition and testing of the methodological framework for assessing impacts in this area.

A first step entails the definition of what CH is. **According to the 2005 CoE Faro Convention, CH is to be considered as the ‘cultural capital’ from which, through the investment of human ingenuity and effort, originate the rich and varied cultures of modern Europe. Conservation of this cultural capital is essential, both for its intrinsic value and its potential as an investment from which future development – cultural, social and economic – may be generated.** Article 1 explains the three assertions of the convention, namely: a) the existence of rights relating to cultural heritage, derived as an unavoidable consequence of the internationally accepted right to participate in cultural life; b) the fact that a right to cultural heritage creates inescapable responsibilities towards that heritage; c) the fact that **the ultimate purpose behind the conservation of CH and its sustainable use is the development of a more democratic human society and the improvement of quality of life for everyone.**

CH encompasses physical items from the past (tangible cultural heritage – TCH), as well as traditions (intangible cultural heritage – ICH) considered to be of value for societies or specific communities. **TCH includes** movable objects (e.g. paintings); immovable properties (e.g. architectural works and groups of buildings); cultural landscapes (with strong identity and environmental connotations); sites (e.g. archaeological areas); underwater cultural heritage; industrial heritage. **ICH includes:** traditional skills of craftsmanship; oral traditions; rituals, games and festivities and traditional performing arts (e.g. folk dance). Unlike TCH, it gains value and can be protected only if practices – of real people – are still alive, so the participation of communities, professional groups etc. (‘bearers’ of ICH) is a necessity. If only records of former but now deceased practices exist, e.g. in books or films, the latter could possibly be protected as TCH. **More recent categorisations** include digital heritage (‘born’ digital or digitised).

The analysis of the possible and actual impacts of CH on SWB requires a disentangling of several issues, starting from the existing definition of SWB. The large majority of the existing frameworks that measure SWB do not take CH or even culture into account. Moreover, policies and programmes often miss the crucial step of accessibility and participation as conditions for the CH endowment to contribute to a change in the SWB levels. Given the need

for a new approach to grasp the contribution of CH to SWB, **HERIWELL proposes a classification (stemming from the available empirical literature) into three groups of impacts:**

- the personal, individual sphere of life (**quality of life**);
- a more collective dimension, that lies at the core of the EU policy (**societal cohesion**);
- the economic dimension, related both to the individuals and the community (**material conditions**).

In order to set the main concepts into a relationship, HW proposes a **theory of change (ToC)**, providing a framework for the next phases of the HERIWELL research. The ToC combines different elements under scrutiny: CH assets (TCH, ICH, and digital heritage as a new form of heritage); inputs and resources; programmes, policies and other interventions intended to regulate, protect, value and valorise CH for societal purposes; their outputs; short-term and long-term outcomes on SWB; and intervening factors, that could modify the policy agenda, sustain or hamper the achievement of results. The ToC will be discussed and enriched during the subsequent phases of the HERIWELL analysis.

Besides national governments, the European Union has a role to play in enhancing the value of CH for the European societies. Considering this, the terms of reference require a specific analysis of the contribution of EU funds in CH to societal well-being.

The most important policy initiatives to protect and enhance culture in general, and CH specifically, are funded by ESIF, and in particular by ERDF. The Open Cohesion data show that 71 % of the **ERDF investments** dedicated to culture were dedicated to CH. CH investments are also funded by other EU funds (e.g. Creative Europe, H2020, Erasmus+), even though the amount dedicated to it is much lower than the ESIF one. Many of them refer to transboundary cooperation initiatives.

Many of the EU initiatives have a potential impact on all the above-mentioned three categories of SWB: quality of life (**e.g. education**), societal cohesion (**societal diversity and inclusion**) and material conditions (**e.g. territorial attractiveness and tourism**). The HERIWELL mapping shows that the goals related to societal cohesion tend to prevail. However, the actual link between CH and well-being is often implicit, making the identification of CH impacts on well-being complex. It has to be noted that the EU funding lacks a clear delimitation of the interventions dealing with CH and even more of the ones tackling both CH and SWB, thus making it difficult to assess the actual results.

As already mentioned, **cultural-related indicators are not explicitly taken into account** by the subjective and objective evaluations of the SWB so far proposed, with the exception of the Italian BES (equitable and sustainable well-being [ISTAT 2017]). Another challenge refers to the fact that the CH endowment is a category structurally heterogeneous, and non-additive. Taking into account these challenges, the HERIWELL methodology proceeds as follows. In the

first phase, the analysis will entail a cluster and a principle component analysis, to understand to what extent culture (without considering, in the first phase, the endowment of CH) is associated with a modification of the well-being indicators among countries. A preliminary test of the cluster analysis methodology points out that the **distances across the ESPON countries stemming from the difference in social and economic dimensions, seem to be mitigated when the 11 cultural indicators selected for this initial test are included in the model**. With all the necessary precautions, this already seems a first non-trivial result that indicates a positive impact of culture on the social and economic dimension. This is related to the fact that the cluster analysis is not able to challenge any causal relationships between CH and SWB as well as to the subset of the indicators selected (i.e. culture-related ones).

Starting from these first results, in the second phase of the research the set of cultural and socio-economic measures will be refined and enriched. Once the significant data relating to the 'stock' of CH at country level is collected and processed, a classification of the ESPON countries will be carried out, specifically considering this subset of information. If the results are satisfactory, the analysis will also be conducted at a more disaggregated territorial level and we will try to investigate whether some forms of meaningful interpretation exist, and with what intensity. This is favoured over looking for causal relationships between the variable quantity and accessibility of CH, and the other variables usually used to define the levels of well-being.

The results will be complemented with the findings of eight case studies and with the results of the survey of the population, which aim to collect subjective measures – also in the context of Covid-19. Case studies aim to collect more fine-grained information on the impacts of CH at local level, testing empirical methods and **providing for policy-relevant insights on how specific results have been achieved**, and **how to learn from them**. The proposed pilot case study is the Mann – The National Archaeological Museum of Naples.

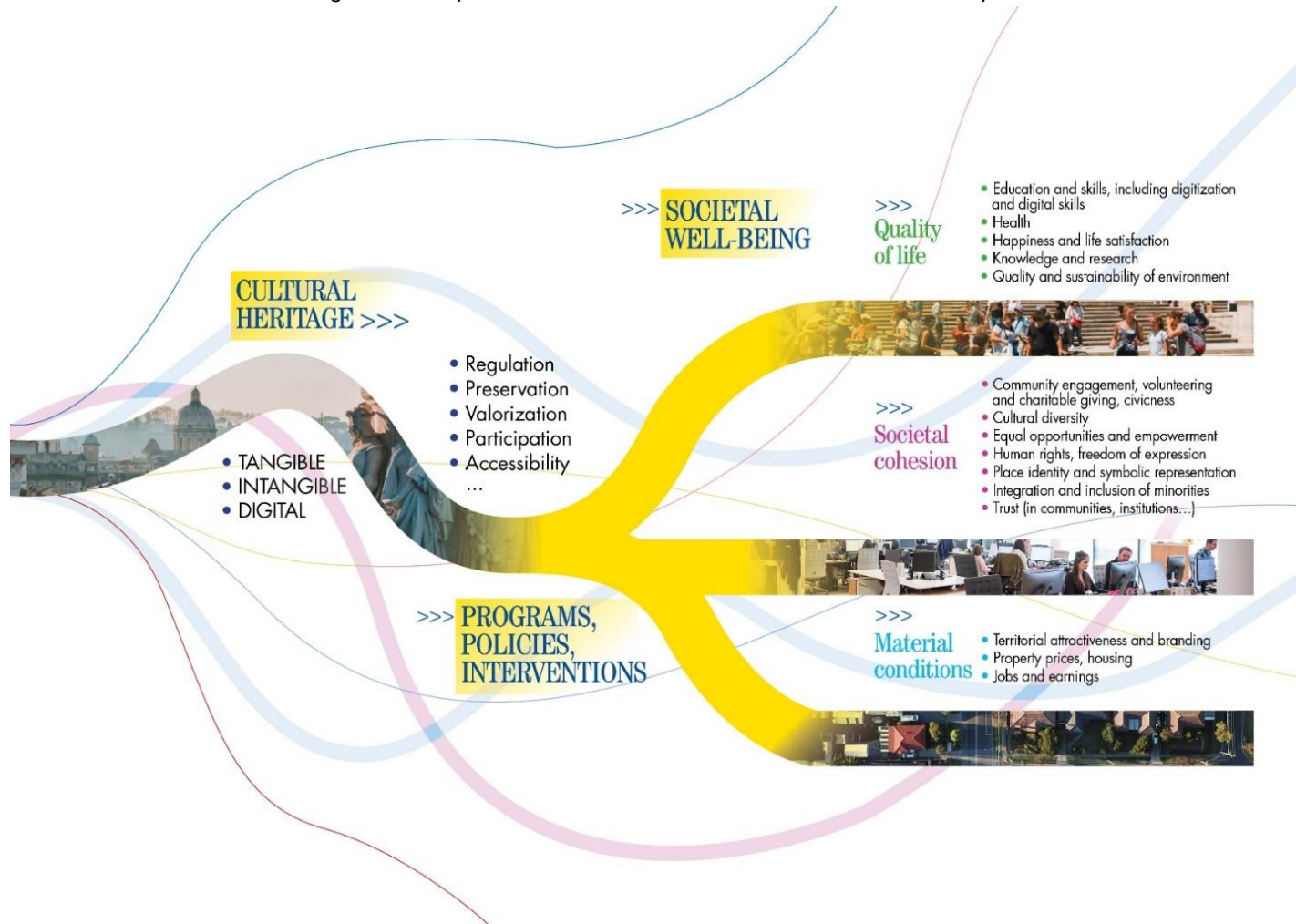
There are various data sources on culture and CH and SWB, both at EU/international level and country level. These data sources allow for the calculation of **134 indicators on culture and cultural heritage**. They refer in particular to: CH endowments (stock); cultural participation/accessibility/popularity; employment and income in the culture sector and the cultural industry (enterprises and trade of cultural goods/services); and public programmes and policies in the cultural and cultural heritage sector. In addition, a number of indicators refer to economic and labour market conditions and well-being (e.g. quality of life, social cohesion, social participation), with microdata available on request that can be used for a more detailed analysis and calculation of new indicators. The most complete ones (in terms of country and time coverage) are the Eurostat surveys. Furthermore, various big data sources (e.g. TripAdvisor, Google Trends, Google News, Flickr geotagged photos, AirDNA, Wikidata) can be used for integrating information provided by official sources at local level.

The main challenges to the use of available data sources are the following: the frequent reference to culture in general, instead of cultural heritage; the heterogeneity of data sources in terms of definitions adopted; whether they are survey or administrative data; their reliability

and robustness; the level of geographic detail; the time span covered; the limited availability of comparable data at regional/local level, although in some cases regional identification through georeferencing processes is possible; the difficulty in assigning intangible heritage to specific territories; the partial coverage of ESPON countries (partner countries are not always part of the EU statistics; Eastern European countries are not covered by many Eurostat statistics before their accession to the EU); most of the available data do not allow cultural heritage to be distinguished from overall culture, or it is difficult to distinguish between residents, tourists and migrants; data on cultural participation, accessibility and well-being are exclusively based on individual perceptions. **When it comes to big data, the main challenges are related to:** the quality of data (e.g. limited reliability due to biases, limited comparability across time and countries); privacy of personal data (e.g. different legal frameworks in ESPON countries that makes accessibility to data difficult); costs (often data is not free); limited use in the cultural heritage field (big data are used especially in related fields, such as tourism).

In order to cope with these challenges, HERIWELL proposes a series of mitigation measures: NUTS harmonisation (e.g. harmonisation routine for the NUTS classification and adjustment of data accordingly, such as the creation of an average of the data from previously separated aggregations, allocation of data to the new aggregations); application of a linear imputation technique to data to reduce the impact of the missing data on the analysis and check for potential inconsistencies; use of proxies and smoothing techniques as well as georeferencing of local data for regional identification for reducing the impact of missing regional indicators; and checks for duplications. When it comes to data on EU investments, the official statistics provided by the cohesion and creative data portals will be integrated with data collected by ESPON country experts through desk analysis and interviews with managing authorities, and creative desks in their countries. When it comes to big data, the following mitigation measures are proposed: use of big data in the local methodology (i.e. case studies), selection of cases in countries that already use big data for their statistics in cultural heritage related sectors (e.g. Estonia); use of big data produced within other projects; triangulation of data sources to reduce the impact of biases.

Figure 0.1 A representation of the HERIWELL main theoretical concepts



1 Introduction: Goals and approach of the Conceptual Framework Report

Man doth not live by bread only (Deuteronomy 8:3)
Bread for all, and roses too Lawrence Textile Strike 1912

The societal value of cultural heritage (CH) has received increasing attention for its potential to foster social and economic progress. However, as underlined by the Cultural Heritage Counts for Europe Report (CHCfE Consortium, 2015), there is a continuing need for structuring a comprehensive methodological framework for the assessment of the role of CH on society.

The HERIWELL project, carried out for the ESPON EGTC, is part of this wider effort of putting the assessment of the societal value of CH on the public policy agenda. The project aims to **develop a pan-European methodology and a territorial analysis of impacts of CH** that can be associated with societal well-being (SWB). The Covid-19 crisis has been added the topic among the HERIWELL goals, in order to include an understanding of its effect on delivering and accessing CH resources.

The objectives of the study are synthesised into the following research questions:

1. How can the societal impact of CH be defined? To which societal domains does CH contribute? How significant is this contribution?
2. How do we measure the societal impact of CH? How do we express it in quantitative terms, considering reliability and validity, at the territorial level?
3. What are the differences between the societal impact of CH in different types of territories?
4. How do we compare the results on impact of CH across different European regions?
5. What are the impacts of EU-funded investments in CH on societal well-being in cities and regions?
6. How can digitisation of CH have an impact on well-being in terms of education, knowledge, etc.?

The project covers both material and intangible cultural heritage. The impacts should be associated with:

- the presence of material CH (stock of buildings and other objects);
- use of tangible and intangible CH (including participation in related activities);
- digitisation of CH;
- EU-funded investments in cultural heritage;
- activities (policies and measures, including participatory ones) aimed at increasing positive impacts of cultural heritage and diminishing potentially negative influences (if feasible).

The **Conceptual Framework Report** represents the first delivery of the HERIWELL project. It explores the main CH and SWB concepts and a set of hypotheses on how cultural heritage impacts on societal well-being (i.e. theory of change), which will underpin the definition and testing of the methodological framework for assessing impacts in this area.

In order to prepare for the next steps of the research, the report also provides an initial insight into the methodological framework for assessing the impacts of cultural heritage on societal well-being. It provides an overview of the available data sources, underlying their potentialities and shortcomings as well as the project approach to cope with them (Chapter 7). In addition, the report provides an initial overview on how the Covid-19 crises is impacting the CH sector. This includes a proposal for a survey to be issued to a sample of ESPON countries, to grasp the perceptions of various groups of citizens towards the societal value of CH and the changes induced by Covid-19.

To prepare this report, the HERIWELL team undertook the following activities.

Box 1.1 Activities carried out by the HERIWELL project for drafting the conceptual report

- Collection and review of the most relevant literature on cultural heritage and well-being, to support the definition of the concepts, methods and empirical evidence on the linkages between CH and SWB. The HERIWELL country experts complemented the literature available at EU/international sources with that at national level. Preliminary results are available in Annex 1.1.
- Review of the most relevant policies dealing with CH and SWB at the level of ESPON countries. The results of the analysis are included in Annex 1.2.
- Preliminary list of the exemplary practices on CH and SWB in ESPON countries, proposed by the HERIWELL country experts. To be complemented with other sources of information, from which eight case studies will be selected. The preliminary list is included in Annex 1.3.
- Review of data sources on CH and well-being in the ESPON countries, Annex 1.4.
- Review of international and European data sources on cultural heritage and well-being: Chapter 7 and Annex 2.
- Review of the EU framework on CH and the funding sources at EU level; see Chapter 5 and Annex 2.8.
- Review of the literature and data sources on the impacts of the Covid-19 crisis on CH and SWB related to it. Results are available in Annex 4.
- A draft survey on population, in order to explore the perceived impact of CH on SWB dimensions and the role of Covid. The draft is included in Annex 4.4.
- An outreach strategy, including a Delphi analysis to involve the HERIWELL EU Working Group on specific topics of discussion. See Annex 5.

2 The new relevance of cultural heritage in Europe, and the challenge of empirical evidence

Since the first rules for the protection of ‘*old monuments and antiquities*’ were enacted by the Swedish King in 1666 (Jensen, 2006), CH gradually became the **cultural domain with the strongest regulative interventions** in all European countries – ‘disciplining through law’ as this tendency has been called in the literature (Neumann, 2014). The justification for rules and restrictions regarding protected objects has usually been their **historical, scientific and cultural significance**, although the monetary value can also play a role. In addition, ideas of **an intrinsic spiritual value or an identity-creating quality of CH** – in search of national pride or cohesion often politically motivated (Winter, 2015) – became apparent at times. The strong influence of public authorities on national, regional and local levels had stabilising effects, both for CH institutions or collections and for specialised professionals such as curators, administrators, archivists, archaeologists, conservators and park rangers. Many of these have specialist roles and competencies.

During the last three decades, this apparent stability and exclusivity of CH came under scrutiny due to different societal challenges and developments – even changes of paradigm – that will be highly relevant for the ESPON HERIWELL project. Achieving **more open or inclusive societies** now ranks higher on national and European policy agendas and it is increasingly assumed in the research literature that CH may be instrumental in achieving such goals (Ashworth and Tunbridge, 2012; cf. also Dümcke and Gnedovsky, 2013). Related trends concern, inter alia:

- **Valorisation of social practices:** The increased cultural tourism and its material effects became part of business strategies and plans for a revitalisation of cities and sites or local traditions¹.
- **Digital information and communication technologies:** Their general availability and use can contribute to a (re-)discovery of CH places and objects and to a wider distribution of related knowledge. This opens new perspectives for a more differentiated appropriation by a larger public and enabling communicative interaction between CH users and providers (Kremers, 2020).
- **Participation and accessibility:** The right to ‘participate in cultural life’ has already been mentioned in the *Universal Declaration on Human Rights* (UN, 1948). However, only conceptually more open legal instruments of the last 20 years specified this right for the domain of CH. These include the *ICH Convention* (UNESCO, 2003b) and the *FARO Convention* (Council of Europe, 2005) as well as a number of court cases - specified this right for the domain of CH. Results are claims for more participative governance on the part of ‘heritage communities’ and civil society initiatives (Blake, 2016) with, potentially, improved chances to create a ‘sense of collective ownership’ of CH (Sani, 2016).

¹ https://ec.europa.eu/growth/sectors/tourism/offer/cultural_en

- **Inclusion and 'cohesive diversity'**²: Traditional cultures and expressions of minority groups are not hindered or just tolerated in many European countries, but increasingly promoted by public authorities (cf. e.g. policies or measures in favour of the CH of *Sami* people in northern Europe).
- **Arts and heritage education**: Within and outside schools, these experiences have seen a boost across Europe. Related programmes led to corresponding activities of institutions such as museums, libraries or sites (Gesche-Koning, 2018; cf. also positions of heritage organisations, e.g. ICOMOS, 2019).
- **Rural development**: This increasingly builds on people-centred strategies – national, regional or local policies and EU development programmes (e.g. LEADER+ or INTERREG). These include empowering inhabitants of remote areas to care more for unattended historical sites or to practice traditional arts and crafts, which could then lead the way to other developments in those areas.
- **Inspiration to contemporary creativity**: CH items can, for example, deliver models for fashion design (cf. e.g. Lagerfeld) and architecture (Chipperfield) or influence artistic productivity (de Chirico).
- **Environmental concerns**: These became a key topic on European agendas and some observers see an important role of CH to address related issues. On the one hand, an 'adaptive restoration' (cf. www.openheritage.eu) of existing buildings instead of planning new ones can save resources; on the other hand, some traditions of using unprocessed, traditional materials and techniques in construction could help to mitigate and restrain climate change. In this respect, CH has become a central element in the development of the circular economy (Foster, 2020).
- **Europe as a treasure chest of world heritage**: While this is a fact, because large parts of significant CH objects from all continents can now be experienced in European museums it is also a challenge. This is due to the fact that many treasures could be collected only because of colonialism, which should remind us of a potential value ambiguity connected with that domain (Wiesand, 2019).
- **A co-created (or 'common') European heritage**: In the past, like today, architects, artists, scientists, specialised craftsmen and other outstanding cultural professionals often moved – voluntarily or not – from one place to the next opportunity. Many CH monuments, objects and traditions demonstrate the results of their interaction, show adaptations and interpretations that extend across European countries, regions or seashores. Some of these learning effects are now revived for visitors via programmes such as the 'Cultural Routes' of the CoE³.

In parallel, CH as a resource that allegedly triggers not only economic, but also social, educational and environmental benefits to society became **a main topic in the European Union** (Jakubowski et al., 2019); some even see a Europeanisation of CH (Hristova, 2017). Indeed, while heritage protection is primarily a matter for national, regional and local authorities, the European Union has a role to play in enhancing its value for European societies:

- The *Treaty on European Union* specifies, inter alia, that one of **the aims of the EU** is to 'ensure that Europe's cultural heritage is safeguarded and enhanced' (Article 3 TEU).
- More specifically, the *Treaty on the Functioning of the European Union* foresees **action of the EU** to bring 'the common cultural heritage to the fore' (Article 167, 1 TFEU) and

² cf. 'Sharing Diversity': <http://www.ericarts-institute.org/projects.php?aid=200&lid=en&al=S&rid=>

³ <https://www.coe.int/en/web/cultural-routes/by-theme>

to support and supplement actions of the Member States as regards improving 'the knowledge and dissemination of the culture and history of the European peoples' as well as contributing to the 'conservation and safeguarding of cultural heritage of European significance' (Article 167, 2 TFEU).

In addition, **the role of CH in contributing to well-being** is acknowledged in several EU legal and policy initiatives. The European Commission Communication *Towards an integrated approach to cultural heritage for Europe* (COM/2014/0477 final) recognises CH as 'a resource for economic growth, employment and social cohesion' and as a 'source of inspiration for thinkers and artists'. Furthermore, the Communication considers that CH 'enriches the lives of hundreds of millions of people'⁴. The 2015 Resolution⁵ of the European Parliament *Towards an integrated approach to cultural heritage for Europe* underlines the various social, economic and educational functions of the CH to be dealt with in EU policies and research, through an 'integrated approach', and within EU programmes financing cultural-related issues.

The 2018 *European Year of Cultural Heritage* (EYCH)⁶ raised awareness of the opportunities that CH brings to European societies, especially with regard to **intercultural dialogue**, **social cohesion** and **economic growth**. The *European Framework for Action on Cultural Heritage*⁷ tackles both quality of life and social cohesion, through the focus on sustainability ('CH for a sustainable Europe: smart solutions for a cohesive and sustainable future'), knowledge and research ('CH for an innovative Europe: mobilising knowledge and research'), and identity and inclusivity ('CH for an inclusive Europe: participation and access for all'). The *10 European Initiatives*⁸ tackle different dimensions of SWB (in the classification proposed in paragraph 4.2), such as quality of life (e.g. *The Heritage at School Initiative*, contributing to education cultural diversity), and societal cohesion (e.g. *Shared Heritage Initiative*, contributing to place identity and symbolic representation; *The Youth for Heritage Initiative*, contributing to community engagement and volunteering). The positive association between CH participation and civic cohesion (Otte, 2019) is also supported by the OMC (Open Method of Coordination) Working Group on Participatory Governance of Cultural Heritage.⁹

⁴ https://ec.europa.eu/assets/eac/culture/library/publications/2014-heritage-communication_en.pdf

⁵ EP Resolution *Towards an integrated approach to cultural heritage for Europe*, 8 September 2015 [A8-0207/2015]

⁶ The EYCH aimed at encouraging more people to discover and engage with Europe's cultural heritage, and to reinforce a sense of belonging to a common European space. <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32017D0864>

⁷ <https://ec.europa.eu/culture/sites/culture/files/library/documents/staff-working-document-european-agenda-culture-2018.pdf>

⁸ https://ec.europa.eu/culture/sites/default/files/2020-08/swd-2018-167-new-european-agenda-for-culture_en.pdf

⁹ Following the 2014 Council conclusions on participatory governance of cultural heritage (2014/C 463/01) and the adoption of the Work plan for Culture 2015-2018 in 2014, this particular OMC working group had a mandate regarding participatory governance of cultural heritage. Its mandate was to (1) identify innovative approaches to multilevel governance of heritage (tangible, intangible, digital) involving the public sector, private stakeholders and civil society, and (2) cooperation between different levels of governance and the addressing of policy areas.

However, often links between CH and its supposedly positive societal impacts are not properly established, thus making it more complex to identify the existence and the degree of the contribution claimed. With this in mind, several strategic documents of EU bodies highlight the **need for more empirical evidence** on the socio-economic impacts attributable to CH. The *Work Plan for Culture 2019–2022* calls for efforts to sustain the legacy of the – highly successful – EYCH 2018, defines methods for policy collaboration on culture in the EU and lists ‘Sustainability in cultural heritage’ among its five priorities¹⁰. It also claims the need of better ‘cultural statistics to support evidence-based policymaking at European and national level’.

The availability and quality of comparable statistics and other empirical evidence that address potential links between CH and the – still only vaguely defined – concept of SWB as well as the usability and implementation of a related ‘Theory of change’ engaged the HERIWELL team during many sessions. A ready-made methodology with tested indicators applicable for this novel, multi-faceted theme could not be derived from the literature, despite some interesting conceptual studies and articles (see Chapter 4). The HERIWELL team has prepared a project design that should – despite the massive impacts of the COVID-19 pandemic – be able to cope with this problem and other challenges related to CH and SWB in general, and the HERIWELL project organisation in particular (cf. details in Annex 4). Some of these challenges are summarised below in Table 2.1. With the help of many experts and advisors across Europe, the team sees a good chance to develop realistic, state-of-art theoretical models and empirical tools.

Table 2.1: Overview of selected challenges that could potentially impact the HERIWELL project

	Issue	Explanation	Strength / Relevance	Answers or alternatives / HERIWELL solutions
A.	CHALLENGES RELATED TO THE ORGANISATION OF THE HERIWELL PROJECT			
A.1	COVID-19 effects	a. Outreach: Planned activities, e.g. meetings in person, had to be cancelled in 2020 (possibly also in 2021) b. Team collaboration: as above	a. Strong impacts b. Average impacts	a. Reorganisation of outreach concept, including plan of a representative population survey b. More frequent online meetings (including with experts)
A.2	Project timing effects	First phase fell into the summer holidays season (June–August); communication with experts/institutions has been impaired	Strong effects for some countries, less for others	Only individual remedies possible, in a few cases a replacement of experts
A.3	A common European heritage space?	cf. A.2 – The actual focus of HERIWELL is on societal impacts of <u>regional</u> CH, but this can include highlighting transnational or transregional cooperation, e.g. EU-funded projects (INTERREG)	Limited relevance (that can be addressed)	European branded CH (e.g. European Capital of Culture, CoE Cultural Routes, European Heritage Label) will be considered in the project
A.4	Experts' conceptual concerns	Blurred divisions between categories of CH (e.g. tangible vs intangible); meaning of impact (measures of association, causal inference); some concerns about ‘instrumentalising’ CH	Occasional relevance	Addressed individually in consensus; mixed methodology, combining case studies with statistical analysis
B.	EXAMPLES OF CHALLENGES RELATED TO CULTURAL HERITAGE (CH) THAT MAY BE RELEVANT FOR HERIWELL			
B.1	COVID-19 effects	Most European CH institutions and sites affected in 2020 (see Annex 4)	Very strong impacts	Digital strategies (partly state-funded)

¹⁰ Updated in May 2020, in the wake of COVID-19, by the European Council with *Conclusions on risk management in the area of cultural heritage* <https://www.consilium.europa.eu/en/press/press-releases/2020/05/26/culture-and-audiovisual-the-council-adopts-conclusions-on-risk-management-in-the-area-of-cultural-heritage-media-literacy-and-the-amendment-of-the-work-plan-for-culture-2019-2022/>

B.2	Diverse CH concepts and laws	Most CH laws and policy concepts are complex and they differ greatly (the EU has no competency for any harmonisation). Their focus is frequently on the <u>national</u> relevance of CH items	Average impacts, partly difficult to address, e.g. linguistic issues, definitions	Expertise of national experts is crucial. Important parts of the CH in Europe have common origins (cf. 2.1.1), which could be highlighted; see below under C.3
B.3	Statistical deficits	Only a few CH activities (e.g. museums) can be accessed through regular statistics over time that enable trend analyses and the design or evaluation of policies. Indicators often lack comparability; societal impacts are rarely accounted for	Strong relevance (in many European countries)	New initiatives, e.g. Call for Proposals EAC/S14/2019 of the EU Commission, projects by UNESCO Institute for Statistics on Heritage and SDG, and by EUROSTAT (results may be too late for HERIWELL); data from project partners
B.4	Digital backlog in CH	Digitisation progresses at different speeds. Some technologies deeply transform CH itself, business models and participation	Strong relevance (in many European countries)	Explicit consideration of digital heritage and better digital access to CH items is one of the HERIWELL objectives
C.	EXAMPLES OF CHALLENGES RELATED TO SOCIETAL WELL-BEING (SWB) THAT MAY BE RELEVANT FOR HERIWELL			
C.1	COVID-19 effects	Economic recession with loss of jobs, including in CH-related fields. Health issues (also as regards mental health)	Strong impacts (in many European countries)	Few chances to address these challenges as long as the pandemic persists, except via additional funding (cf. Annex 4)
C.2	Vague definitions of 'Societal WB'	Lack of consensus on relevant dimensions and their priority among them, when dilemmas appear (short-run and long-run impacts; locals and visitors; preservation and access etc.)	Currently unclear relevance for the project	Efforts to integrate findings from recent, relevant transdisciplinary European research; 'experimental statistics' from statistical agencies
C.3	Cultural tourism	'Overtourism' is a problem in some hot spots (e.g. Venice, Barcelona or Amsterdam) or during blockbuster events	Average relevance (strong on groups of residents in some cities)	Due to COVID-19 compensated by 'undertourism', at least temporarily. New initiatives to enhance sustainability, cf. the <i>Barcelona Declaration</i> ¹¹ for example
C.4	Toppled monuments	Recent incidents – mostly a follow-up of 'Black lives matter' – show that 'memory' is not neutral and legacies can be ambiguous or contested	Limited relevance (strong on 'colonial' monuments)	Heritage itself is also a contemporary process – an opportunity to better understand 'contested heritage'

¹¹ NECSTouR (2018), the *Barcelona Declaration* on tourism and cultural heritage – <https://necstour.eu/better-places-to-live-better-places-to-visit>

3 Defining cultural heritage

According to the 2005 CoE FARO Convention (FARO)¹², CH is to be considered as *cultural capital from which, through the investment of human ingenuity and effort, originate the rich and varied cultures of modern Europe. Conservation of this cultural capital is essential, both for its intrinsic value and its potential as an investment from which future development – cultural, social and economic – may be generated.*

The FARO Explanatory Report highlights the main assertions in Article 1 of the Convention:

- a) *the existence of rights relating to cultural heritage, derived as an unavoidable consequence of the internationally accepted right to participate in cultural life;*
- b) *the fact that a right to cultural heritage creates inescapable responsibilities towards that heritage;*
- c) *the fact that the ultimate purpose behind the conservation of cultural heritage and its sustainable use is the development of a more democratic human society and the improvement of quality of life for everyone.*

These points relate closely to contemporary efforts to reposition CH as well as to the HERIWELL aims. This suggests choosing the FARO Convention as a focal orientation value for this project.

Whether FARO could also be a starting point for the development of an operational CH definition for the project remains to be discussed. The latter definition, similar to the one developed for the economic valorisation of the material cultural heritage project (ESPON, 2019), will follow in the second delivery (Methodological Framework of the HERIWELL Project), since it depends on the completion of Tasks 2 and 3. Task 2 is the determination and definition of the most important societal domains of CH to be analysed, and Task 3 is a thorough examination and selection of available – or to be developed – statistical and other empirical resources.

Again, and in addition to the above, FARO asserts many principles that are part and parcel of our current understanding of SWB, already highlighting in its preamble:

- the human values and functions of cultural heritage, and indeed the need to define cultural heritage itself, in response to major changes in society;
- the value of cultural heritage as a factor in sustainable development, [which] serves as a reminder that respect for diversity and identity is inherent in the concept of sustainability;
- a key idea: [human] rights to cultural heritage;
- that cultural heritage, understood as a common good, justifies the widest possible democratic participation, and the exercise of cultural citizenship;
- the importance of education, in which cultural heritage can be used as a factor for peace, in interpersonal and intercultural dialogue and by promoting mutual understanding and conflict prevention;

¹² Council of Europe Framework Convention on the Value of Cultural Heritage for Society (CETS No. 199) – Explanatory Report

- the need for joint action to ensure Europe-wide achievement of the Convention's aims.¹³

In addition, in its Article 2 it strengthens the notion of heritage communities, which consist of people who value specific aspects of cultural heritage which they wish, within the framework of public action, to sustain and transmit to future generations.

Clearly, all of this looks less like a clear-cut CH definition (which, however, the Convention does not claim to deliver) and more like an encouraging blueprint for an interface linking CH and SWB. Its value is not diminished by the fact that the FARO Convention has been ratified to date by less than half of the ESPON countries.

At this stage, we need to determine the scope of CH items that could potentially become relevant for HERIWELL and its later operational definition. According to standards set by international and European legal instruments, as well as by most national laws, cultural heritage (CH) encompasses **diverse categories of manifestations from the past¹⁴ that are considered worthy to be preserved and passed on to future generations** because of their value – in the case of World Heritage sites, of their ‘outstanding universal value’¹⁵ – or because they are considered integral for, now often hybrid, cultural or social identities. In a general perspective, three categories of CH items can be distinguished (cf. also Kiliszek 2020, based on the EU initiative JPI CH, and further details in a UNESCO Glossary)¹⁶:

- **Tangible cultural heritage (TCH)** includes *movable objects* such as manuscripts, paintings, sculptures, coins, etc., *immovable properties* such as architectural works, monumental sculptures or archaeological structures, *groups of buildings* or historical centres and (culturally shaped) *landscapes* as defined in 2000 in the CoE *European Landscape Convention*, *sites* such as archaeological areas and *underwater cultural heritage*. As well, items of the *industrial heritage*, i.e. physical remains of the history of technology and industry, are now frequently considered as part of the TCH of a region.
- **Intangible cultural heritage (ICH)** includes *traditional skills of craftsmanship* (including those related to the restoration and care of TCH objects), *oral traditions* such as poems, legends, tales and myths of a specific community, *rituals, games and festivities* (often associated with secular or religious celebrations) and *traditional performing arts*, e.g. songs, folk dance or puppetry. Unlike TCH, the involved societal groups, communities or, in some cases, individuals are the bearers or holders of ICH and thus rightfully determine its value. As they are the ones who can define what their intangible cultural heritage is and how it is to be preserved, their *participation* in related activities could be considered a lifeline for ICH.
- **Digital heritage (DH)**, an emerging category, embraces ‘cultural, educational, scientific and administrative resources, as well as technical, legal, medical and other

¹³ Ibid.

¹⁴ During the review of this chapter, it has rightly been pointed out that contemporary creations are also being collected with the aim of being passed on to future generations. This is particularly the case in many fine art and design museums, but can extend to ICH, where traditions may be sustained or further developed via fresh inputs.

¹⁵ <https://whc.unesco.org/en/criteria/>

¹⁶ <http://www.unesco.org/new/en/culture/themes/illicit-trafficking-of-cultural-property/unesco-database-of-national-cultural-heritage-laws/glossary/#c213492>

kinds of information created digitally, or converted into digital form from existing analogue resources' (*Charter on the Preservation of Digital Heritage*, UNESCO 2003a). The former is often called *born digital heritage*, the latter *digitised heritage* that can transform both TCH and ICH. *Virtual heritage* aims at realistically reviving experiences with existing – or already lost – heritage spaces via digital intelligence and technologies.

While landscapes and DH have originally not been in the focus of HERIWELL, the literature review (cf. for example Chainoglou 2016) and consultations held so far revealed that they might play a role later on.

As regards the forthcoming operational definition, it is highly probable that the results of Tasks 2 and 3 will lead to **a more restricted assortment of CH items** whose influence on SWB will be further studied. For example, thanks to available data we can already now predict that the role *museums* play – or at least could play – for SWB will figure prominently among the institutional bearers of TCH. As regards ICH practices to be evaluated in the project, related results of projects funded by ERDF/INTERREG could possibly be among the highlighted activities. These might also include voluntary CH organisations such as 'Friends of...' societies, folklore associations or festivals and the traditional carnival, but final decisions have yet to be made. The assessment of data that can be derived from Internet sources, including e.g. tourism platforms, will play a decisive role in the selection of research priorities.

As discussed in Chapter 2, defining CH in a changing societal environment does not necessarily facilitate clear-cut solutions. On several occasions, the HERIWELL team discussed the scope of CH and its sometimes vague definitions. In that context, the question has been raised, whether **more informal CH categories** not directly taken up in official conventions should be included as well. Issues promoted by social movements across countries may have some links with criteria associated with societal well-being (SWB). For example, in the UK and the Netherlands a specific LGBTQ heritage has been proposed. Related programmes like Pride of Place¹⁷ refer to the social history and concrete experience of individuals and communities who feel marginalised on the grounds of their sexual and/or gender identifications or practices. Other examples could be social movements calling for heritage to be 'decolonised'¹⁸ or traditions fostering climate action¹⁹, one of the UN Sustainable Development Goals 2030 (SDG). Items of pop culture not regularly collected by museums could be provisionally labelled *consumer heritage* (e.g. film posters, graffiti, comics or covers of jazz and rock records).

However, places, events, works of art, literature or architecture, traditional customs and other items of cultural importance (only) for specific communities are, to a large extent, already covered by the above TCH and ICH definitions and related conventions. Therefore, and

¹⁷ <https://historicengland.org.uk/research/inclusive-heritage/lgbtq-heritage-project/>

¹⁸ <https://www.iccom.org/projects/thematic-discussion-decolonizing-heritage>

¹⁹ <https://www.undp.org/content/undp/en/home/sustainable-development-goals/goal-13-climate-action.html>

because the results of data mining are not yet known (Task 3), decisions on the CH scope that go beyond established delimitations seem premature, at this stage of HERIWELL.

The HERIWELL team also reflected on **institutional attributions**. For example, if museums are generally considered as CH institutions, what about libraries or theatres that present to a large (but often lesser) extent works of the past? Could opera houses rightly be considered CH heritage institutions, since their repertoire normally dates back over 100 years? The answer is simple: the original scores of Verdi or Wagner will definitely figure among the CH treasures of specialised collections. As well, many opera houses rich in tradition are already protected as works of architectural heritage. On the other hand, directors and performers involved in operatic productions usually take pride in considering their interpretations as contemporary works of art; indeed, they are protected as such by an extended copyright legislation (performing rights). In the HERIWELL context, this is not just an academic debate. The project aims at delivering measurable indicators and data on the relationship between CH and SWB, for which institutional statistics could turn out to be important sources.

Additional distinctions (e.g. in ESPON 2019) are whether or not CH items fall under specific **legal protection** or are listed in **heritage registers** of the country where they are located (not necessarily identical with the country of origin). However, criteria for such listings differ from country to country and will be less relevant for the HERIWELL project than for studies dealing with economic dimensions of CH: For example, they can influence tax benefits, decisions on exports or sales of objects and other monetary transactions, as well as on the legitimacy of a planned demolition or refurbishment of protected buildings.

The societal and political importance placed on CH has increased during the last decades. Inter alia, the UN Special Rapporteur in the field of Cultural Rights (2017) identified it as 'a human rights issue itself' and as a 'fundamental resource for other human rights' (2017). A broader, **more integrated understanding of the meaning of different forms of CH** in European societies is, therefore, crucial for the conceptual approach to the HERIWELL project: all too often CH items have been considered apart from their actual or historical habitats and related social practices or economic opportunities.

Initiatives of the European Union, the UNESCO and the Council of Europe paved the way towards this integrated approach to CH and to its emerging contemporary meaning.

In the **European Union** context, several documents discussed before (see also Chapter 5) underline the need to reconnect cultural objects and traditions with society and prioritise participative concepts; they will serve as guidelines for the project. We should also acknowledge that protecting and valorising CH to the benefit of SWB requires adequate funding. EU investments, such as those via regional development funds or through research and digitalisation initiatives, have influenced our appreciation of European CH perspectives. This has enabled reforms on national, regional and local/sub-local levels as regards more participatory governance and promoted trans-border contacts and synergies.

Following the ratification of the **UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage** (UNESCO, 2003b), inventories and further national measures for the safeguarding of cultural traditions and practices took place in many countries. This is similar to what has earlier been achieved with the *Convention Concerning the Protection of the World's Cultural and Natural Heritage* (1972). Many national policies in the area of traditional cultures supporting 'cultural diversity' were enacted or reconsidered such as giving, at least in theory, minority cultures equal position in the protection of their traditions and expressions.

As explained before, the **Council of Europe Framework Convention on the Value of Cultural Heritage for Society** (2005), better known as FARO Convention, promotes a wider understanding of CH, focusing on its importance for society at large and for specific heritage communities. However, it also recognises the fact that values associated with CH are not necessarily conflict-free and proposes, in Article 7, 'processes for conciliation to deal equitably with situations where contradictory values are placed on the same cultural heritage by different communities'. In Article 3, the FARO Convention also undertakes to promote the idea of a 'common heritage of Europe' and defines it as 'a shared source of remembrance, understanding, identity, cohesion and creativity' that is founded on a shared intellectual heritage of European values.

This category closely relates to ideas of a common cultural heritage stipulated in EU treaties (Article 167.1 TFEU) and promoted, on different occasions, by the European Commission and Parliament. Consequently, the European Commission has supported initiatives for the implementation of the FARO Convention, for example in the context of the *European Year of Cultural Heritage*.

On the **national level**, different motives and priorities as well as more or less 'liberal' legal traditions influence CH definitions²⁰ and policies of applying – or not – the principles of international CH conventions. Table 3.1 provides a synthetic overview of such differences, exemplified with three countries.

Table 3.1: Comparative analysis of the heritage concept in England, Italy and Spain

	Italy	England	Spain
Why: motivation for protection to heritage (values)	Artistic, historical, archaeological, ethno-anthropological, archival and bibliographic interest (Article 2, 10). Significance to political, military, literature and art history, science, technology, industry and culture in general (Article 10). Collective cultural identity, social and civic, religious	Evidential value: the potential of a place to yield evidence about past human activity. Historical value: the ways in which past people, events and aspects of life can be connected through a place to the present – it tends to be illustrative or associative. Aesthetic value: the ways in which people draw sensory and intellectual stimulation from a place. Communal value: the meanings of a place for the people who relate to it,	Artistic, historical, palaeontological, archaeological, ethnographic, scientific or technical value (Article 15). Promoting national and regional cultural identity and sense of belonging.

²⁰ See also the UNESCO List of National Cultural Heritage Laws: <https://en.unesco.org/culnatlaws/list>

	and symbolic value (Articles 7, 10).	or where it figures in their collective experience or memory.	
How: means of ensuring protection to heritage	Multiple level legislative framework process. Four levels of government: state, regions, provinces and municipalities.	Government Policy and Guidance (National Planning Framework) and Primary Legislation; Listed System, Local Plans Funding, Knowledge Platform and sharing.	Constitutional provisions, national legislation and regional laws. Special plans Regional authorities and municipal councils 1% of the State Administration budget
How: means of ensuring protection to heritage	Overall responsibility with the Ministry for Heritage and Cultural Activities (National). Further articulated in Regional Directions for Cultural Assets and Landscape and local <i>Soprintendenze</i> (branch offices).	The Department for Culture Media and Sport (DCMS) is responsible for policy on the historic environment. Historic England (Public Body) is the statutory advisor. Local planning authorities are responsible for making management decisions about designated heritage.	Responsibility resides with autonomous regional governments.

Source: Petti, Trillo and Makore, (2019)

In fact, such differences can extend, in some countries, to **regional regulations**. This is the case in Germany, where criteria for the protection of monuments and other CH differ strongly in the *Länder* laws, including particular definitions such as the ‘technical-economic heritage’ in Saxony-Anhalt, ‘preserving characteristic features of the townscape’ in Hamburg, the ‘development of working and production conditions’ in North Rhine-Westphalia’ or ‘landscape design’ in Saxony (Anton, 2011). Improving access to CH across Europe, identity issues and new participative forms of governance are among the topics in the research literature (Dümcke and Gnedovsky, 2013) and in studies highlighted by the national HERIWELL experts²¹.

Adding to this, some **local traditions** of combining SWB and CH may elude Europe-wide generalisations, legal conventions and official guidelines. For example, the Danish and Norwegian term ‘Hygge’ (Levisen, 2012) describes an atmosphere of warmth, well-being and social inclusion based on ICH where traditional arts and crafts are still (or again) practised, traditional crops are cultivated and related food is served. At the same time, such settings can also be attractive for responsible individual tourism and as places to live for contemporary artists, writers, architects and designers. A number of case studies, to be prepared in the further phases of the HERIWELL project, will be aiming to systematise SWB effects gained from such experiences.

²¹ First results are provided in Annex 1 and will be further investigated and discussed in the course of the HERIWELL project.

Summing up

Defining the scope of cultural heritage (CH) is a prerequisite for the later operational HERIWELL definition that will take into account available empirical evidence. CH encompasses physical items from the past – tangible cultural heritage (TCH) – as well as traditions – intangible cultural heritage (ICH) – considered to be of value for contemporary societies or specific communities, and for future generations.

- ⇒ **TCH includes** movable objects (e.g. paintings); immovable properties (e.g. architectural works and groups of buildings); cultural landscapes (with strong environmental connotations); sites (e.g. archaeological areas); underwater cultural heritage; industrial heritage.
- ⇒ **Common ICH categories** are: traditional skills of craftsmanship; oral traditions; rituals, games and festivities and traditional performing arts (e.g. folk dance). Unlike TCH, it gains value and can be protected only if practices – of real people – are still alive, so the participation of communities, professional groups etc. ('bearers' of ICH) is a necessity. If only records of former but now deceased practices exist, e.g. in books or films, the latter could possibly be protected as TCH.
- ⇒ More recent categorisations include **digital heritage** ('born digital' or digitised).

4 How cultural heritage relates to societal well-being

The exploration of the contribution of CH to societal well-being requires disentangling several non-trivial issues. The first one is the definition of SWB. The second derives from the observation that there are few encompassing frameworks including the role of CH among the factors contributing to SWB. This chapter presents the existing frameworks to conceptualise and measure well-being (Section 4.1); it continues by presenting a range of impacts that, according to the literature, CH contributes to determining SWB, classifying them into three main dimensions: **quality of life**; **societal cohesion**; **material conditions** (Section 4.2). It finally presents a preliminary **theory of change** setting the main concepts into relationship, to provide for a framework for the next phases of the HERIWELL research (Section 4.3).

4.1 Existing frameworks to define and measure societal well-being

Different approaches attempt to measure the level of SWB in a place. All of them are policy-oriented and try to expand the concept of *individual* well-being. The existing SWB frameworks base on serious psychometric methodologies and are empirically validated using a wide range of indicators, many of which are adopted in large population surveys. Table 4.1 compares three approaches to measuring individual well-being proposed by the OECD (2013); the ‘flourishing’ model (VanderWeele, 2017) and the ‘PERMA’ model (Seligman, 2018).

Table 4.1 Measuring individual well-being: a comparison of three approaches

Individual well-being (OECD, 2013)	Flourishing (VanderWeele, 2017)	PERMA (Seligman, 2018)
<ul style="list-style-type: none"> • <i>Life satisfaction/evaluation</i>: a reflective assessment on a person’s life or some specific aspect of it. • <i>Affect and positive/negative emotions</i>: a person’s feelings or emotional states, typically measured with reference to a particular point in time. • <i>Eudaemonia</i>: a sense of meaning and purpose in life, or good psychological functioning. 	<ul style="list-style-type: none"> • <i>Happiness and life satisfaction</i> • <i>Meaning and purpose</i> • <i>Character and virtue</i>: a cultivated disposition to feel emotions and desires, and to perform actions that are appropriate to a given situation • <i>Mental and physical health</i> • <i>Close social relationships</i> 	<ul style="list-style-type: none"> • <i>Positive emotion</i>: the ability to remain optimistic and view one’s past, present and future from a constructive perspective • <i>Engagement</i>: it helps remain present, it creates flows and synthesises the activities to find calm, focus and joy • <i>Relationships</i>: Positive connections that promote love, intimacy and a strong emotional and physical interaction with other humans • <i>Meaning</i>: Dedicating time to something greater than oneself (religion, spirituality, work, raising a family, volunteering or expressing creatively) • <i>Accomplishments</i>: Having and reaching goals and ambitions and to push yourself to thrive and flourish

The OECD approach does not explicitly account for CH. *Art engagement*, which would potentially include access to CH, is not included in the ‘flourishing’ measures, on the grounds that although it might ‘contribute substantially to a person’s life across the various flourishing domains’, regular participation in the arts is perhaps not as widespread as other forms of community involvement, such as religious institutions (VanderWeele, 2017). In the PERMA framework (Seligman, 2018), CH, by means of access and participation in various forms including visits, creative practices and volunteering, could contribute to better well-being through the blocks of *engagement* and *meaning*.

According to Cicognani (2014) the concept of SWB, which stems from individual well-being, has been conceptualised and operationalised in many different ways. This ranges from

approaches focusing on subjective well-being, to overarching frameworks dealing with the well-being of the communities and states. Initially limited to the indicator of gross domestic product (GDP) that reflects the relative prosperity of communities and societies, other proposals have been developed. These have added new criteria to the macroeconomic statistics, to better measure individuals' perceptions of well-being and progress. Individual well-being, as the starting point of national well-being, is also the approach followed by the framework for assessing SWB in the UK. VandeWeele (2017) proposes an extension of the 'human flourishing' approach to determine to which extent a community may be *flourishing*²².

The OECD approach to individual well-being (OECD, 2013; 2020) has been incorporated in many national well-being designs and has developed into a framework for measuring well-being based on the **four 'capitals'**. These are **natural, human, economic** and **social**, which for the OECD determine the sustainability of societal well-being. None of them, however, refers to 'cultural capital' or to the cultural heritage.

Table 4.2, modified from Giovannini and Rondinella 2018 using the information from the Indicator Framework for Culture in the 2030 Agenda by UNESCO (2019), summarises how different frameworks define the concept of societal well-being and societal progress, how they construct or integrate from individual well-being, and how CH is considered or neglected.

Table 4.2 Well-being in selected frameworks

Stiglitz, Sen and Fitoussi (2009)	VandeWeele (2017)	BES (ISTAT 2017)	OECD (2020)	UNESCO (2019)
1. Material living standards 2. Health 3. Education 4. Personal activities 5. Political voice and governance 6. Social connections and relationships 7. Environment 8. Insecurity	1. Human flourishing 2. Good relationships 3. Proficient leadership 4. Healthy practices 5. Satisfying community 6. Strong mission	1. Economic well-being 2. Health 3. Education and training 4. Innovation, research and creativity 5. Work and life balance 6. Policy and institutions, 7. Quality of services 8. Social relations 9. Environment 10. Landscape and cultural heritage 11. Safety 12. Subjective well-being	1. Income and wealth 2. Work and job quality 3. Housing 4. Health 5. Knowledge and skills 6. Environment quality 7. Subjective well-being 8. Safety 9. Work-life balance 10. Social connections 11. Civic engagement	1. Environment and resilience (SDGs 2, 6, 9, 11, 12, 13, 14, 15 and 16) 2. Prosperity and livelihoods (SDGs 8, 10 and 11) 3. Knowledge and skills (SDGs 13, 14, 15, 16 and 17) 4. Inclusion and participation (SDGs 18, 19, 20, 21 and 22)

Source: own elaboration from Giovannini and Rondinella (2018) and UNESCO (2019).

²² The six dimensions of VandeWeele's framework are: human flourishing, good relationships, proficient leadership, healthy practices, satisfying community and strong mission VandeWeele (2017).

Unfortunately, the great majority do not take the cultural heritage sector into consideration (directly or indirectly). Few countries or institutions have developed systems to assess the potential or current use of CH to increase societal well-being, apart from **national or regional satellite accounts for culture**, which however take a too narrow vision focusing on economic activity metrics (gross domestic product, added value and jobs, mainly), and which are mainly used for accounting or sectoral advocacy purposes. Probably, the recommendation of ESPON (2019) to develop satellite accounts for heritage, though a very much needed analytical exercise to better understand a complex sector, would not overcome this limitation.

Only the process of theoretical construction of the measures of equitable and sustainable well-being (Benessere Equo e Sostenibile: BES in Italy), in which a number of stakeholders well beyond the academic world participated – included ‘landscape and cultural heritage’ among the twelve determinants of well-being. This is why part of the HERIWELL methodological proposal will be based on this approach (Chapter 6).

4.2 The need of a new approach to include CH as a source of societal well-being

In this section, we overview some of the conceptual works used so far to establish a relationship between CH existence and SWB under different dimensions. The main goal is to provide for a ‘theory of change’ (see Paragraph 4.3) as a guide for disentangling the different possible impacts, i.e. the changes on the well-being levels fostered by CH.

In order to reconstruct these impacts, some preliminary considerations are necessary. They imply consideration, on one side, as to whether the mere existence of some quantity of CH contributes per se to the maintenance or growth in the SWB levels of a society. Alternatively, or in addition to this first hypothesis, **the possible impact of CH on SWB could depend (also) on purposive interventions fostered by public or private actors.**

The final report of the HERITAGE project (ESPON, 2019) identifies a value chain that follows the European Commission report on value chains for the cultural and creative industries (De Voldere, I. et al, 2017). According to this, even though the creation of heritage elements happened in the past (sometimes in the recent past, as for industrial heritage and design), the supply of CH starts in the present, with its recognition. CH consumption or demand finishes with **some kind of access and engagement** (such as living in heritage sites, exploring or visiting them). In this perspective, the process needed to complete the CH value chain is not spontaneous, but driven by political and managerial decisions, making it important to distinguish between valuation and valorisation processes.

Valuation refers to the contemporary recognition of the value of the heritage resource by multiple stakeholders such as experts, historians, public bodies, communities and economic consultants. Valuation is sometimes an informal collective process and is sometimes subject to political processes, such as participatory governance or deliberation, or to administrative designation and regulation decisions. The value recognition exercise can even be performed

over lost heritage elements (as resources that have been materially destroyed or heavily altered)²³. **Valuation is, therefore, the initial step of a valorisation process** able to unlock the potential of the heritage resources when combined with other human, financial and intangible resources (European Commission, 2010).

In this sense, the **valorisation** of CH is a collective process (Asworth, 2013) that lets the CH resources deliver current services and guarantee their preservation in order to pass them to future generations. The forms of this process are many (such as preservation, regulation or management) and depend on the nature of the CH asset considered (Cominelli and Greffe, 2013; Ginzarly et al., 2019). Communities benefit from CH both at the individual level (even for those that are not accessed directly) and at the societal level. While the beneficial effects of those valorisation programmes are often measured in the short run, as when assessing the economic impact of a restoration investment, most of their societal impacts and transformations only happen in the long run.

Public strategies and policy documents on the topic show a general belief that any material intervention on TCH and any action to promote ICH will foster beneficial impacts. However, they often miss a crucial step of the CH value chain (or policy process, or cultural cycle, in terms of UNESCO, 2009), namely **access and participation**. This reflects that public authorities do not often understand or consider the process towards the creation of SWB when regulating and planning CH policies. The evaluation of those policies often show this gap.

A notable effort to better inform the heritage interventions has been made by Historic England's ongoing programme on heritage and well-being, which incorporates a broad vision of individual and societal insights in economic, social and cultural terms (Historic England, 2019; Reilly et al., 2019). At the European level, the *Cultural Heritage Counts for Europe* Consortium's final report has been the most ambitious attempt to date to identify the many dimensions in which CH can contribute to societal change (CHCfE Consortium, 2015). Unfortunately, it does not fully develop the dimensions of impact into a conceptual model to be operational to perform an impact analysis. The *Social Platform for Holistic Heritage Impact Assessment*, an ongoing project funded by Horizon 2020, is engaged in the elaboration of a holistic impact assessment model (SoPHIA, 2020).

The scholarly literature on heritage and well-being is scattered and many times based on case studies that hamper the chances of generalisation. The next paragraphs will overview the literature dealing with specific categories of the impact of CH on SWB. Most of the reviewed works are empirical, and they can be ascribed to three main categories:

- The personal, individual sphere of life (**quality of life**);

²³ It is frequently translated into monetary terms, but the public and common characteristics of many of the elements of the tangible cultural heritage assets, plus the non-material nature of intangible heritage assets makes it that, in many instances, there is not a market where these goods are traded and there are no market prices able to represent preferences and valuations. Non-market valuation techniques, as in natural heritage and environmental resources, have been proposed on this respect (Snowball, 2013).

- A more collective dimension, that lies at the core of the EU policy (i.e. the concept of **societal cohesion**);
- The economic dimension, related both to the individuals and to the community (**material conditions**).

Many policy interventions and valorisation processes of CH display effects in all three dimensions, sometimes in opposite directions. The identification of these categories stems from the articulation proposed by OECD 2020 (quality of life factors; social dimensions; material conditions) and aims at disentangling the possible impacts that CH is deemed to have on several aspects of SWB. The latter (material conditions) falls outside the perimeter of the HERIWELL project. However, it cannot be neglected for its relevant intersections with both the dimensions of individual quality of life and societal cohesion.

4.2.1 Linkages between CH and dimensions related to quality of life

There is a relatively abundant strand of the literature exploring the influence or association between **individual engagement** with CH and individual well-being. This is mainly the influence of participation in CH by means of access [visits] or by active practice or volunteering). It is measured either as some functional indicator (health, for instance) or as a hedonic²⁴ and evaluative measure (life satisfaction or happiness). These dimensions recall what the OECD identifies as 'quality of life' factors, that encompass 'how well people are and how well they feel are, what they know and how healthy and safe their places of living are' (OCED, 2020). It also refers to one of the four principles of the FARO Convention – improving the quality of life through heritage.

In a pioneer research, Fujiwara et al. (2014) estimated the monetary value of heritage engagement with different CH institutions, comparing the happiness led by increases in income with the **happiness** associated with access to different heritage elements. Bryson and MacKerron (2017) found that activities related to CH were especially well scored in terms of experienced well-being. Sayer (2018) explored the relationship between active archaeological practices and well-being. Sanetra-Szeliga and Górniak (2018) explored the impact of infrastructure projects in the field of culture, including also CH, implemented in Małopolska region in Poland and found that over half of the inhabitants involved in the survey feel that after the investment there have been changes in terms of the overall increase in their sense of **life satisfaction**, sense of attachment and pride of residing in the region. Wheatley and Bickerton (2019) analysed the effect of changes in cultural engagement over changes in well-being, and found that more visits to heritage sites contribute to positive changes in **life satisfaction** and **health satisfaction**. Węziak-Białowolska (2016) found evidence for the positive effect of arts engagement on health and well-being, and Fancourt and Steptoe (2019) provided evidence of the link between cultural engagement and **better mental health condition** of individuals. Those studies have further revealed the differences in the degree of association between CH

²⁴ It refers to the estimates of the contributory value of the characteristics of a specific item.

access and the derived subjective well-being for different groups of the population (for instance, Fujiwara et al. (2014) found that the estimated beneficial effects of heritage participation were higher for people with a poor health condition), or in terms of personal differences in personality (as in Węziak-Białowska et al., 2019).

The importance of culture for the **education** of pupils and the **empowerment** of the adults' capacities has also been largely acknowledged. The 2017 Eurobarometer CH survey shows a large consensus on the importance of cultural heritage in education: 9 out of 10 people surveyed think cultural heritage should be taught in schools, as it tells us about our history and culture. Šobáňová (2014) explores the role of museum exhibitions in education. According to the author, the exhibition is an environment in which visitors can learn something spontaneously or can participate in a controlled educational process. Every exhibition is an educational medium, but – as shown in the book – different exhibitions educate visitors in varying degrees and in different ways. Pierre Bourdieu (1986) claimed that the ability for a person to connect to the past, and to the collective past of others via the recollection of, or re-creation of specific memories and histories, is a form of cultural capital that relates to heritage. CH also contributes to the creation of **new knowledge**, sometimes based on traditional skills. As an example, a survey of Lithuanian libraries showed that the use of internet in libraries helped users to acquire knowledge and skills that can be applied in professional or academic activities (Kantar, 2019).

CH valorisation actions can contribute to **environmental sustainability** (Foster, 2020; Foster and Kreinin, 2020). The newly developed paradigm of the 'circular economy' uses CH as one of its cornerstones. The societal benefits of CH in the context of climate change mitigation and adaptation are displayed in multiple dimensions, as found by Fatorić and Egberts (2020), including the environmental one, in terms of reduction of the carbon footprint. The Creative Ireland Programme (2017) 'Engaging the Public on Climate Change through the Cultural and Creative Sectors' considers heritage as an important channel through which people can understand, interpret, and engage with many aspects of climate change, including impacts, mitigation and adaptation.

Adverse effects have also been detected: an example is the potential damage of overexploitation of CH, such as **overcrowding, pollution, gentrification** that can affect the quality of life of individuals (and society as well).

4.2.2 Linkages between CH and SWB dimensions related to societal cohesion

Societal well-being also includes aspects related to the **connectedness and solidarity among groups in society** (Manca, 2014). The societal cohesion (or social capital) is a basic concept of the European policy and one of the 'four capitals' on which the OECD bases its definition of well-being. It also refers to one of the four principles of the FARO Convention – enhancing more cohesive societies (Articles 8, 9 and 10).

CH is supposed to contribute to various aspects linked to this dimension. The externalities of CH consumption, for instance, can create joint **symbolic meaning**, such as the positive

association between cultural participation and social cohesion found in Otte (2019), which turns out to be more pronounced when *participatory cultural practices* are undertaken. The relationship between access to CH and social capital may operate through different channels, as in the OECD approach: personal relationships, social network support, civic engagement, and trust and cooperative norms (Sakalauskas et al., 2020). The outcome of increased social capital associated with more and better access to CH assets can finally lead to positive societal impacts in terms of civic participation and cohesion, as found for Italy in Campagna et al. (2020).

Social cohesion is also related to many other communitarian outcomes, such as **the sense of place** and **sense of belonging**. That can be enhanced when the *accessibility to heritage* (in more diverse forms: digital, physical, linguistic, by means of visits, charitable engagement of volunteers and donors) is strengthened. In analysing the contribution of CH to local development, Murzyn-Kupisz (2012) points out the key importance of CH for local identity. According to the author, CH promotes a sense of pride and belonging, inter and intra generational communication and social capital.

CH, especially ICH in the form of communitarian and identitarian celebration, is alleged to contribute to **civic cohesion** and **national identity** (Jeliničić and Žuvela, 2015; Soukupová, 2019). Other studies deepened the impacts of visiting museums on the **social inclusion of residents and migrants** (see, for example, Innocenti 2014; Whitehead et al., 2015). While social cohesion arising from CH was previously taken for granted, **more diverse and multicultural societies** call for a reinterpretation of it, without necessarily *evoking common origin and historical narrative in terms of national history* (Holtorf, 2011). This recognises **the existence of controversial issues in CH elements**, embodied in what is often called 'contested heritage' or 'dissonant heritage'²⁵, which prevents cohesion and integration²⁶. Some religious heritage elements – tangible (Corsale and Krakover, 2019) and intangible (Øian, 2019) – remain subject to contemporary debate.

There are other potential negative consequences to quality of life due to the valorisation processes of CH, with overtourism and gentrification being, probably, the most prominent ones. Of course, no public or private intervention is aimed at achieving such outcomes. They should rather be considered as unintended consequences or side effects, and therefore they should be monitored in the CH management processes.

As far **overtourism**, the heavy access of others may decrease communities' well-being, as explained by Adie et al. (2020) and Adie and Falk (2020). The Eurobarometer survey asked

²⁵ This is understood as 'for parts of the built heritage and excerpts from history that presently associate society or social groups with unpleasant memories or even with horror'. It is the object of one of the key actions of the *Partnership on culture & cultural heritage: cultural heritage as a resource and an opportunity for urban development* currently under debate at the *Urban Agenda for the EU* in the European Commission. <https://ec.europa.eu/futurium/en/culturecultural-heritage/action-10-regional-and-integrated-approaches-dissonant-heritage>

²⁶ For the political and operational implications of the so-called contested heritage, see for instance <https://historicengland.org.uk/whats-new/statements/contested-heritage/>

about perceptions of overtourism as being a threat to CH, with about 33 % of Europeans considering the number of tourists to be too high, while simultaneously recognising cultural heritage's positive impact on the local economy. Thus, the access of some groups of the population to heritage, namely cultural tourists, may directly challenge the preservation of cultural resources, social cohesion and indirectly, the quality of life of both communities and visitors (McKercher and Ho, 2012).

Gentrification resulting from interventions to improve built CH refers to 'a process through which lower-income residents are displaced from the neighbourhood due to an influx of new residents, resulting in a change of character of the neighbourhood' (CoE, 2020). The displacement has physical and symbolic dimensions and changes social and urban characteristics. Investments in CH can lead to 'heritagisation' of urban and rural areas and can lead to processes of gentrification in different geographical contexts, notably in Western societies as documented for Porto, Skopje and Amsterdam, or for the Spanish village of Santiago Millas (De Cesari and Rimova, 2019). In investigating the influence of contemporary cultural tourism on lifestyle changes in historical towns on the Croatian coast, Poljičak (2014) underlines that two processes are simultaneously going on in historical town centres: decay and revitalisation. According to the author, positive changes (e.g. economic development) associated with the revitalisation of historical centres have been accompanied by some negative consequences that do not contribute to the revitalisation of life in historic town centres. The author concludes that it is a responsibility of local communities to make a sustainable programme of revitalisation of historic town centres in which the role of cultural tourism is indispensable.

UNESCO uses the term 'well-being' as one of the innovative ways to refer to **social sustainability**, along with other terms as 'good life' and 'happiness' that are finding their way into governmental policies and statistics (UNESCO UIS, 2013). The impacts of the valorisation processes of CH contribute to the environmental, social and economic pillars of **sustainable development**. This approach recognises the instrumental value of CH and the mutual interdependencies between CH and the society as a whole (Licciardi and Amirtahmasebi, 2012). A milestone in this path was the ICOMOS Paris Declaration (2011), *Heritage as a Driver of Development*, which emphasised that 'cultural heritage is not just monuments. It is identity, memory and sense of place. Heritage has a crucial role within the urban development process'²⁷. Around the same date, the historic urban landscape²⁸ management approach by UNESCO offered a holistic and inspiring framework adapted to the specificities of this type of CH and its communities (Ginzarly et al., 2018). Therefore, when delimiting societal impact dimensions other than the economic dimension, we would rather consider the changes in the

²⁷

https://www.icomos.org/images/DOCUMENTS/Secretariat/2017/ICOMOS_Action_Plan_Cult_Heritage_and_Localizing_SDGs_20170721.pdf

²⁸ <https://whc.unesco.org/en/hul/>

society that are only possible to unlock by means of CH valorisation, utilisations and support by virtue of its social and symbolic dimensions.

Sustainable development related to CH is further complemented by the notion of **inclusive growth**, whereby valorisation plans should be targeted at creating 'sustainable, equitably distributed growth' and at enabling the 'development of inclusive place-based identities' (RSA, 2020). The RSA examines the mechanisms by which CH can contribute to sustainable and equitable prosperity. According to RSA, CH assets (both ICH and TCH) are used by communities such that the symbolic and extrinsic value potential can be untapped by a creation of 'place attachment', fostering inclusive growth outcomes in a number of dimensions²⁹.

It is difficult to obtain synthetic **societal measures** based on these studies. Apart from considering average values for comparisons (as average self-assessed health status to compare across countries or population groups), satisfactory aggregations of individual indicators to obtain some indicator at the societal level are still lacking, due to the multifaceted social nature of CH.

4.2.3 Linkages between CH and SWB dimensions related to material conditions

The last dimension corresponds to the improvement of **material living conditions** that 'shape people's economic options' (OECD 2020).

Most of the research on the economic impact of CH takes this approach, by which societal progress is often considered as income or GDP. Alternatively, the contribution of the whole cultural sector to the economy in terms of GDP, gross added value and jobs is estimated by means of national or regional satellite accounts (EUIPO, 2019).

The economic impact of heritage has mostly been assessed in the short run and classified as direct, indirect and induced economic impact (Murzyn-Kupisz, 2012), many times ignoring long-run economic effects (Seaman, 2020).

CH could also enhance **territorial competitiveness** by means of **attracting qualified talent and workforce**, as found in Sweden (Backman and Nilsson, 2018) and in Germany (Falck et al., 2018). CH is further conceptualised as a source of **attractiveness and creativity** that is a productive resource for different regions. In this sense, the existence of **CH per se** might explain differences in societal well-being in the attraction of talent, and in the level of regional creativity in the artistic and scientific domains, as found by Cerisola (2019) for the Italian regions. **CH can generate agglomeration economies**, boosting the productivity of the firms located in the cluster. Graves et al. (2016) found that an increase in the density of CH assets was associated

²⁹ Livelihoods (including income, skills, quality work, progression, enterprise and local industry strategy), wealth (asset ownership, community enterprise and tackling wealth inequalities), future sustainability (equal weight for future citizens and environmental sustainability), voice and participation (citizen participation in economic decision-making and inclusive governance), and well-being and esteem (inclusive local identities and heritage, sense of place and well-being).

with an increase in firms per capita and in the density of creative industry firms. Further, indirectly the presence of CH creates possibilities for the emergence of **cultural tourism** and **radical innovation**, as found for firms located in World Heritage cities in Spain (Martínez-Pérez et al., 2019). Intangible benefits can rise with the creation of new heritage elements and institutions that contribute to the renewal of regions, global connectivity and reputational effects as in the case of the Guggenheim Museum Bilbao studied in Heidenreich and Plaza (2015) and Plaza et al. (2017). Petrić and Jasenko (2012) analysed the economic development potential of intangible CH in rural areas of Dalmatia. The authors confirm the critical role of intangible heritage as a generator of tourist attractiveness, and thus a factor of competitive advantage of rural destinations as well as a generator of their demographic and then economic revitalization.

Individual quality of life, social cohesion and material conditions are not three separate worlds; the three SWB dimensions interact but, as noted in the report of CHCfE Consortium (2015), researches very rarely consider them jointly, or examine their mutual interaction. It could be the case that one valorisation project influences one of them positively while damaging another. In this line, some research brings interesting insights, and jointly considers the balance between the impact of CH and several dimensions. This is seen in the work by Steiner et al. (2015) and by Gomes and Librero-Cano (2018) to evaluate the European Capital of Culture programme accounting for the **well-being of the regional population** as well as **regional economic development**. This is also examined in Adie and Falk (2020), where the interaction between the positive perception of CH as a driver of job creation in Europe and the negative valuation of overtourism is considered. They conclude that tourism itself is not the problem, so better governance and better valorisation policies should be put in place for the correct stewardship of CH. This should also enhance the quality of life of residents and visitors. In general, there has been a common critique of focusing too much on economic outcomes as indicators of economic progress and neglecting other, societal outcomes.

4.3 A proposed theory of change

As anticipated, the goal of the HERIWELL project is to provide for a methodology and a territorial analysis of impacts of CH that can be associated with societal well-being. Given the lack of a comprehensive framework in this field, the previous paragraphs were dedicated to present the most important impacts of CH on SWB identified in the literature.

In order to represent these conceptual elements, the HERIWELL project adopts a *theory of change (ToC)*. ToC has been developed as a methodological tool for evaluating programmes (Weiss 1995; European Commission 2013). In the context of HERIWELL (that does not entail the assessment of a programme) the role of a ToC is stretched and interpreted as a conceptual tool to shed light on the (often implicit) relationships between CH and SWB. In particular, the HERIWELL ToC aims to support the further development of the methodology, with the goal to:

- clarify the hypotheses that link the different variables (pertaining to CH and SWB domains);

- provide evidence to sustain those hypotheses (based on evidence found in literature and on new analyses);
- provide explanations on *why* some relevant outcomes derive from specific policy configurations (based on case study review, to be delivered in the next phases of the HERIWELL project – see Paragraph 6.3).

In the next steps of the research, some of the elements of the preliminary ToC will be further developed in order to represent the patterns linking CH endowment and selected SWB outcomes³⁰. The ToC will guide the analysis to understand, e.g., if some specific (positive or negative) changes in the SWB levels are related to changes in the CH stock. Moreover, it will allow deepening the analysis, adding new elements. As an example, a range of political and management decisions intends to unlock the potential of CH to deliver SWB. However, the simple fact that policies exist does not assume that the expected results will be achieved³¹. Consequently, the ToC will allow focusing on specific political processes, to identify the types of SWB achieved and ‘why’, under specific circumstances, relevant outcomes occurred. The latter entails the illustration of the mechanisms that, in specific situations, explain the capacity for achieving outstanding results (Busetti and Dente, 2017). The methods for the actual analysis will vary, depending on the level of analysis, the issue at stake and the available information, combining quantitative and qualitative analysis.

This approach will also guide the identification of some of the failures of the traditional impact assessments conducted to evaluate heritage funding. Typically, reports and audits end with the funding period and only indicators regarding activities (at most, outputs) are measured and reported. This implies that only impact in the short run is accounted for, as in the case of number of visitors to heritage sites or tourists, along with an estimation of their expenditure to be used in economic impact studies. A narrow approach would neglect the transformative capacity of CH in the long run and could misguide funding allocation. For instance, in the case of ERDF funding, the criteria of delivering immediate economic and social effects has been identified as a clear shortcoming that would penalise projects with the capacity to deliver a more substantial impact (European Court of Auditors, 2020).

The following, preliminary ToC combines different elements under scrutiny: CH assets (TCH, ICH, digital heritage); inputs and resources; programmes, policies and other interventions intended to regulate, protect, value and valorise CH for societal purposes; the outputs of the

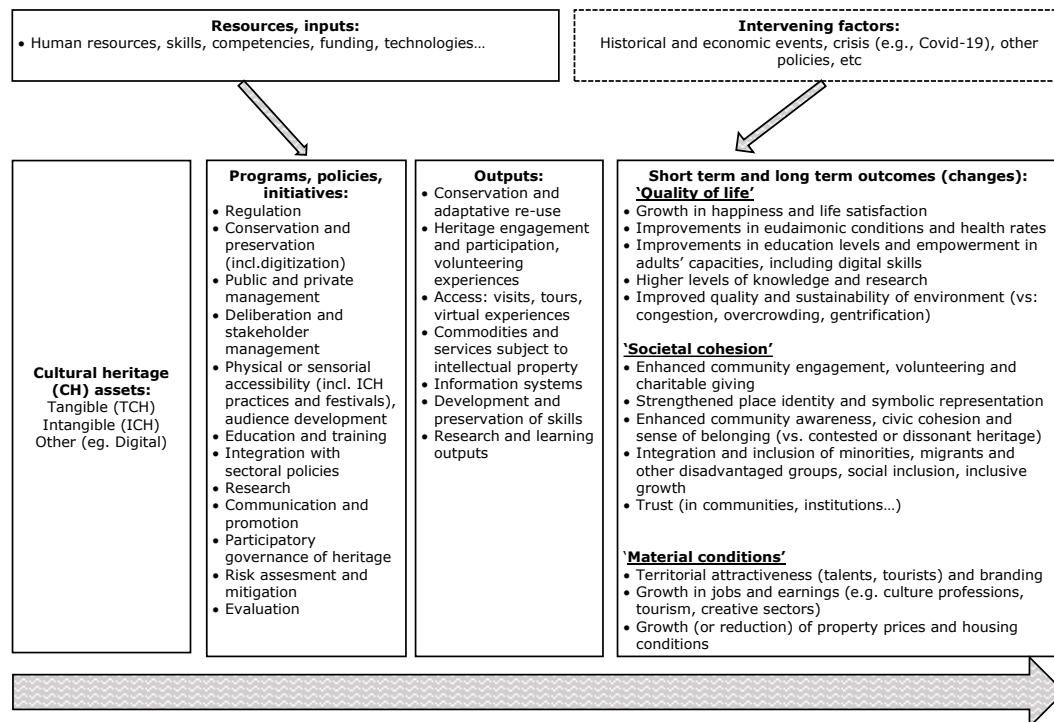
³⁰ The selection of the domains to be addressed by the HERIWELL project will be undertaken in the next phases of the research, basing on the availability of measures and a participatory process involving different stakeholders.

³¹ The reasons why this can happen are many, but three are prominent: 1) the design of the policy intervention itself is, somehow, faulty (e.g. the adopted strategy is not coherent with the beneficiaries’ needs and behaviours), because of a lack of knowledge, or resources, from the policymakers (Simon 1947; Lindblom 1959; Hall, 1980), or because the interventions were merely symbolic, without a true intention of producing results (Bachrach and Baratz, 1962); 2) the implementation of the policy hampered the achievement of the goals (Pressman and Wildavsky, 1973); 3) other, unexpected factors (such as changes in the context, e.g. the Covid-19 crisis) hampered the capacity for achieving results or changed the policy agenda’s priorities (Kingdon, 1984).

above-mentioned interventions, i.e. the immediate product of policy interventions (European Commission, 2013); short-term and long-term outcomes, i.e. what is intended or expected to be changed (European Commission, 2018); intervening factors that could modify the policy agenda, sustain or hamper the achievement of results.

In this perspective, **the impact of CH on SWB would be represented by the actual change** that can be credibly attributed to an intervention (European Commission, 2013).

Figure 4.1 A preliminary theory of change for achieving societal well-being through CH



This version of the model is a starting point to be developed (by selecting and validating the most important areas of analysis) and enriched by the results of the further steps of the research. This includes the debate with the stakeholders, in order to unveil the **mechanisms** that link specific configurations to the outcomes.

As an example, a tangible heritage element such as an archaeological site combining highly skilled human resources, plus financial and technological resources, can be valorised through digitisation (a way of preservation of its intrinsic cultural values) with the goal of developing its audience. By means of that valorisation plan, the digitised asset can provide outputs such as research outputs, virtual experiences and virtual tours (entries in Wikipedia, promotional material). The link between outputs and outcome (short-term impact) could be as follows:

1. Research output facilitates its preservation in case that site is destroyed (see example of societal impact of heritage research in the site of Palmyra in Syria).
2. Virtual experiences can be enjoyed by non-traditional users and foster in them community awareness and place identity.

As a second example, that same archaeological site could rely on a more rudimentary technology to engage people in an archaeological campaign. The output would be a participatory digging campaign that would promote volunteership and increase social cohesion and individual well-being.

Summing up

The analysis of the impacts of CH on SWB requires a disentangling of several issues, starting from the definition of SWB. The large majority of the existing frameworks that measure SWB do not take CH or culture into account. Moreover, policies and programmes often miss the crucial step of accessibility and participation, as a condition for the CH endowment to contribute to SWB levels.

As there is a need for a new approach to grasp the contribution of CH on SWB, **a classification into three groups of impacts of CH on SWB is proposed: 1) the personal, individual sphere of life (quality of life); 2) a more collective dimension, that lies at the core of the EU policy, i.e. societal cohesion; 3) the economic dimension, related both to the individuals and the community.** Even though the latter falls outside the scope of the study, it is still to be considered for its crucial role and interrelation with the other dimensions.

The chapter finally proposes a preliminary theory of change, setting the main concepts into a relationship, to provide for a framework for the next phases of the HERIWELL research.

The ToC combines different elements under scrutiny: CH assets (TCH, ICH, digital heritage as a new form of heritage); inputs and resources; programmes, policies and other interventions intended to regulate, protect, value and valorise CH for societal purposes; their outputs; short-term and long-term outcomes on SWB; intervening factors that could modify the policy agenda, sustain or hamper the achievement of results.

5 Cultural heritage and societal well-being in EU investments

This chapter provides the basis for the development of the methodology and analysis of the impacts of EU cultural heritage investments on SWB. It includes an overview of the EU funding dedicated to cultural heritage, in particular in the programming period 2014–2020, and a preliminary analysis of EU funds allocated to cultural heritage in the programming period 2014–2020. A detailed analysis of EU funds in ESPON countries in the programming period 2014–2020 and to some extent in the programming period 2007–2013 is included in Annex 1 and Annex 2.8. Details on data sources of EU funding and their potentialities and limits are included in Chapter 7 of the report.

The European Structural and Investment Funds (ESIF), and in particular ERDF, is the primary funding source dedicated to CH investments linked to societal well-being. Heritage investments are also included in other EU programmes, such as Creative Europe, Erasmus+, Europe for Citizens and H2020. At European, non-EU level, heritage investments are also sustained by other funds, such as the financial mechanism named 'EEA and Norway grants'³².

According to the ESPON country mapping, societal cohesion is the well-being dimension (the other two being quality of life and material conditions) most often tackled by CH EU investments (see Annex 1 for details). However, even though several EU investments contribute to well-being, the link between CH and well-being is not straightforward and the EU-level data on the societal effects of CH are limited.

5.1 Overview of European funds focusing on cultural heritage

5.1.1 European structural and investment funds: investments in cultural heritage

ESIF is the main funding source for cultural heritage investments, in particular when it comes to infrastructural investments. This is due to the fact that culture-related infrastructural investments can only be funded by the EU under ESIF, and in particular under ERDF. **ERDF is, in fact, the most significant source of EU funding for investments in heritage sites** (ECA, 2020). The ERDF Regulation 1301/2013 provides a range of thematic objectives and investment priorities for the Member States to select depending on their needs³³. According to the European Court of Auditors (ECA, 2020), over the period 2010 to 2017, the amount of ERDF funds invested in cultural sites was around €750 m per year. Furthermore, the Open

³² The EEA and the Norway grants was established in 1994, following the Agreement on the European Economic Area (EEA Agreement) bringing together the 28 EU Member States and the EEA EFTA States — Iceland, Liechtenstein and Norway — in a single market.

³³ In the 2014–2020 programme period, direct support to CH specifically addresses heritage sites under investment priority 6(c) 'Conserving, protecting, promoting and developing natural and CH' within TO6 'Preserving and protecting the environment and promoting resource efficiency'. Even if not explicitly mentioned, CH can also be funded under other investment priorities, namely as part of ERDF support to innovation (TO1); SME competitiveness (TO3); sustainable and quality of employment (TO8); social inclusion (TO9). Urban regeneration, under investment priority 6(e), is also a common priority selected in the ERDF national and regional operational programmes to support heritage sites.

Cohesion data show that **71 % of the 2014–2020 ERDF investments** (i.e. €8.7 billion) **dedicated to culture were allocated to cultural heritage** (see Chapter 5.2). ERDF funding dedicated to cultural heritage and linked to societal well-being is provided under national/regional operational programmes as well as under European territorial cooperation programmes (ETC).

As shown by the mapping of EU funds undertaken by the HERIWELL experts, ETC programmes are particularly relevant for the promotion of heritage investments linked to societal well-being: 52 programmes/projects out of the 186 mapped by experts refer to ETC programmes (for more details see Annex 1).

INTERREG Europe: an example of ETC programme focusing on CH

INTERREG Europe helps regional and local governments across Europe to develop and deliver better policy. Cultural heritage investments are specifically targeted under 'environment and resource efficiency' actions, one of the four categories of the programme. The programme funds exchanges of experience between regional authorities and agencies on the conservation, development and exploitation of cultural heritage in mountainous and isolated areas. Cultural heritage projects funded under the programme focus on several societal well-being areas, e.g. equal opportunities, human rights, jobs and earnings, knowledge, quality and sustainability of the environment.

Models of management of singular rural heritage (MOMAR): an example of project focused on CH linked to societal well-being

MOMAR aims to 'improve policies and programmes addressing heritage in rural territories, taking into account the peculiarities and cultural identities of places where rurality determinates a mode of action. MOMAR represents, in summary, the need of rural territories for a specific management of cultural and natural resources impacting the inhabitants and improving their quality of life.' (<https://www.interregeurope.eu/momar/>)

ERDF funding allocated to CH is not a novelty of the 2014–2020 programming period. It has also been used in the previous programming period to finance interventions focused on cultural heritage as well as culture in general. An assessment of the Cohesion Policy as regards the culture and tourism sectors (IRS et al., 2014) found that several territorial areas used ERDF via its decentralised management through regional operational programmes and via EU initiatives such as INTERREG. These are co-funded interventions on heritage to improve well-being and social integration, to ensure a more sustainable use of cultural goods by future generations, improve equal opportunities and create a shared identity in the targeted areas³⁴.

³⁴ Some examples: in Madrid, the upgrade of local cultural and natural assets to improve well-being and social integration was the key to the whole regional strategy for local and sustainable urban development, including the *Centre of Arts of Alcobendas* project, a multipurpose municipal art centre involving physical interventions to primarily preserve and improve the cultural heritage of the Municipality of Alcobendas, combining a secondary purpose of immigrants' and disadvantaged citizens' social inclusion. The INTERREG Italia-Austria programme implemented specific cross-border interventions based on shared cultural resources (e.g. the *Transmuseum project*), while in the Rhône-Alpes Operational Programme, regeneration and social cohesion was also pursued in the tourist sector through interventions aimed at the development of accessible tourism, in particular for people with disabilities.

The evaluation of the ERDF results is complex due to the lack of a clear delimitation of the interventions dealing with CH, and even more for the ones tackling both CH and SWB. Further details on potentialities and limits of data sources on ERDF are provided in Chapter 7.

Even though ERDF remains the main ESIF investment driver for cultural heritage, other ESIF funds support investments in this area: the European Social Fund (ESF), the European Agricultural and Rural Development Fund (EAFRD) and the European Maritime and Fisheries Fund (EMFF).

Unlike the ERDF, ESF does not specifically target cultural heritage investments. However, the ESF regulation no 1304/2013 acknowledges that sociocultural, creative and cultural sectors are important in indirectly addressing the aims of the ESF and urges that their potential is better integrated into ESF projects and programming. In addition, it foresees that the ESF should contribute to cultural and creative skills. According to the mapping of EU funding undertaken by HERIWELL, ESF addresses cultural heritage through investments in education, skills and digitisation, and the labour market. The mapping shows that ESF investments in cultural heritage seem to be lower than the ERDF investments: only 3 % of the 186 policies, programmes and projects mapped by country experts are funded by ESF. However, the percentage may be underestimated due to the difficulty in mapping ESF investments in the absence of a specific codification of cultural heritage investments. **While ERDF investments in CH can be isolated (see Par. 5.2.1), as they are classified under a specific code, the ESF investments are included among the other categories identified by the programme³⁵.**

Despite the difficulties in isolating CH investments, ESF seems to be particularly relevant for supporting CH investments in Eastern European countries (e.g. Slovakia, Estonia, Czech Republic) and in Southern European countries (e.g. Portugal). Further details are provided in Annex 1.

ESF programmes/projects focusing on CH: some examples

Inclusion of the unemployed in the preservation of cultural heritage (Slovakia)

The project was funded under the Human Resources programme, Employment axis. However, the project also received ERDF funding. It was promoted by the Ministry of Labour, Social Affairs and Family and implemented by the Centre of Labour, Social Affairs and Family between 2012 and 2020. The project focused on the increase in employment and employability of unemployed people, long-term unemployed people, people with low qualifications, older people and people with disabilities through their involvement in the preservation of CH (e.g. monuments and individual protected buildings; architectural ensembles, cities, towns etc.; archaeology and archaeological sites).

³⁵ In order to limit the underestimation of ESF investments in cultural heritage, HERIWELL will conduct a specific analysis of ESF investments basing on the analysis of the available projects' databases. The databases will be analysed using a series of key words to isolate interventions focused on CH and societal well-being and to identify the overall amount dedicated to CH investments. This methodology has already been tested in the analysis of Creative Europe interventions focusing on CH (see Chapter 5.2 for further details).

2014–2020 Operational Programme Employment (Czechia)

The programme allowed cultural heritage entities to apply for projects focused on educating their employees and therefore developing more efficient ways of presenting cultural heritage to the broad public. An exemplary project is the educational programme of the National Heritage Institute aimed at building the capacity of the staff of national cultural heritage institutions.

2014–2020 Programme Compete – Competitiveness and Internationalisation (Portugal)

The programme is funded by both ERDF and ESF. Out of the 7,746 projects funded by the programme, 22 refer to cultural heritage issues linked to societal well-being (e.g. science and research, and heritage conservation; memories and postcolonial remembrance; digital services in archaeology).

EAFRD is another funding source for CH investments in rural areas. EAFRD does not include a specific objective targeted to cultural heritage. However, EAFRD regulation encourages interventions linking agriculture to natural and cultural heritage. Furthermore, the regulation acknowledges that *‘the development of local infrastructure and local basic services in rural areas, including leisure and culture services, the renewal of villages and activities aimed at the restoration and upgrading of the cultural and natural heritage of villages and rural landscapes is an essential element of any effort to realise the growth potential and to promote the sustainability of rural areas.’*³⁶ It encourages investments with this aim. The HERIWELL mapping of the main EU initiatives dealing with CH and societal well-being shows that only a limited number of them (2 % of the 186 interventions mapped) are funded by EAFRD. However, as in the ESF case, this percentage may be underestimated due to the lack of a categorisation of CH investments in this fund. In order to reduce the level of underestimation, in the next reports, the consortium will perform a detailed analysis of EAFRD interventions in ESPON countries, following the methodology used for the Creative Europe analysis (see Chapter 5.2).

EAFRD programmes/projects focused on CH: some examples

LEADER programme (UK)

The EAFRD-funded LEADER programme has a major impact on local heritage and well-being. Each region and country of the UK has a large number of local and relatively small-scale projects that link to heritage. Links to well-being range from community engagement to access, training and health. A wide range of cultural heritage is addressed, both tangible and intangible.

Hussey Tower, Heritage Trust of Lincolnshire, Wash Fen, 2014–2020: a Leader-funded project

The Heritage Trust of Lincolnshire applied for a grant so that building works could be undertaken to conserve the historic fabric of Hussey Tower, to enable safe and increased visitor access and to improve the visitor experience. This project aimed to secure a sustainable future for this Grade II* Listed building and scheduled monument, in Boston. As part of the project, family events were held to demonstrate traditional building skills e.g. brickwork and medieval tile painting. An education pack has also been produced for schools.

³⁶ Regulation (EU) No 1305/2013 of the European Parliament and of the Council of 17 December 2013 on support for rural development by the European Agricultural Fund for Rural Development (EAFRD) and repealing Council Regulation (EC) No 1698/2005, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32013R1305&from=EN>

National Rural Development Programme (Romania)

PNDR 2014–2020 is the programme through which non-reimbursable funds are granted for the economic-social development of the rural space in Romania. The programmes foresee specific CH and culture investments under measure 7.6, 'Support for stimulating investments associated with the conservation of cultural heritage and for the maintenance of traditions and spiritual heritage'. These include restoration, conservation and endowment of buildings/monuments from the immovable cultural heritage of local interest; restoration, conservation and/or endowment of class B (group) monastic establishments and the construction, extension and/or modernisation of the access roads of class (group) B monastic establishments).

EMFF targets CH investments under the community-led local development. The EMFF regulation foresees that EMFF can support strategies that aim, among others, to promote social well-being and cultural heritage in fisheries and aquaculture areas, including fisheries, aquaculture and maritime cultural heritage. In addition, in order to preserve maritime heritage, the fund can provide support for the permanent ending of fishing activities without scrapping in the case of traditional wooden vessels, if these vessels have a land-based heritage function. The EMFF will also be the object of a detailed analysis in the next reports, using the methodology tested in the *Creative Europe* case (see Chapter 5.2).

EMFF and cultural heritage: an example of intervention

Underwater Cultural Routes in Antiquity (IT, GR)

The project aims on the one hand to develop competitive underwater cultural heritage tourism in the European rural coastal and maritime destinations, and on the other hand to support the protection and conservation of the underwater cultural heritage by enhancing the adoption of the UNESCO 2001 Convention in the selected sites.

5.1.2 Other EU funds

The **Creative Europe Programme** funds some special actions targeting CH (such as the European Heritage Days³⁷, the European Heritage Label³⁸, and the European Heritage Awards³⁹).⁴⁰ Furthermore, the Creative Europe Programme supports CH investments through:

³⁷ The European Heritage Days, an initiative launched in 1985 by the Council of Europe, are the most widely celebrated participatory cultural events shared by EU citizens. Creating shared CH experiences, they promote inclusiveness and foster creativity and imagination. Heritage days aim to celebrate heritage, but they also play a crucial role for the promotion and advocacy for diversity and social inclusion.

³⁸ The European Heritage Label includes well-being as it not only focuses on the aesthetics of sites, but also on the European narrative and the history behind it. Their focus is on the promotion of the European dimension of the sites and providing access to them. This includes organising a wide range of educational activities, especially for young people.

³⁹ The EU Prize for Cultural Heritage set up in 2002 highlights some of Europe's best achievements in heritage care, and showcases efforts made to raise awareness about CH in the EU. Among the award categories, three directly refer to CH: research achievements in CH; outstanding achievements of individuals and organisations in the conservation of CH; and outstanding achievements related to heritage education and training. The prize has been awarded to 48 sites so far.

⁴⁰ Spending for special actions amounted to €13 m (7.4 % of the total).

- The Melina Mercouri Prize (currently €1.5 m) awarded to the European Capitals of Culture initiative that also includes investments in cultural heritage.
- Funding allocated to projects related to culture and creative industries. A search for keywords in the Creative Europe database shows that over 100 projects refer specifically to heritage and one of the societal well-being sub-dimensions identified by the project (see Chapter 5.2).

CH investments in the framework of Creative Europe: an example

Sharing a World of Inclusion, Creativity and Heritage (Sweden and United Kingdom)

Sharing a World of Inclusion, Creativity and Heritage is an EU-funded cooperation project between 10 European ethnographic museums. Together, the partner museums reflect on the future of ethnographic museums in a society shaped by processes of migration and globalisation. The possibilities opened up by collaboration with communities, artists and interdisciplinary approaches are tested. How can museums function as nodes of debate and identification between local and transnational identities? Another focus lies in the question of how museums will collect in the future and on the potential of digital technologies for the visitor experience. A series of workshops and exhibitions test how new technologies help to enhance cross-cultural encounters. The emphasis lies on the inclusion of diaspora and post-migrant communities in Europe.

According to the Commission's mid-term evaluation of the Creative Europe Programme⁴¹, in the period 2014–2016 it *delivered an estimated 4,200 activities, 89 % of which focused on common creation of artworks and reached an estimated 8.83 million people*. They contributed strongly to *transnational mobility of creative and cultural players* as well as enabled cooperation between EU and third-country cultural organisations.

The **Horizon 2020 programme** has also funded several projects on CH⁴² that are expected not only to facilitate the preservation of CH, but also to provide support in shaping European identities and generate socio-economic benefits. Overall, more than €500 million euro will have been invested in CH actions up to 2020.

RURITAGE: Heritage for Rural Regeneration: an example of an H2020 project related to CH

The RURITAGE project turns rural areas into laboratories to demonstrate natural and cultural heritage as an engine for regeneration. It considers six systemic innovation areas to explore, test and analyse the potential of cultural heritage to ensure rural sustainability and quality of life in Europe (pilgrimage, resilience, sustainable local food production, integrated landscape management, migration and art, and festivals). Each role model (13 selected cases) and replicator has established a so-called rural heritage hub. The hub is constituted by a community of local stakeholders as well as a physical meeting place where co-creation activities take place. The knowledge and skills coming from role models' experience are transferred to replicators through a participatory planning process that allows the Role Models' strategies to be tailored and adapted to specific needs and challenges faced by replicators. It is thereby a living lab where local stakeholders and inhabitants cooperate for developing new heritage-led regeneration strategies for their territory.

⁴¹ <https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1525096559278&uri=COM:2018:248:FIN>

⁴² <https://www.reach-culture.eu/wp-content/uploads/2019/03/Horizon-2020-cultural-heritage-synopsis-2018.pdf>

Other programmes provide funding to CH: **Europe for Citizens**, set up in 2014, which includes a specific priority on CH; **EU research and innovation initiatives**, which include specific initiatives related to CH (European Research Infrastructures for Cultural Heritage; Joint Programming Initiative in Cultural Heritage and Global Change; Social Platform on Cultural Heritage and European Identities; JRC initiatives). Similarly to ESF, the **Erasmus+ Programme** (2014–2020) aims to **boost skills and employability** and can present several opportunities to the CH sector, contributing to increased societal well-being. However, the preliminary mapping of EU initiatives in ESPON countries shows that the Erasmus+ investments in CH and well-being represent only a residual part.

Exploring European History and Heritage: Helping Educators in Secondary Schools to Teach about European History and Heritage from Multiple Perspectives: an example of Erasmus+ investment (UK, BE, DE, NL)

The project developed, tested and implemented an online tool to learn about European history and heritage, tailor made for use in secondary education. The tool consists of a freely accessible database with educational material that is searchable by theme, period and location, and is presented in teaching units of one lesson. The material is designed in such a way that it is complementary to the history, heritage and geography education curricula.

5.1.3 The EEA and Norway grants

The mapping undertaken by HERIWELL has shown that, besides EU funds, the EEA and Norway grants represent a relevant funding source for CH, especially in countries from Eastern Europe.

The EEA and Norway grants aim to contribute to a more equal Europe, both in economic and social terms, and to strengthen the relations between the funders (Iceland, Liechtenstein and Norway) and the beneficiaries (Bulgaria, Croatia, Cyprus, Czechia, Estonia, Greece, Hungary, Latvia, Lithuania, Malta, Poland, Portugal, Romania, Slovakia and Slovenia).

The EEA and Norway grants include a specific programme on culture and cultural heritage, 'Cultural Entrepreneurship, Cultural Heritage and Cultural Cooperation'. Two of the main areas of support are dedicated to CH: CH management, preservation and conservation related to national, regional and local development, and documentation and accessibility of culture and cultural heritage. This sustains several actions in the CH field: e.g. reinforcing cultural heritage management, including infrastructure, to strategically revitalise heritage and/or contribute to sustainable local and regional development; safeguarding tangible and intangible cultural heritage from risks; adapting to digital developments; documenting cultural history and/or safeguarding cultural heritage and making it accessible; and developing cultural heritage routes⁴³. CH can be also funded under the areas of support that focus on culture in general:

⁴³ https://eeagrants.org/sites/default/files/resources/Pages%2Bfrom%2BBlue%2BBook_PA%2B00-14.pdf

capacity development of cultural players; cultural entrepreneurship; cultural, creative and artistic activities contributing to sustainable development and social cohesion; audience development, including people in the diversity of culture, outreach and educational activities; and networking and international cultural cooperation/exchange⁴⁴.

In the period 2009–2014, the EEA and Norway grants invested €204 m (corresponding to 11 % of the overall programme amount) to the protection of cultural heritage (Ecorys, 2019).

The Museum of the History of Polish Jews in Warsaw: an example of EEA and Norway grants project (PL)

The POLIN Museum was created in 2013 and is located in the former Jewish heart of the city of Warsaw. The project, funded by EEA and Norway grants, aims to increase access to Jewish cultural heritage and to promote tolerance in modern multicultural society. It targets schoolchildren, teachers and educators. According to the EEA website, 440,000 schoolchildren have taken part in educational activities inside and outside the museum, or online. In addition, 43 towns have been visited by the touring exhibition 'Museum on Wheels'.⁴⁵

5.2 A preliminary analysis of EU funds on EU centralised data

This chapter provides some examples of analyses of EU investments, based on data available at EU level, which will be deepened in the next phase of the project. Further details are provided in annex 2.8 and annex 1. A detailed methodology for the analysis of EU investments in CH linked to societal well-being in ESPON countries will be developed in the next phases of the research.

5.2.1 ERDF Open Cohesion data on planned allocations in CH and achievements: a preliminary analysis

As anticipated, ERDF is the main direct source of EU funding for investments in CH infrastructural works. In the 2014–2020 programming period, direct support to CH specifically addresses heritage sites under investment priority 6(c) '*Conserving, protecting, promoting and developing natural and CH*' within TO6 '*Preserving and protecting the environment and promoting resource efficiency*'.

Even if not explicitly mentioned, CH can also be funded under other investment priorities, such as the ERDF support to innovation (TO1); SME competitiveness (TO3); sustainable and quality of employment (TO8); and social inclusion (TO9).

The Open Cohesion categorisation data⁴⁶ from the ERDF/ESF/Cohesion Fund programmes, allows an analysis of the EU financial allocations for ERDF, focusing on intervention fields related to the cultural heritage sector.

⁴⁴ https://eeagrants.org/sites/default/files/resources/Pages%2Bfrom%2BBlue%2BBook_PA%2B00-14.pdf

⁴⁵ <https://eeagrants.org/news/warsaw-increasing-access-jewish-cultural-heritage>

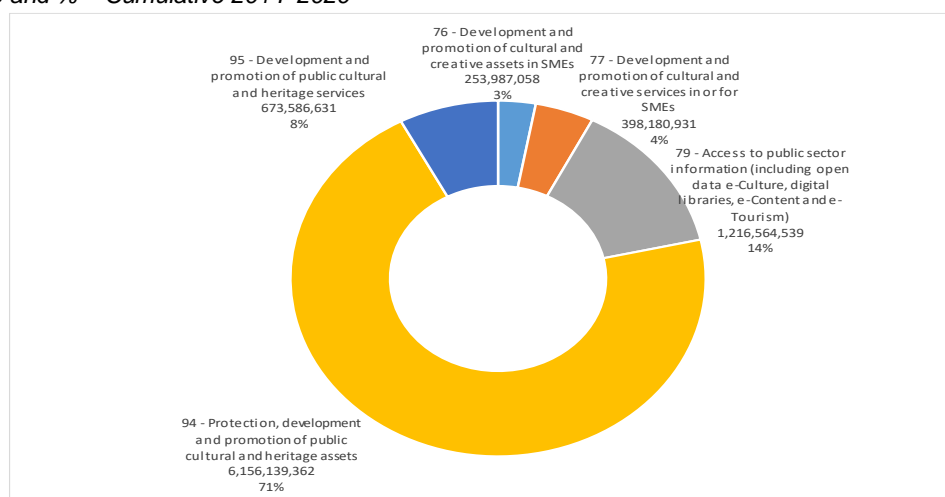
⁴⁶ The categorisation system is described in *Implementing Regulation 215/2014* – <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32014R0215>. It comprises eight dimensions categorising the nature of the EU support, such as the intervention (activity) field, the form of financing,

In the 2014–2020 programming period, 5 out of 123 intervention fields in the open cohesion categorisation system, are related to the cultural sector and two specifically to cultural heritage⁴⁷:

- 76 – Development and promotion of cultural and creative assets in SMEs;
- 77 – Development and promotion of cultural and creative services in or for SMEs;
- 79 – Access to public sector information (including open data e-Culture, digital libraries, e-Content and e-Tourism);
- 94 – Protection, development and promotion of public **cultural and heritage assets**;
- 95 – Development and promotion of public **cultural and heritage services**.

According to data on the Open Cohesion Categorisation system⁴⁸, about €8.7 billion of ERDF funds (equivalent to 3.2 % of total allocated ERDF funds) have been invested up to 2019 in the sector of culture in the 2014-2020 programming period. In particular, as shown in Figure 7.1, **the largest part of these funds is allocated to CH**: about €6.156 million under the specific investment field 94 ‘Protection, development and promotion of public cultural and heritage assets’ (71 %), and €674 million (8 %) under the intervention field 95 ‘Development and promotion of public cultural and heritage services’.

Figure 5.1: Distribution of total planned allocations by intervention fields related to Cultural Sector in EU – Euro and % – Cumulative 2014–2020



Source: HERIWELL elaboration on Open Cohesion data

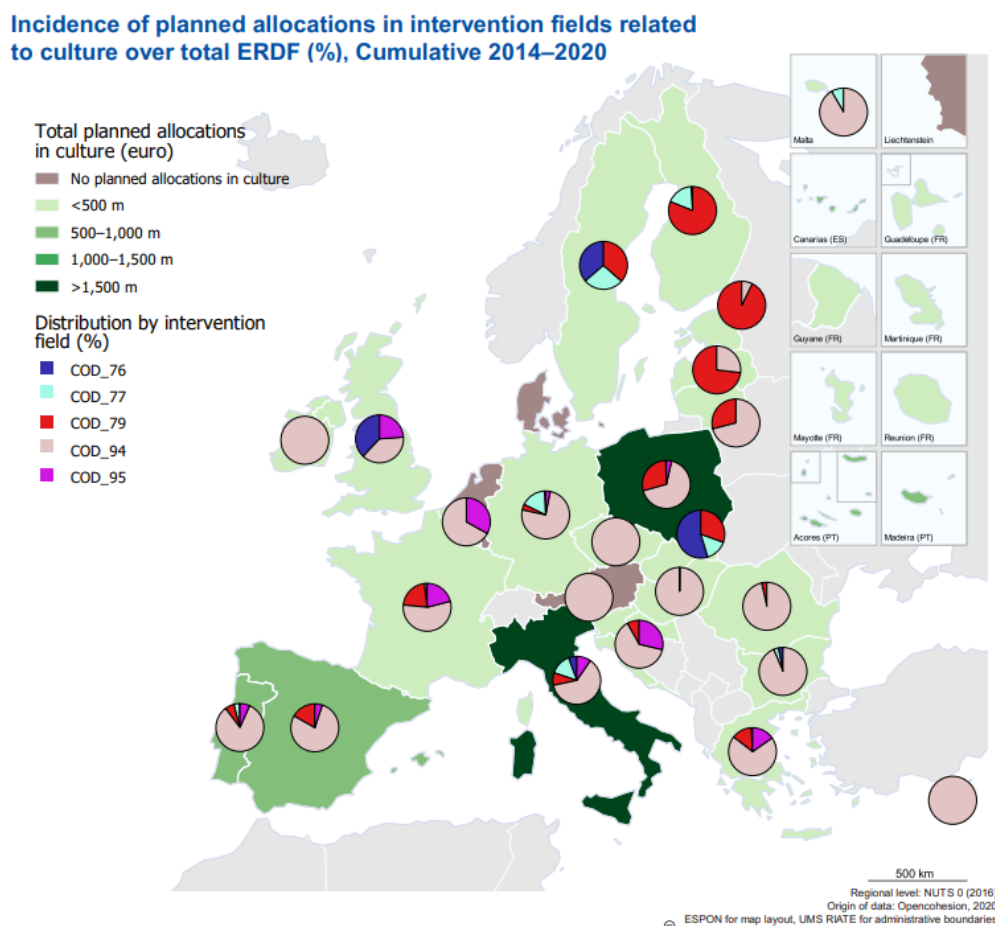
the territorial context. The data is in current prices and is regularly updated to reflect reprogramming notified by Managing Authorities. Four dimensions were encoded for the ERDF/Cohesion Fund (financing form, intervention field activity, territorial delivery mechanism and territory), and five dimensions were encoded for the ESF (the ERDF ones plus ESF secondary themes). The intervention field is the most complete in terms of financial coverage.

⁴⁷ In the 2007–2013 categorisation system the priority themes, which identify the areas of intervention (86 codes), directly linked to culture were: 58 – Protection and preservation of the cultural heritage, 59 – Development of cultural infrastructure, 60 – Other assistance to improve cultural services.

⁴⁸ ESIF 2014–2020 – EUR allocation by main categorisation codes by fund. Open Cohesion, Updated: 5 November 2018. <https://cohesiondata.ec.europa.eu/2014-2020/ESIF-2014-2020-categorisation-ERDF-ESF-CF-planned/9fpg-67a4>.

Map 5.1 shows that cultural-related allocations are reported by 24 MSs, while no specific allocations on culture are presented in AT, DK, LU and NL.

Map 5.1: Planned allocations in intervention fields related to the cultural sector by intervention field–euro. Cumulative 2014–2020



Source: HERIWELL elaboration on Open Cohesion data

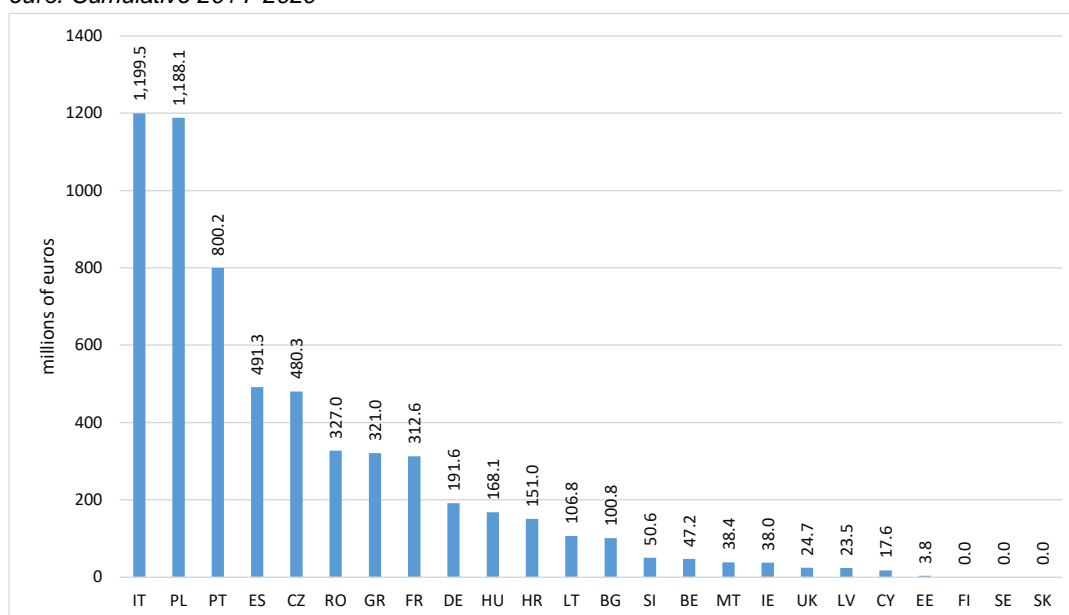
When it comes specifically to CH investments (cod_94 and cod_95), available data show the following (Figures 5.2, 5.3 and 5.4):

- **21 EU member states promoted CH interventions funded by ERDF (in the period 2014-20):**
- MSs with the highest allocations (absolute amount) are IT (€1.199 bn), PL (€1.188 bn), PT (€800 m), ES (€491 m) and CZ (€480.3 m).
- CZ, PT and ES show an incidence of CH allocations over total allocations on culture higher than the EU average (79 %), reaching to 100 %, 90 % and 83 % respectively. In IT and PL, the incidence is about 70 %.
- MSs with the highest relevance of CH allocations over total ERDF allocations are MT (8.5 %), IE (5.7 %), PT (5.4 %) and CY (5 %) with respect to 2.5 % of the EU average; in Italy, CH accounts for 3.8 % of the total ERDF allocations.
- In all MSs, interventions related to protection, development and promotion of public cultural and heritage assets absorb most of the funds allocated to culture. In BE (33 %), HR (29 %), UK (24 %), FR (21 %) and territorial cooperation (17 %) allocations on

development and promotion of public cultural and heritage services are higher than the EU average (8 %).

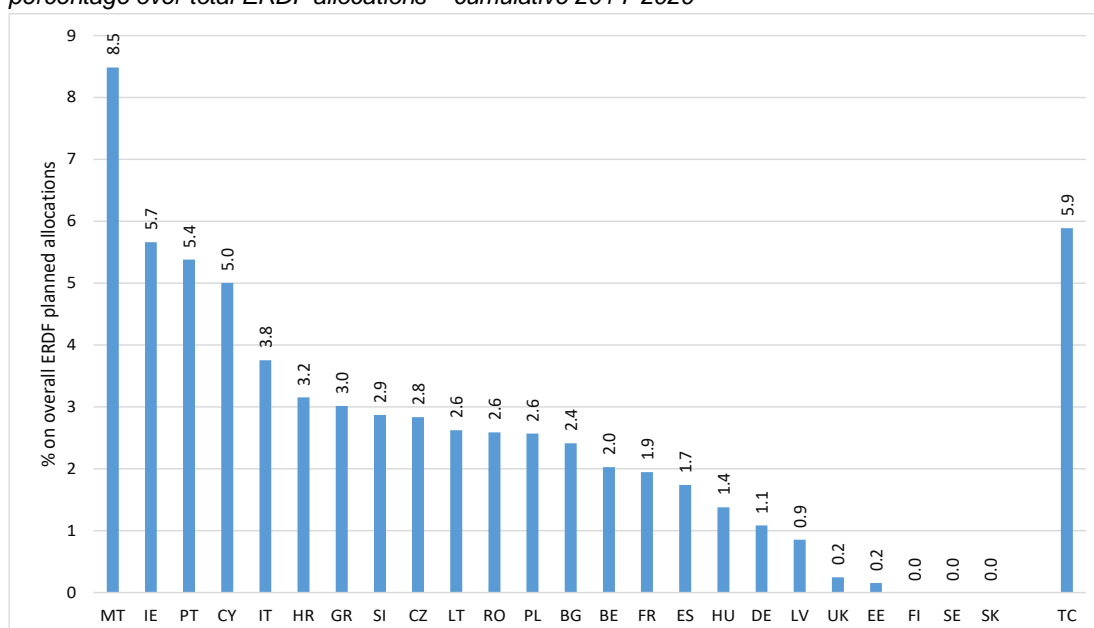
- Regions with the highest incidence in allocations for CH over the total ERDF allocations are: Valle d'Aosta, IT (18.3 % – €11.8 million); Centro, PT (13.9 % – €291.3 m); Ionian Islands, EL (13.1 % – €25.6 million); Alentejo, PT (12.2 % – €128.1 m); Limousin, FR (10 % – €21 m); Emilia-Romagna, IT (9 % – €43.2 m); Castilla y Leon, ES (8.2 % – €54.4 m); Region de Bruxelles-Capitale, BE (8.2 % – €15.6 m); Malta (8.1 % – €38.4 m) and Nord-Pas de Calais, FR (8.1 % – €100.6 %).

Figure 5.2: Total planned allocations in intervention fields related to CH in EU by country – millions of euro. Cumulative 2014–2020



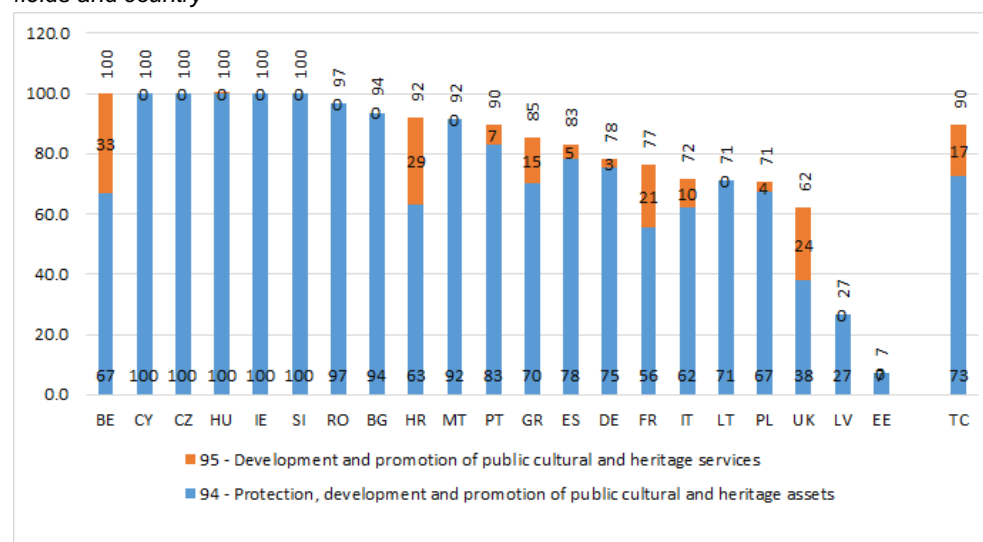
Source: HERIWELL elaboration on Open Cohesion data

Figure 5.3: Planned allocations in intervention fields related to CH in EU by country – incidence percentage over total ERDF allocations – cumulative 2014–2020



Source: HERIWELL elaboration on Open Cohesion data. TC = Territorial Cooperation.

Figure 5.4: Incidence percentage of CH planned allocations over allocations on culture by intervention fields and country



Source: HERIWELL elaboration on Open Cohesion data. TC = Territorial Cooperation.

In the next steps of the HERIWELL project, available data on financial allocations will allow us to calculate a number of indicators at NUTS 0, 1 and 2 levels, such as the number of Operational Programmes (OPs) with allocations on CH, the specialisation index in comparison with the EU average, annual average financial allocations, financial allocations per inhabitants and planned vs implemented allocations, total planned allocations including the non-EU co-financing.

5.2.2 Creative Europe data: a preliminary analysis of CH projects

Even though Creative Europe is a secondary source of funding for CH investments, as specified previously, it includes some special actions and regular funding that target CH and foster impacts on some dimensions of societal well-being.

The official source of Creative Europe project results is the Creative Europe webpage. According to the database, 3,352 projects in the cultural and creative sectors have been funded in the programming period 2014-2020. However, the database does not provide any information on the investments by type of sector or topic (e.g. cultural heritage). Furthermore, the advance search tools do not allow to categories projects according to their topic(s) or investment sectors. In order to identify projects foreseeing CH investments, a manual search using multiple key words has been performed to extract a preliminary list of projects potentially dealing with the topic of the HERIWELL research (see chapter 7 for further details). A first run of the search for keywords is presented in the table below. According to the elaboration, 222 out of the 3,352 projects funded by Creative Europe mention the term 'cultural heritage'. There are 150 projects that mention both the terms 'cultural heritage' and 'knowledge/research', followed by 116 mentioning communitarian/participatory terms, 114 projects mentioning words referring to the digital area, around 100 for both education and migration/inclusion.

Table 5.1 Results of the search for keywords on the Creative Europe database

	Heritage	CH	ICH	TCH
Blank	287	222	55	41
Knowledge, research	181	150	49	29
Digitisation, ICT, digital, digital access	144	114	38	32
Community engagement, community, communities, engagement, participation	138	116	39	36
Education, skills, empowerment	120	101	24	17
Migrants, migration, disadvantaged, minorities, integration, social inclusion, inclusion, diversity, equal opportunity	119	102	23	11
Environment, sustainability	37	24	4	3
Freedom, human rights, justice	17	14	2	0
Jobs, economy, employment, employability	17	15	6	6
Accessibility	12	7	0	0
Trust	6	6	2	3
Health	2	2	1	0
Governance	1	0	0	0
Housing	0	0	0	0
Individual satisfaction	0	0	0	0

Source: HERIWELL elaboration on Creative Europe database

This search could be helpful to identify 1) the amount of funding absorbed by projects dealing with cultural heritage and well-being; 2) examples of policies and practices to be further analysed within the study.

5.2.3 European Capital of Culture (ECoC): an initial analysis of a multi-funds initiative

The European Capitals of Culture (ECoC) initiative aims at promoting and celebrating Europe's rich cultural diversity and heritages, mutual understanding and intercultural dialogue, and to put cities at the centre of cultural life across Europe.

The European Capitals of Culture receive various types of funding, **including also EU funds**: e.g. national funding, ESIF funding, Creative Europe funding (e.g. Melina Mercouri Prize).

The initiative includes several types of interventions, among which is the refurbishment and valorisation of cultural heritage (e.g. museums and historical buildings). For instance, in Marseille-Provence (France), the 2013 ECoC initiative included the renovation of museums and historical buildings, the use of historical buildings for new purposes (e.g. tourists) and the opening of new museums (e.g. the Museum of European and Mediterranean Civilisations). Similar to Marseille-Provence, in Valletta (Malta), the 2018 ECoC initiative foresaw refurbishment of several historical buildings.

According to a study on the topic, ECoC has proved to be capable of generating noticeable impacts in the host cities, including cultural vibrancy (strengthening networks, opening up possibilities for new collaborations, encouraging new work to continue, and raising the capacity and ambition of the cultural sector); an image renaissance (enhancing local, national and

international perceptions, with some cities repositioning themselves as cultural hubs); social impacts (improved local perceptions of the city and wider diversity in cultural audiences); and economic impacts (increased tourism in the medium or long term, although the evidence in terms of job creation is less robust) (European Parliament, 2013).

Despite its results, the analysis of the contribution of CH investments to societal well-being is hindered by the limited comparable quantitative data on its effects. The evaluation reports available for the 2007-2015 period only contain narrative information and lack a comparison of the results achieved with the *ex-ante* situation⁴⁹. Even though the programme foresees a series of core result indicators, these are not calculated and listed per se, but are in some way included within the narrative text; moreover they often refer to culture in general, instead of CH. This means that any analysis that would use them should first start from a process of data extrapolation (when data are available) directly from the text of the different reports.

Despite data limits, some researchers have proposed different methodologies to overcome the shortcomings. For example, Gomes and Librero-Cano (2018) used a difference-in-difference approach, assuming the cities that run for the title of Capital of Culture without receiving it as counterfactual. Following this approach, it could be possible to undertake a meta-analysis of evaluations and studies on ECoC and analyse changes in relevant social-cultural dimensions, linking the main elements coming from comparative analysis. This could be based on the core indicators with structural data from official EU social and economic statistics (e.g. GDP, job revenues, number of workers in specific sectors).

⁴⁹ The main limitation of this approach concerns the absence of a comparison with a pre-evaluation.

Summing up

Various policy initiatives exist to protect and enhance culture in general, and CH specifically.

- ⇒ The main EU funding strands focusing on CH investments are:
 - ESIF and, in particular, ERDF, with a specific role of the European Territorial Cooperation. ERDF is the main funding sources for CH interventions, even though other ESIFs (ESF, EAFRD, EMFF) have also a role. **The Open Cohesion data show that 21 Member States allocated an overall amount of 6,830 million euro to CH interventions.**
 - Among the other EU funds, Creative Europe and H2020 seem relevant.
- ⇒ Many of these initiatives refer to **transboundary cooperation** initiatives.
- ⇒ **Only ERDF foresees a categorisation system that allows to isolate the investments in CH.** For all the other EU and non-EU funds, other methods of analysis have to be developed, as they do not target directly CH. A pilot analysis has been tested in the Creative Europe case.
- ⇒ Many of these funds have a potential impact on all the three categories of SWB: quality of life (e.g. education), societal cohesion (e.g. societal diversity and inclusion) and material conditions (e.g. territorial attractiveness and tourism). The HERIWELL mapping shows that the **goals related to societal cohesion tend to prevail**. However, the actual link between CH and well-being is often implicit, making **the identification of CH impacts on well-being complex**. It has to be added that the EU funding lacks a clear delimitation of the interventions dealing with CH and even more of the ones tackling both CH and SWB, thus making it difficult to assess.

6 Methods and data sources: a preliminary overview

HERIWELL is expected to provide a methodological framework defining the most important societal domains in which the impact of cultural heritage can be observed, and providing evidence of such impact, or what can be potentially achieved. The search for evidence beyond the national level is deemed particularly important. The HERIWELL methodology will then explore methods and analyses at different territorial levels, and basically articulates into two main streams:

- A European scale analysis, based on objective and subjective indicators available at national or above-regional level and covering the 32 countries participating in the ESPON programme. This level of analysis needs to take into consideration two main issues: the availability and comparability of data; and the capacity of the (quantitative) methods selected to detect causality patterns, or rather the presence of 'interactions' (strong or weak) among variables (mainly stock of CH and different measures of SWB).
- A local scale methodology, to analyse in more detail through case studies, a group of exemplar practices focusing on the relationship between heritage and specific dimensions of societal well-being. The goal is to derive a further comprehension of the underlying dynamics in play, and to provide lessons and insights for the policymakers.

Moreover, the HERIWELL methodology should take into account the COVID-19 issue⁵⁰, both as a constraint for (some parts of) the research strategies initially proposed, and as an emerging issue affecting the citizens' behaviour towards culture and cultural heritage. However, it may also be an opportunity to further analyse citizens' perceptions of the impact of CH on societal well-being. A preliminary analysis is included in Annex 4.

The HERIWELL team plans to issue a survey which, in line with the 2017 Eurobarometer survey No 466, will try to account for the way in which CH plays a role in societal well-being and contributes both to the definition of identity levels and to the satisfaction of the cultural needs of individuals. The draft survey questionnaire is included in Annex 4.4.

It is to be noted that the proposed methodology will be refined in the next phases of the HERIWELL project, after the preliminary test on the different variables related to the CH and SWB concepts.

6.1 Measuring the impact of CH on SWB: approach and shortcomings

As anticipated, the debate on the limits of gross domestic product (GDP), and in general of pure monetary indicators to measure the individual and social well-being, has a long history. However, it is with the report of Stiglitz and colleagues in 2009 that the topic returned to the centre of the economic debate (Stiglitz et al., 2009).

The basic critic to the so-called monetary approach is in that it neglects the importance of the social resources crucial to achieve individual achievements in some fundamental dimensions of human well-being, such as health and nutrition, but also culture in all its facets. To extend

⁵⁰ As agreed during the kick-off meeting of the research.

the concept of well-being beyond GDP, different options are available and different difficulties need to be overcome as well. Well-being is a multidimensional phenomenon including different aspects of people's lives; most of its dimensions are influenced by subjective evaluations. Despite a general agreement on the multidimensionality of the concept, the literature does not agree on the elements that are included in the concept of well-being, and their relative weight. Therefore, a common, overarching definition of well-being is lacking, as well as a shared methodology to measure it. Different theoretical definitions exist (see Chapter 4), which in turn make its methodological and empirical measurement complex⁵¹.

In the above-mentioned Stiglitz et al. report, it is evident that Sen's contribution is 'outside the box' as it proposes a concept of well-being that refuses the utilitarian approach by taking into account both the context (quantity) and subjectivities (quality). Supported by a wide range of literature (Sen 1980; 1982; 1985; 1991; 1993; 1997; 2003; 2005), this theoretical framework is, for some scholars, particularly useful in analysing life quality and the sustainability of development in advanced contexts for two main reasons. First, it describes individual well-being not merely as a static and materialistic condition, defined by the possession at a given time of a certain amount of material resources (be these income or goods available), but as a process where the means and resources available are a way of attaining well-being. Second, it draws attention to a number of personal and family-related factors, as well as to the variety of social, environmental, economic, institutional and cultural contexts deemed to influence individual well-being.

Significant progress has been achieved in the agenda of 'going beyond GDP' since the 2009 Stiglitz report (Stiglitz et al., 2009). Numerous investigations dealt with the measurement of subjective well-being, also integrated with different kinds of inequality measures. In a broader context, two initiatives that demonstrate the extent to which the 2009 reports call to go 'beyond GDP' have significantly influenced the international policy agenda. These are the first ever universal, legally binding global climate change agreement, adopted at the Paris climate conference (COP21) in December 2015 and the UN 2030 Agenda (with its 16 sustainable development goals, SDGs).

At the same time, the number of indicators used, for example the SDG's 169 targets and over 200 indicators, illustrate the difficulties in balancing completeness and clarity. The OECD-hosted *High Level Group on the Measurement of Economic Performance and Social Progress* created in 2013 (HLEG) recommends using a more limited dashboard of indicators that countries can design to suit their own priorities.

We will make HLEG's recommendations our own, trying to identify and use a limited number of 'strategic' indicators capable of accounting for the impact of CH on well-being.

⁵¹ In an essay entitled *Human well-being: concept and measurement* McGillivray identified at least nine different approaches that justify the multidimensional nature of the concept of well-being (McGillivray, 2007).

In recent years, the problem of measuring well-being has been addressed through two main approaches: one using **subjective measures**, and the other relying on **objective social indicators**.

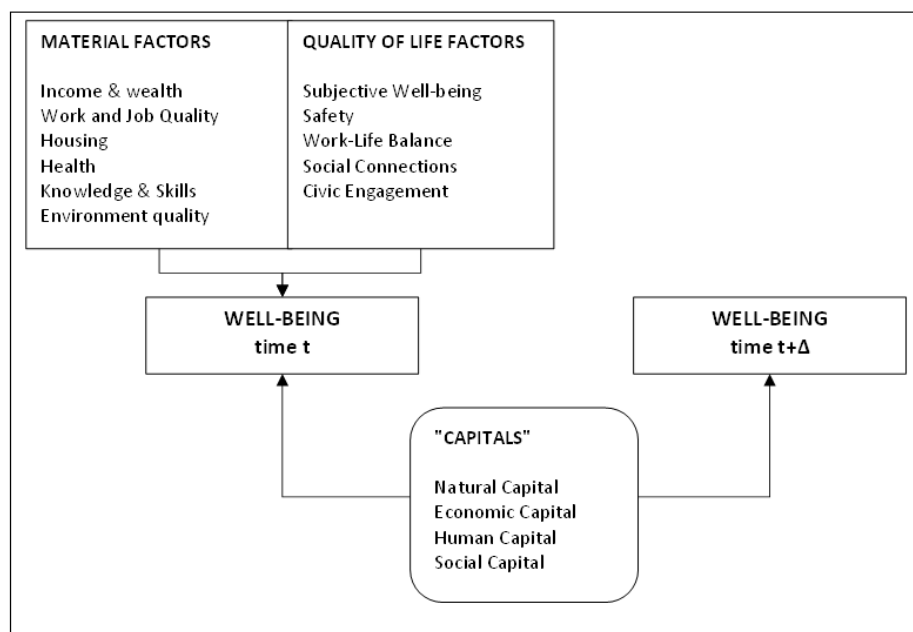
Subjective measures of well-being focus on what people believe or feel. Extensive progress has been made in collecting, analysing and improving subjective well-being (Stone and Krueger, 2018). They are important but not sufficient on their own to assess society; it is essential to bear in mind that subjective well-being is given different relevance by individuals and by societies (Diener and Suh, 1997). To ensure the validity of subjective indicators, three conditions are required to allow a comparison between responses. First of all, participants must be able to evaluate their life on a numerical scale and must not face difficulties in replying; second, they must interpret the questionnaire in the same way; third, they must have the same judgement scale (Afssa et al., 2008). The administration of a questionnaire is the most used form to detect individual satisfaction, but the interpretation of the results and their quality is subject to these and other critical findings (Stone and Krueger, 2018).

In many countries, ad hoc surveys are conducted to detect the levels of subjective well-being. For example, the European Union Statistics on Income and Living Conditions (EU-SILC) collect 'timely and comparable cross-sectional and longitudinal multidimensional microdata on income, poverty, social exclusion and living conditions'. Investigations of this nature are also conducted at the level of the ESPON countries. However, only few of them take into consideration the societal impacts associated with culture in general, or CH specifically. The survey planned within this project, even if only partially and as a first approximation, will try to account for the way in which CH participates in the definition of societal well-being and contributes both to the definition of identity levels and to the satisfaction of the cultural needs of individuals (Annex 4.4).

The use of a set of **objective indicators** for measuring SWB constitutes another approach and it is the most widespread in empirical works. Some attribute its theoretical authorship to Partha Dasgupta (Dasgupta, 2000). This approach deems the quantitative measurement essential, as it allows the aggregation of data to describe economic and social activities. The social indicators outline the macroeconomic situation of a country and provide an estimate of the income measure of living standards, allowing for comparisons among countries and groups, or over time. The well-being measures, developed in recent decades by the OECD, basically follow this approach (OECD, 2020) and distinguish the measurement of current well-being from the assessment of the availability of resources necessary to ensure future well-being.

The relationship between variables (indicators) underlying the OECD well-being 'model' can be drafted as follows:

Figure 6.1 OECD Well-being Framework



Source: OECD, *How's Life? 2020: Measuring Well-being* (OECD, 2020)

The OECD model constitutes a combination in the use of subjective variables⁵², available only for a few countries and at the aggregate territorial level, and social indicators that are more easily recoverable both in historical series and at a more disaggregated territorial level. No indicators refer, directly or indirectly, to culture or to CH and among the 'capital', which for the OECD determine the future WB, there is no reference to 'cultural capital' or to the CH. However, since culture in a broad sense has an important role in the construction of collective identities, it could be assumed that the indicator of social capital, even if indirectly, includes the 'value' of culture.

The reasons why cultural indicators are excluded from the well-being assessments of the OECD but also of other important institutions need further reflection⁵³. As already mentioned, only the process of theoretical construction of the measures of equitable and sustainable well-being (BES) in Italy (ISTAT, 2017) – which was largely shaped by a number of stakeholders well beyond the academic world – included 'culture' as a major determinant of well-being. The inclusion gives life to **one dedicated domain out of twelve: Cultural heritage**

⁵² The 'Subjective Well-being' indicator takes into account the responses to surveys (biennial or four-yearly) such as the Gallup Polls, or the European Union Statistics on Income and Living Conditions (EU-SILC). It aims at collecting timely and comparable cross-sectional and longitudinal multidimensional microdata on income, poverty, social exclusion and living conditions. The 'Work-life Balance' indicator basically measures the free time enjoyed.

⁵³ Some years ago, UNESCO and UNRISD published a technical handbook focusing on cultural well-being as the core content of human development and the theoretical, methodological and technical aspects of its assessment and communication (UNESCO and UNRISD, 1997). Basic questions were addressed, e.g. what is to be measured by cultural indicators of development, what is the appropriate unit of observation, data availability and quality, what are the criteria for selecting the indicators, what is the feasibility of creating a single, synthetic index.

and landscape⁵⁴, based on the assumption that the Italian CH has an inestimable value for the well-being of the communities. BES measures CH basing on two indicators: the number of permanent exhibition facilities (museums, archaeological areas and monuments open to the public) per 100 sq. km weighted with the number of visitors⁵⁵, and the per capita expenditure for culture of the municipalities⁵⁶.

As already written, we have many specific studies of the relationship between culture (in all its meanings) and well-being, especially from the point of view of subjective well-being⁵⁷. Some of the reasons for the poor consideration of the impacts of culture in the assessments of well-being, and in particular of the CH, have been anticipated. There are difficulties in identifying the indicators as well as the overlapping of the impacts of culture that directly or indirectly influence other indicators, but not only these. There is no doubt that the measurement of well-being is affected by an **excessive specialisation and division of roles**, delegating to the 'cultural economists' only the identification of the effects of cultural participation on individual and collective well-being. Notwithstanding this, the literature on evaluation is rich in references for the identification and measurement of the effects of culture on the economic and social conditions of communities.

6.2 Methodology to undertake the European-scale analysis

To answer the many open questions presented in the previous paragraph, the HERIWELL methodology will follow two preliminary steps:

- To analyse (through the cluster and in a purely descriptive way) if culture (in all its dimensions and not only as CH⁵⁸) leads to a modification of the well-being indicators in the 'OECD logic', among countries.

⁵⁴ 'Culture' and culture-related phenomena recur in other areas of the BES, with a simple indicator (occupation in the creative enterprises) in the domain innovation, research and creativity, and with a synthetic indicator (cultural participation) in the domain education and training.

⁵⁵ The indicator strongly underestimates the Italian CH endowment such as churches, squares, monuments, historic buildings, villas, cultural landscapes, which are not included (Bacchini et al., 2020a).

⁵⁶ The second indicator was introduced because at the roots of the BES project there was, among other things, the intention to create an instrument to monitor how well-being levels change over time, and therefore the researchers tended to prefer highly dynamic phenomena to those less susceptible to recordable variations in the short run.

⁵⁷ Many of these studies have already been quoted such as that of the Arts Council England, or the many studies analysing the impacts of culture and cultural heritage on health. The journal *Economia della Cultura* dedicated a recent issue to this topic (Cicerchia and Bologna, 2017) or there is an extensive literature on the impacts of visiting museums on the social inclusion of residents and migrants (see, for example, Innocenti, 2014; Whitehead et al., 2015) or on the levels of happiness of the audience (Fujiwara, 2013). Again, using a multivariate regression analysis on the results of a large online survey with library visitors and non-visitors resident in the United Kingdom, Fujiwara et al. studied the impact, estimated satisfactory, of library usage on subjective well-being (Fujiwara et al., 2017).

⁵⁸ Some variables used in the cluster, as we will see, can be interpreted as a proxy of the CH 'size'.

- Not to focus, for the early stages of the analysis, on the size or ‘quantity’ of CH⁵⁹, as a category that is structurally heterogeneous and not additive⁶⁰, but on a vector of indicators that can approximate the size of the quantity and quality of CH at a territorial level. Only after this ‘vector’ has been identified and tested will it be possible to verify whether the CH thus defined can be used as a variable (independent?) for the determination of the WB and with which results.

Considering a set of cultural indicators – those currently available, which, however, only indirectly measure the CH – we will proceed **to a partial and preliminary analysis of the relationship between a ‘proxy’ of CH plus CCS (Cultural and Creative Sector) and well-being** of the ESPON countries. We will therefore refer to the NUTS1 territorial level; the ‘cultural’ indicators will be analysed in association with other indicators (economic and social) that are generally used in the comparison of countries’ well-being.

Concerning **societal well-being**, although all the national initiatives share a common framework with similar aims, they are not fully integrated and it is generally difficult to compare and assess information at the different levels, from local to global. This explains why for the preliminary application we propose to refer to the economic and social dimensions of SDG, because they are standardised across countries⁶¹. In this first stage, a ‘static’ analysis will be carried out (taking into consideration the most recent year for availability of data) and, only when the databases are better organised and homogenised, we will proceed either with the comparison of statistics over several years, or by addressing a different methodological approach (see the paragraph on future development).

The analytical steps and multivariate methodologies applied in this first assessment can be summarised as follows:

⁵⁹ The risks of comparing national administrative data on the size of CH endowments are listed in Box 7.2.

⁶⁰ Logically, objects that composed CH have an intrinsically different ‘nature’ and therefore we cannot aggregate churches with museums, squares, monuments, etc. Actually, in many countries – e.g. the UK, France, Italy, or Spain – an aggregation of this nature is already carried out by the Ministries of Culture after they have, on the basis of a glossary, registered under the same ‘label’ (churches, museums, monuments, etc.) the cultural assets of the same nature which are considered (by national laws) of historical, cultural or artistic interest. Then they proceed to count all churches (or museums, etc.) registered in the catalogue. The last step is to add up the number of protected churches to that of museums and so on and consider the final result of this sum as the number which synthetically represents the consistency of the total CH of a country. In one of the subsequent reports we will return in detail on the incongruity of this procedure and on the paradoxical results which it can lead to but, at the same time, providing and testing alternative approaches to approximate the value of the total CH of a country.

⁶¹ According to the results of the EU-funded project MAKSWELL (see www.makswell.eu), 19 of the 28 European Union countries are currently involved in a well-being framework (11 of them use the framework for policy analysis) while 27 European Union countries are involved in the development of indicators to measure progress towards the SDGs targets (21 of them use these indicators for policy analysis).

- A. The first step entails a **cluster analysis**⁶². The countries will be classified based on a composite set of variables: cultural, social and economic.⁶³ Cluster analysis represents a convenient method to provide a first glance on the classification of the ESPON countries according to a different set of indicators. In other words, a single ESPON country will be allocated in a cluster based only on CCS indicators; a second cluster will be based only on the economic and social variables. Finally, a classification based on all the indicators will be performed. The comparison of the countries' position along each cluster will provide a first insight of the relationship between CCS and socio-economic phenomena.
- B. The second step entails the assessment of the quality of the cluster final solution through a useful diagnostic tool: the *silhouette plot*. The silhouette technique provides a succinct graphical representation of how well each object has been classified⁶⁴. The importance of the silhouette approach is illustrated using the CCS cluster.
- C. Finally, the cluster analysis will be complemented with a principal component analysis (PCA). PCA reorders the original multivariate data, creating new variables which are a combination of the original ones, and synthesises and reduces the number of variables to consider. The PCA representation complements the one provided by the cluster analysis and silhouette, and it will also be useful for the interpretation of the movements of the indicators across time⁶⁵. Variables and countries are then represented in the principal components framework improving the ability to interpret their similarity/dissimilarity.

Annex 3 includes a preliminary application of the methodology and first results. The cluster on all indicators that define SWB provides a first result about the interaction on cultural and social-economic dimensions. Cultural indicators tend to mitigate the distances across the ESPON countries stemming from the difference in social-economic dimensions. With all the necessary precautions, related mainly to the subset of the indicators selected, this already

⁶² Cluster analysis or clustering is the task of grouping a set of objects (a sample of heterogeneous statistical units, countries in this exercise) in such a way that objects in the same group (called a cluster) are more similar (in some sense) to each other than to those in other groups (clusters). The cluster is then a way to classify a set of objects so that observations within each group are similar to each other with respect to variables or attributes of interest, and the groups themselves stand apart from each other. The concept of homogeneity is specified in terms of distance and there are several criteria to define it. For details in the methodology see for example Everitt et al., (2011, p. 9).

⁶³ In the application proposed for the classification of ESPON countries, reference will be made to cluster analysis as applied in some research on economic convergence between countries (see Artis and Zhang, 2001). The Macro Imbalances Procedure introduced with the aim of strengthening European Union economic governance, based on a set of indicators potentially able to monitor both economic and social developments (see Bacchini et al., 2020b). Other studies are using cluster analysis to measure quality of life across countries or to compare well-being levels between social groups inside a country (see, for instance, Hirschberg et al., 1991; Hirschberg et al., 2001).

⁶⁴ Technically through this approach a value is attributed to each object (country), which ranges from -1 to +1, where a high value indicates that the country is well matched to its own cluster and poorly matched to neighbouring clusters. If most countries have a high value, then the clustering configuration is appropriate. If many points have a low or negative value, then the clustering configuration may have too many or too few clusters, whereas a value around 0 suggests that the country lies between two clusters (see Rousseeuw and Kaufman, 1990).

⁶⁵ Technically the new variables, called principal components, correspond to a linear combination of the original ones. The number of principal components is less than, or equal to, the number of original variables. Each principal component is estimated in a way to maximise the explained variance. A small number of principal components explains a large amount of the total variance of the original data (see Jolliffe and Cadima, 2016).

seems a first non-trivial result that points out a positive impact of culture on the social and economic dimension.

By analysing the list of indicators used in the cluster in greater detail (see Annex 3), it is possible to identify the coherences with previous reports and, in particular, with what is summarised in Figure 4.2 'A preliminary theory of change for achieving societal well-being through CH'. For example:

- The indicator on public expenditure on culture can be considered as a proxy of TCH on the basis of the hypothesis that its value will be higher in countries where the dimension of cultural heritage is more consistent and where the 'identity relationship' between the community and CH is stronger by encouraging higher levels of spending for its protection. This indicator can be better measured when UIS-UNESCO makes available the data relating to the SDG Indicator 11.4.1 (Survey on cultural and natural heritage expenditure) which, basically, follows the same logic;
- The two indicators on digitalisation (related to internet purchases of books and films) can be considered as a proxy of the level of digitalisation reached in the culture production processes, and the changes taking place in the culture consumption processes of a country;
- The SDG Social indicators as GOAL 1 (poverty risk and several deprivations), GOAL 3 (good health), GOAL 4 (early school leaving, tertiary education and adult participation in learning) can approximate the contribution of CH to the 'quality of life' and 'social cohesion'⁶⁶.

There are many indicators that approximate the contribution of CH to the 'material conditions': the two indicators on employment (cultural employment in CCS and the relative weight of the all employment); the one indicator that measures the percentage of high level of education in the employment in CCS; the three indicators on enterprises (number of enterprises in culture, design and total); and the SDG Economic Indicators from GOAL 7 to 10 (employment gap, GDP per capita and NEET, public investment and income of households).

The PCA, always as a first approximation, highlights that there is a group of countries (northern European) which, in recent years, have invested more in digitisation processes and on the diffusion of these technologies across the households.

The analysis provides examples of how the process of interpretation of the relationship between CCS and well-being could be performed. Even though the application, based on a small set of indicators, does not include CH, it accounts for some interesting results:

- The cultural dimension seems more heterogeneous across ESPON countries if compared to the social-economic dimensions; the variance explained by the first principal component is remarkably lower when compared to the ones related to the

⁶⁶ The indicators capable of 'evaluating' the 'quality of life' will be further enriched and detailed when analysing the role of CH at more 'micro' territorial levels. At these levels, the evaluation of the CH contribution on 'quality of life' will take into consideration some of the indicators proposed in very recent applied research; in particular, those reported in Table 1 of the ESPON QoL research (ESPON QoL - Quality of Life Measurements and Methodology. Applied Research. Final Report. 30th October 2020).

social-economic dimensions. This implies in turn that the indicators selected do not drive a clear partition across the countries.

- The classification of the ESPON countries across the socio-economic dimension mirrors the evolution of the economies along the last few years, driven by sharp differences in terms of quality in the employment.
- Digitisation processes in the publishing or audio visual field are successful in those countries that have not only invested more in ICT but which, from a cultural and social point of view, enjoy high levels of education. Culture, technology and education are therefore strongly connected fields.

Starting from these first results of the CA and its extensions we will proceed first to deepen the cluster analysis with PCA and silhouette plot, redefining and enriching the set of cultural indicators as well the social and economic ones. This phase will imply a sensitive analysis able to identify only the more important indicators in all the dimensions. Once the significant data relating to the size and quality of the CH at country level has been collected and processed, a classification of the ESPON countries will be carried out considering specifically this subset of information. If the results are satisfactory, the analysis will also be conducted at more disaggregated territorial levels such as NUTS2 level.

Once the full dataset is available, **the multivariate approach is expected to deliver a picture of the main relationship across the indicators and time**. As repeatedly stressed, the cluster analysis is a purely descriptive analysis and therefore is not able to challenge any causal relationships between CH and well-being. In reality, some information in this direction can already be gathered from the application of the PCA. Better, rather than looking for 'causal relationships' between the variable 'quantity and accessibility of CH' and the other variables usually used to define the levels of well-being, we will try to investigate whether they exist, and with what intensity there are 'forms of meaningful interpretation' between the first and the other variables.

All this seems to be more in tune with the most recent definitions and developments in science, especially physics, which clearly show that it is difficult to identify 'causal relationships' by isolating one 'force' from the others. For this purpose, the search for the 'form of integration' between the dataset relating to CH (and culture in general) with the datasets relating to the other indicators of well-being, will be conducted using one of the different models that statistics make available to us:

- Time series models, such as VAR models, which examine relationships of variables over time such as CH and employment. This model will be applied with time series data of variables available and measured over time (a decade in this case).
- Panel data (also known as longitudinal or cross-sectional time-series data) is a dataset in which the behaviour of entities is observed across time. Examples include estimating the effect of education on income, with data across time and individuals, or estimating the effects of CH on income, with data across years and countries.
- Factor models which decompose the behaviour of an economic or social variable into a component driven by few unobservable factors (for example, factors belonging to CCS), common to all the variables but with specific effects on that considered.

Among these models, after tests and investigations, the one that will be best able to account for the 'integration relationship' between CH and well-being will be chosen⁶⁷.

6.3 The case studies

In order to assess cultural heritage impacts on societal well-being at local level, the HERIWELL project will complement the analysis based on statistical indicators, with the results of eight case studies. Case studies aim to:

- collect more fine-grained information on the impacts of cultural heritage at the local level;
- test empirical methods of impact assessment;
- provide policy-relevant insights on how specific results have been achieved, and how to learn from them.

In order to collect additional information on how heritage impacts on societal well-being in the context of Covid-19, ideally case study information should be integrated with the information derived from the HERIWELL survey on population (Annex 4.4). Thus, case studies and the survey should be conducted in the same countries.

In this phase of the project, the work of the Consortium especially focused on the one hand on the collection of exemplary practices of CH that have impacted on societal well-being in ESPON countries and on the other hand, on the selection of countries where the survey and local cases can be conducted. Overall, country experts mapped 106 exemplary practices. An overview is included in Annex 1.3. Other exemplar practices could be derived from the consultation process of HERIWELL and from practices from EU and international databases, such as the CoE FARO Convention good practices.

In this project phase, an initial country selection was carried out based on the following criteria: geographical coverage of all ESPON areas; coverage of both EU and non-EU countries that are part of the ESPON programmes; coverage of a large part of the ESPON countries' population; different levels of GDP; cultural heritage resources. Based on these criteria the following countries were selected: **Italy, Greece, Spain, France, Germany, Poland, Estonia and Norway**.

This selection was cross-checked with the results of the Open Cohesion Data analysis (see Annex 2), the mapping of EU investments and exemplary practices in the field of cultural heritage in ESPON countries carried out by country experts (see Annex 1). Following these analyses, the following ESPON countries could be considered for both the case studies and the HERIWELL survey of the population. **Italy, Greece, Spain, France, Germany and Poland** present relevant ERDF allocations in cultural heritage, several cultural heritage and well-being

⁶⁷ There are several books and articles that describe the methodologies that we are referring to. For example, for the VAR model we refer to Juselius (2006), 'The cointegrated VAR model: methodology and applications', Oxford University Press; for panel data Baltagi (2008) and for factors models Forni et al. (2000). At the same time, more or less detailed illustration of these models may be found in one of the numerous econometrics handbooks. See, for instance, Belsley and Kontoghiorghes, (2009).

EU investments and exemplary practices, and cover most of the population living in southern, western and central Europe. Estonia and Norway present different challenges: Estonia does not seem to allocate relevant resources of ERDF funding to heritage, while in Norway the initial mapping of exemplary practices did not unveil any exemplary practice relevant for the purpose of the project. Despite the reduced ERDF investments allocated to cultural heritage, Estonia could remain an interesting case due to the strong focus on digital heritage policies and use of big data in related sectors (e.g. cultural tourism).

As an alternative, Czechia could also be a potential candidate country for both the survey and case study, considering the high allocations (i.e. ERDF) dedicated to cultural heritage and the presence of several relevant practices for the purpose of the HERIWELL project. As to Norway, a further mapping of exemplary practices is ongoing. Should it confirm the results of the initial mapping, it could be replaced by Ireland allocating more resources (i.e. ERDF) to cultural heritage than the other countries and where the cultural heritage policy pays particular attention to well-being related issues. Following the consultation with the HERIWELL Working Group, two other countries were proposed: Austria and Belgium, as replacements for France and Spain. The table below presents an overview of the countries analysed for the survey and case study selection. This initial selection will be further discussed with the ESPON EGTC and a final selection will be decided at a later stage.

Table 6.1 Overview of countries proposed for the survey and case study selection

Country	Geographical area	Population 1 January 2019 and % of EU population	GDP* 2019 in euro	TCH and ICH listed in UNESCO (2019)	ERDF investments in CH (2014–2020)
Estonia	Eastern	1,324,820 - 0.3 %	21,220	2 TCH, 4 ICH	3.8 m
France	Western and central	67,012,883 - 13.1 %	35,960	45 TCH, 18 ICH	312.6 m
Germany	Western and central	83,019,213 - 16.2 %	41,510	46 TCH, 4 ICH	191.6 m
Greece	Southern	10,724,599 - 2.1 %	17,500	18 TCH, 8 ICH	321 m
Norway	Northern, non-EU	5,328,212 - 1 %	67,370	7 TCH, 2 ICH	-
Italy	Southern	60,359,546 - 11.8 %	29,660	55 TCH, 12 ICH	1,199 b
Poland	Central	37,972,812 - 7.4 %	13,780	15 TCH, 1 ICH	1,188 b
Spain	Southern	46,937,060 - 9.1 %	26,430	46 TCH, 19 ICH	491 m
Other potential candidates:					
Austria	Western and central	8,858,775 - 1.7 %	44,920	10 TCH, 7 ICH	-
Belgium	Western and central	11,455,519 - 2.2 %	41,200	13 TCH, 13 ICH	47.2 m
Czechia	Eastern Europe	10,649,800 - 2.1 %	20,990	14 TCH, 6 ICH	480.3 m
Ireland	Western	4,904,240 - 1 %	72,260	2 TCH, 3 ICH	38 m

*Source: HERIWELL elaboration based on Eurostat and UNESCO data and the mapping of the HERIWELL country experts team; *current market price*

We propose to **conduct a pilot case study** to test the methodology and to provide guidance to the experts engaged in the analysis of the other seven case studies. In conducting the pilot case study, particular attention will be paid to the ability of the intervention analysed to activate – directly or indirectly – policy innovators able to develop activities that have an impact on societal well-being (Buseti and Dente, 2017). The proposed pilot case study is presented in the box below.

Box 6.1 Mann Archaeological Museum

Among its goals, the Archaeological Museum of Naples has aimed at strengthening the relationship with the community of the neighbourhoods surrounding the museum – places often characterised by situations of great social uneasiness – and the inclusion of minorities through special projects. The museum has a specific policy promoting the full accessibility of its collections, firstly for the residents, with unlimited access to the museum, but also for the wider community through enhanced digital accessibility. The museum has achieved one of the largest social network audiences in Italy and fostered innovative projects such as 'Father and Son', the first videogame in the world published by an archaeological museum: screen after screen, it takes the audience in an adventure that, using as cornerstone the Mann's collections and its rooms, works as a bridge between various eras.

Beneficiaries: residents, students, tourists, minorities

Website: <https://www.museoarcheologiconapoli.it/en/>; <http://www.fatherandsongame.com>

Summing up

Cultural-related indicators are not explicitly taken into account by the subjective and objective evaluations of the SWB so far proposed, starting from the Stiglitz-Sen-Fitoussi Report of 2009, with the exception of the Italian BES (equitable and sustainable well-being [ISTAT 2017]). Many studies have instead analysed the relationships between some cultural indicators and specific aspects characterising the SWB such as culture and health, and culture and social inclusion.

The HERIWELL methodology will proceed as follows. The first phase will analyse (through the cluster analysis and in a purely descriptive way) whether culture leads to a modification of the well-being indicators among countries. The quantity of the CH stock (the 'amount' of CH in each place) is not accounted for in this step, because it is a category that is structurally heterogeneous and not additive, and requires further investigation to be transformed into an indicator (simple or composite).

A preliminary cluster analysis, undertaken on 11 cultural indicators, shows that, based on cultural indicators many European countries 'resemble' each other, and the analysis will have to be significantly refined to identify the impacts of cultural endowments. The cluster on all indicators that define SWB provides a first result about the interaction on cultural and social-economic dimensions. Cultural indicators tend to mitigate the distances across the main European countries stemming from the difference in social-economic dimensions. With all the necessary precautions, related mainly on the subset of the indicators selected, this already seems a first non-trivial result that points out a positive impact of the culture on the social and economic dimension.

The principal component analysis (PCA), always as a first approximation, highlights that there is a group of countries (northern European) which, in recent years, have invested more in digitisation processes and on the diffusion of these technologies across the households.

Starting from these first results, in the second phase the set of cultural and socio-economic data will be refined and enriched. Once the significant data relating to the size and quality of the CH at country level is collected and processed, a classification of the ESPON countries will be carried out, specifically considering this subset of information. If the results are satisfactory, the analysis will also be conducted at more disaggregated territorial levels as NUTS2 level.

Usually we would look for 'causal relationships' between the variable 'quantity and accessibility of CH' and the other variables usually used to define the levels of well-being. Here, we will try to investigate whether they exist, and with what intensity, as 'forms of meaningful interpretation' between the first and the other variables. For this purpose, the search for the 'form of integration' between the dataset relating to CH (and culture in general) with the datasets relating to the other indicators of well-being, will be conducted using one of the different models that statistics make available to us.

The results will be complemented with the findings of eight case studies and the results of the survey of the population, on the relationship between cultural heritage and societal well-being – also in the context of Covid-19. Case studies aim at collecting more fine-grained information on the impacts of cultural heritage at the local level. This includes testing empirical methods of impact assessment, providing for policy relevant insights on how specific results have been achieved and how to learn from them. The proposed pilot case study is the Mann – Archaeological Museum of Naples. Other proposed countries are: Greece and Spain (southern countries); France, Germany and Poland (central countries); Estonia (eastern country); Norway (northern, non-EU country). Possible substitutes are: Austria (central); Belgium (central); Czechia (eastern); Ireland (western).

7 Data sources on cultural heritage and well-being: European and international data

7.1 Data sources available at European and international level

This section provides a synthetic overview of the main data sources and indicators available at European/international level mapped so far. These will be used in the descriptive statistical analysis and in the assessment of the societal impact of CH and investment policies at a global level. A detailed analysis is provided in Annex 2. The sets of data sources and indicators considered are listed in the Box 7.1 below.

Box 7.1 Data sources and indicators considered

- **Data sources and indicators of CH endowments (stock):** material and intangible CH; museums, theatres, opera houses, etc.
- **Data sources and indicators to measure impacts on societal well-being:**
 - Data sources and indicators of cultural participation/accessibility/popularity.
 - Data sources and indicators on employment and income in the culture sector and indicators of the cultural industry (enterprises and trade of cultural goods/services).
 - Economic and labour market conditions data sources and indicators (e.g. employment rate, GDP) and societal well-being indicators (e.g. indicators on the quality of life, social cohesion and social participation).
- **Data sources and indicators of public programmes and policies addressing culture:** e.g. public expenditure on cultural policies and as a percentage of total public expenditure, with a focus on Cohesion Policy allocations and Creative Europe Programme allocations.

The tables 7.1 - 7.6 summarise the main international and European survey and administrative data sources analysed so far, and the availability of indicators on CH and on social well-being at regional and national level. These data sources allow the calculation of 134 indicators overall. In some cases, it is necessary to manipulate data (with a georeferencing process) to obtain the regional level.

Indicators and data sources have been classified according to the categorisation of the well-being dimensions that could be impacted by CH, presented in Figure 4.2 'A preliminary theory of change for achieving societal well-being through CH'.

Table 7.1 International and European indicators and data sources: stock of cultural heritage⁶⁸

Dimensions		Territorial level	No of indicators	Main data sources	
CH stock (endowments)	CH excellence	Material CH	Regional indicators	2*	UNESCO – World Heritage List European Heritage Label list
			National indicators	3**	Data produced by the EHHF Economic Task Force**: number of protected constructions; surface area of protected constructions; number of protected archaeological sites
		Intangible CH	Only national indicators	1	UNESCO’s Lists of Intangible CH and the Register of Good Safeguarding Practices
	Museum, theatre, opera houses and libraries	Regional indicators	3*	Opera Europa network – member list European Theatre Convention – member list Eurostat – City statistics database (former Urban Audit and the Large City Audit project) – survey data	
		National indicators	2	EGMUS database – European Group on Museum statistics – administrative data; EBLIDA Knowledge and Information Centre. Survey on Public and Academic Libraries – survey data	
	Digital heritage endowments	Only national indicators	3	EUROPEANA pro – ENUMERATE survey – survey data EBLIDA Knowledge and Information Centre. Survey on Public and Academic Libraries – survey data EGMUS database – European Group on Museum statistics – administrative data	
	Material cultural heritage	National and regional indicators	4	Data produced by the EHHF Economic Task Force**: number of protected constructions; surface area of protected constructions; number of protected archaeological sites Indicators on material cultural heritage produced by the ESPON HERITAGE project for ten EU Member States.	

* Georeferencing is necessary for regional data; Source: HERIWELL elaboration.

⁶⁸ Data presented in the table will be cross-checked with data on stock available in ESPON countries (see Annex 1.4) to assess potential integrations.

Table 7.2 International and European indicators and data sources: quality of life

Quality of life	Dimensions		Territorial level	No of indicators	Main data sources
	Overall perceptions of quality of life		Regional indicators	4*	Special Eurobarometer on quality of life in European cities (new survey launched in October 2020) – survey data Flash Eurobarometer 427: Public opinion in the EU regions
	Composite indicator of quality of life		National indicators	1 composite index based on 24 indicators	OECD Better Life Index, composite Index based on 24 indicators relating to 11 topics the OECD has identified as essential, in the areas of material living conditions and quality of life https://stats.oecd.org/Index.aspx?DataSetCode=BLI
	Territorial Quality of Life indicators		Regional and local NUTS3	42 indicators	ESPON QoL - Quality of life measurements and methodology: selection of 42 indicators on different dimensions of Quality of life (QoL) at NUTS3 level https://www.espon.eu/programme/projects/espon-2020/applied-research/quality-of-life
	Education and skills, including ICT use for cultural purposes	Educational attainment	Regional indicators	3	Eurostat, EU-LFS – survey data
			National indicators	6	Eurostat – Adult Education Survey (AES) – survey data UNESCO OECD Eurostat (UOE) JOINT DATA COLLECTION – administrative data
		ICT access and use	Regional indicators	1	World Values Survey – survey data
			National indicators	2	Eurostat – European ICT surveys and Annual Model Questionnaire on ICT – survey data
	Health conditions		Regional indicators	3	Eurostat UNIDEMO – administrative data
			National indicators	1	Eurostat EU-SILC – survey data Also, the European Union Regional Social Progress Index includes the dimension 'Health and Wellness' with the specific indicator 'general health status'
	Environmental quality and protection		Regional indicators	2	Eurostat/OECD Joint Questionnaire – survey data Eurostat farm structure surveys – FSS – survey data
		National indicators	5	Eurostat – EU-SILC – survey data Eurostat farm structure surveys – FSS – survey data Eurostat/EEA – Natura 2000 – administrative data COFOG/National Accounts – administrative data UNDP Human Development Data – survey and administrative data	

The EU Regional Social Progress Index also has a dimension on environmental quality. In addition, the regional innovation scoreboard, the ECO-INNOVATION indicators and the circular economy indicators have indicators that can be considered for the analysis.

* Georeferencing is necessary for regional data; ** countries with different NUTS level; *** Microdata are necessary for the selection of relevant sectors.
Source: HERIWELL elaboration.

Table 7.3 International and European indicators and data sources: **social cohesion**

Dimensions		Territorial level	No of indicators	Main data sources
Social cohesion	Equal opportunities and integration	Regional indicators	1*	Eurostat – City statistics database (former Urban Audit and the Large City Audit project) – survey data
		National indicators	5	World Values Survey – survey data European Court of Human Rights statistics UNDP Human Development Report – survey and administrative data Special Eurobarometer on discrimination – survey data European Values Study – survey data Eurobarometers on Social Climate – survey data
	Community participation, volunteering (also in cultural organisations) and charitable giving		5	Eurostat – quality of life indicators – EU-SILC ad hoc modules on social and cultural participation and subjective well-being – survey data EU-SILC 2015 ad hoc module on social and cultural participation – survey data EGMUS database – European Group on Museum statistics – administrative data World Values Survey – survey data
	Trust	Quality of institutions	4**	European Quality of Institutions Index – survey data
		Social trust and violence	8	EU-SILC ad hoc module on well-being – survey data World Values Survey – survey data European Values Study – survey data Eurostat-UNODC – administrative data Eurostat, EU-SILC – survey data
		National	1	Eurostat-UNODC – administrative data

* Georeferencing is necessary for regional data; ** countries with different NUTS level; *** Microdata are necessary for the selection of relevant sectors.
Source: HERIWELL elaboration.

Table 7.4 International and European indicators and data sources: material conditions

	Dimensions		Territorial level	No of indicators	Main data sources
Material conditions	National/ regional overall socio- economic conditions	Contextual socio- economic conditions	Regional indicators	3	EU Social Progress Index SPI – administrative and survey data Eurostat, regional accounts (e.g. gross value added, household income) – administrative and survey data
			National indicators	1	UNDP Human Development Data – administrative and survey data
		Labour market overall context	Regional indicators	5	Eurostat, EU-LFS – survey data
			National indicators	1	Eurostat, EU-LFS – survey data
		Poverty and social exclusion	Regional indicators	4 (2**)	Eurostat, regional accounts – administrative and survey data Eurostat, EU-SILC – survey data
			National indicators	3	Eurostat, EU-SILC – survey data
	Material conditions in the culture sector	Housing, price of land	Only national indicators	3	Eurostat, EU-SILC – survey data
		Jobs and earnings in the culture sector	Only national indicators	8	Eurostat – EU-LFS – survey data (microdata) Eurostat – Labour Cost Surveys (LCS) – survey data UIS. Stat EGMUS database – European Group on Museum Statistics EUROPEANA collections. ENUMERATE core survey – survey data EBLIDA Knowledge and Information Centre. Survey on Public and Academic Libraries – survey data
		Cultural enterprises	Only national indicators	3	Eurostat – Annual Business Demography – administrative and survey data Eurostat – Structural Business Statistics – administrative and survey data
		Trade statistics on cultural goods/services	Only national indicators	4	Eurostat – Comext – administrative data Eurostat – Balance of Payments – administrative data UIS.Stat UNCTAD, Creative Economy Programme Publications

* Georeferencing is necessary for regional data; ** countries with different NUTS level; *** Microdata are necessary for the selection of relevant sectors.

Source: HERIWELL elaboration

Table 7.5 International and European indicators and data sources: funding, governance

	Dimensions	Territorial level	No of indicators	Main data sources
Public programmes and funding, governance	Funding	Regional indicators	1	Cohesion Policy Database – administrative data
		National indicators	1	Eurostat – COFOG/National Accounts – administrative data
	Regulations, approaches and policies related to CH	Only national indicators	1	Compendium of cultural policies
	Public programmes, cultural excellence	Regional indicators	1*	Creative Europe – List from European Capital of Culture
	Governance of cultural institutions	Only national indicators	8	HEREIN – European CH information network; EGMUS database – European Group on Museum Statistics – administrative data – EUROPEANA collections. ENUMERATE core survey – survey data; data produced by the EHHF Economic Task Force on budget for conservation, restoration, repair and maintenance spent by all government levels for protected constructions; expenses of owners for the conservation, restoration, repair and maintenance of protected constructions in 2014–2015

* Georeferencing is necessary for regional data; Source: HERIWELL elaboration

Table 7.6 International and European indicators and data sources: cultural accessibility and participation

	Dimensions	Territorial level	No of indicators	Main data sources
Cultural accessibility	Cultural attendance/use/access	Regional indicators	6 (5*)	Open Cohesion – administrative data; City statistics database (former Urban Audit and the Large City Audit project) – survey data
		National indicators	4	EGMUS database – European Group on Museum statistics – administrative data; EBLIDA Knowledge and Information Centre. Survey on Public and Academic Libraries – survey data; Special Eurobarometer on CH – survey data; EUROPEANA pro – ENUMERARE survey – survey data
	Popularity of CH endowments	Regional indicators	3*	Tripadvisor and UNESCO – ‘10 best UNESCO Cultural and Natural Heritage sites’ Eurostat and Wikipedia – Experimental Statistics on UNESCO WH Sites: EGMUS database – European Group on Museum statistics – administrative data
Cultural participation and satisfaction	Cultural participation	Only national indicators	6	Eurostat – EU-SILC – survey data; Special Eurobarometer on CH – survey data; Eurostat – Household Budget Survey (HBS) – survey data; Eurostat – European ICT surveys and Annual Model Questionnaire on ICT – survey data
	Perception on culture heritage	Regional indicators	1*	Eurostat – City statistics database (former Urban Audit and the Large City Audit project) – survey data
		National indicators	4	Special Eurobarometer on CH – survey data

* Georeferencing is necessary for regional data; ** countries with different NUTS level; *** Microdata are necessary for the selection of relevant sectors. Source: HERIWELL elaboration.

In addition to this, **big data sources** are also explored by the project team for analysing the following:

- Cultural heritage **stock and its popularity**: e.g. Tripadvisor's user reviews, Top 10 World Heritage Sites according to TripAdvisor reviews, Flickr (geotagged photos), Instagram, UBER data on top destinations, OpenStreetMap, Google Trends, Wikidata (Wikipedia pages);
- Cultural heritage **participation and satisfaction**: e.g. Tripadvisor's user reviews, Instagram, mobile positioning data (e.g. Bluetooth and WiFi data packages), INRIX trip reports, Flickr (geotagged photos), websites, social networks, local newspapers, blogs, Wikidata, Expat Explore, Festival Finder, Twitter posts, Travel Blog;
- **Attractiveness of territorial areas**: e.g. Google Trends, Baidu, AirDNA using Airbnb data, Booking.com, Flickr;
- **Housing, price of land**: AirDNA using Airbnb data, HomeAway, VRBO data;
- **Target groups**: Flickr geotagged photos (potential indicators on visitors' country of origin).

It is important to underline that the preliminary list of data sources and indicators presented will be updated and reviewed during the study, and supplemented by the national and local data considered in the case studies. In addition, operational indicators and proxies will be defined for the empirical analysis on the basis of the operational definition of CH that will be provided in the methodological report due at the end of January 2021.

Many International and European data sources present shortcomings in the way they are collected and, especially in the case of CH endowments, available data and indicators are often influenced by the involved international networks and by the criteria used to identify CH. An initial assessment of the pros and cons of each set of indicators is provided in Section 7.2 below.

In addition to data available at European and international level, a large amount of data and indicators are collected at national and subnational level on CH endowments and visitors (largely based on administrative data sources) and on social well-being (largely based on surveys).

An initial list of **national and local data sources on CH endowments**, based on indications from the country experts, is provided in Annex 1, Table 1.4. All European countries have a register or catalogue of tangible CH endowments (usually distinguishing between monuments, archaeological sites, museums, galleries, archives and libraries). Some countries also have registers of intangible heritage. Examples are the register of festivals in BG and CZ, and the register of intangible heritage in DE, EE, HU and PT, and the register of digital heritage (such as the Virtual Cultural Heritage system in LV and the electronic depository for long-time preservation for the nation and university libraries in Iceland). Besides registers of CH, most countries also collect data on museum and monument/site visitors and on cultural participation. These include: the cultural participation survey conducted every two years since 1996 in BE-Flanders; the survey on the use of time for culture and cultural activities conducted every five years in Germany; the Estonian cultural participation statistics; the Italian data on visitors to

museums, archives and libraries collected by the Ministry of Culture and Tourism and the Istat *Survey on daily life and citizens' opinions*, including a section on cultural participations; and the *Spanish Encuesta de Hábitos y Prácticas Culturales of the Ministerio de Cultura y Deporte de España*).

These data provide very useful insights especially for the case studies and, in some cases, for assessing the evolution over time of CH endowments at the national and local level. **However, they are not comparable across countries and cannot be used for a European comparative analysis**, as the definition of heritage and the adopted identification and classification criteria are rather different across countries. Examples of national administrative registers on CH endowments are provided in Box 7.2. below, showing the difficulty in using them for comparative analysis.

Box 7.2 The risks of comparing national administrative data on the size of CH endowments

In **Italy**, a glossary of **beni vincolati**⁶⁹, has been defined by the **Ministry of Cultural Heritage** and it is used to classify these heritage endowments all over the national territory. In addition, some regions have defined a 'regional register of CH endowments' with a different degree of protection although none of these laws was ever implemented.

In **Spain** the site *Explotación Estadística de la Base de Datos de Patrimonio*⁷⁰ provides information on TCH, with focus on movable objects and immovable properties, registered as **Bienes de Interés Cultural**. The categories considered are: 1) historical complex; 2) historical garden; 3) monuments⁷¹; 4) historic site; 5) archaeological area. The number of objects associated with these categories is then added up to obtain the total, which should measure the availability of immovable CH in the country and in each Comunidades Autónomas.

In **France**, the Ministère de la Culture created the **Plate-forme Ouverte du Patrimoine** (POP), to support the sharing and exchanging of cultural resources including paintings, manuscripts, monuments, architecture and photography⁷². Information (data, locations and descriptions) on different components of CH is also provided, by regions and in time⁷³.

In the **UK**, **Heritage England** has published, since 2002, the 'Heritage Indicators' report which provides a synthetic indicator that measures the availability and composition of CH among the various regions of England⁷⁴. Among the indicators provided are the scale and scope of the historic environment and assets. The **National Heritage List for England** (NHLE) provides the official record of nationally designated heritage assets.

As underlined in chapter 6, registers often count very different items under the same label (e.g. monuments and museums) in order to derive sizes and percentages. Adding up different types of cultural heritage (monuments, parks, libraries, etc.) is based on the assumption that they are homogeneous. Furthermore, differences in CH identification and classification criteria across

⁶⁹ <http://vincoliinrete.beniculturali.it/VincoliInRete/vir/bene/ricercabeni>

⁷⁰ <http://www.culturaydeporte.gob.es/servicios-al-ciudadano/estadisticas/cultura/mc/culturabase/patrimonio/resultados-patrimonio.html>

⁷¹ This category includes monuments, museums, archives and libraries of state ownership, and those properties considered Bienes de Interés Cultural by Law 16/1985, such as Castles, Hórreos (a typical granary from the northwest of the country), Cruces de término (wayside cross). It also includes other categories of legal protection established by the specific legislation of the Comunidades Autónomas.

⁷² <https://www.culture.gouv.fr/Espace-documentation/Bases-de-donnees-Culture/POP-la-plate-forme-ouverte-du-patrimoine>

⁷³ <https://data.culture.gouv.fr/explore/?disjunctive.theme&disjunctive.keyword&sort=modified&refine.theme=Patrimoine>

⁷⁴ <https://historicengland.org.uk/research/heritage-counts/indicator-data/>

countries make comparisons of CH endowments based on these data problematic and misleading. For example, the comparison of CH endowments between UK and Spain based on these data shows that England (declaring 400,000 listings in 2018) owns ten times the cultural heritage assets of Spain (declaring in 2018 only 17,621 immovable and 22,578 movable CH).

Regarding social well-being and links with cultural heritage, as indicated in the same Table 1.4, most countries carry out national surveys on well-being, often including information on engagement in culture. Examples are: the Austrian ‘How is Austria?’ survey on wealth, quality of life and environment; the Dutch Statistics on well-being and satisfaction; the Italian survey ‘Aspects of Daily Life’ conducted yearly since 1993, and the Well Being and Sustainability Project (BES project) launched in 2010 to measure Equitable and Sustainable Well-being integrating economic indicators with measures of the quality of people’s life and the environment⁷⁵; and the UK Understanding Society survey which contains information on activities relating to engagement in sports and culture. Some countries also report data on public funding for cultural heritage, for example, the Austrian yearly data (since 1995) on Funding for Protection of Cultural (tangible) Heritage, the Irish data on Investing in our Culture, Language & Heritage, and the data collected since 1989 by the Swedish Agency for Cultural Policy Analysis.

At international level, an important on-going project developing indicators for the analysis of the role of Culture and Cultural Heritage for societal well-being and sustainable development, is the already cited (chapter 4) *UNESCO Thematic Indicators for Culture in the 2030 Agenda* (Culture|2030 Indicators)⁷⁶. The project’s aim is to develop a conceptual framework, methodology and implementation mechanisms of the Culture|2030 thematic indicators to measure and monitor the progress of culture’s contribution to the national and local implementation of the Sustainable Development Goals and Targets of the 2030 Agenda for Sustainable Development. A framework of 22 quantitative and qualitative indicators, including CH ones⁷⁷, have been developed in 2019 grouped into four thematic dimensions, three corresponding to the economic, social, and environmental pillars of sustainable development, and the fourth related to education, knowledge and skills in cultural fields. A variety of data sources are considered, including from different ministries, observatories and public agencies, information systems for culture, specific barometers, specific national and regional surveys, and professional volunteer organisations. The indicators are targeted at two levels of administration: i) national and ii) urban.

⁷⁵ A set of 130 indicators on the 12 domains relevant for the measurement of well-being, have been developed by Istat and are updated every year.

⁷⁶ The development of the Culture|2030 Indicators framework began in early 2017. The first draft indicators framework and the initial list of 22 indicators are presented in the UNESCO Report “*Culture 2030 Indicators*”, 2019 United Nations Educational, Scientific and Cultural Organization, http://uis.unesco.org/sites/default/files/documents/publication_culture_2020_indicators_en.pdf

⁷⁷ Among the CH indicators are: Expenditure on heritage, Sustainable Management of heritage, Distribution of cultural facilities, Number and size of open spaces used for cultural purposes by type of use, etc.).

7.2 Potentialities and challenges of data sources for assessing impacts on well-being

The analysis of the main EU and national data sources shows different potentialities and challenges for assessing the impacts of cultural heritage on well-being. The main potentialities and challenges are detailed below.

Box 7.3 Overall potentialities and challenges

Potentialities

- There are **several data sources (especially from Eurostat) for comparative analysis** of data on culture, including CH, and social well-being for at least the EU28 Member States, and in many cases also for EFTA countries and some candidate countries.
- The most complete – in terms of coverage – are Eurostat surveys ([EU-LFS](#); [EU-SILC](#); [Eurobarometers](#)⁷⁸; [City statistics](#)). In some cases, these sources provide a **territorial breakdown up to regional and local level (NUTS 2 and 3)**. Out of 128 analysed indicators, 58 have a regional/local dimension, although some of them require data manipulation.
- In some cases, (e.g. [EU-LFS](#) and [EU-SILC](#) surveys) **microdata are available upon request** allowing a more detailed analysis and the calculation of new indicators.
- The lists of cultural sites with addresses (e.g. the [UNESCO's World Heritage List](#) or the [European Heritage List](#)) or data provided at city level (as for the Eurostat [City statistics database](#)) allow regional identification through **georeferencing processes**.
- An interesting **synthetic indicator of quality of life and material conditions** is the **OECD Better Life Index** (<http://www.oecdbetterlifeindex.org/>). The Index allows a comparison of well-being across OECD countries on the basis of 24 indicators concerning 11 topics the OECD has identified as essential, in the areas of material living conditions and quality of life: housing, income, jobs, community, education, environment, civic engagement, health, life satisfaction, safety and work-life balance.
- ESPON in the project **"ESPON QoL - Quality of life measurements and methodology"**⁷⁹ developed a system for coding indicators and selected 42 indicators on different dimensions of Quality of life (QoL) at NUTS3 level.
- **Big data can represent an additional source** that can be used for **integrating information at local level**. The boxes below include an example of how big data, collected within other projects, can be used within the HERIWELL project to integrate information from official sources at local level.

Challenges

- **Comparable EU data on CH endowments are limited** since countries have different systems of designating CH, which reflects national or regional traditions. Furthermore, often it is not possible to disentangle CH from culture data. The available international and European data on CH endowments are based only on international sites considered to be of cultural excellence according to UNESCO or the EU. To integrate these data on endowments the Task Force on Economy and Statistics (one of the two committees of the European Heritage Heads Forum – EHHF established in 2012) carried out a survey in 2016 on the number of protected constructions and their surface area, and the number of protected archaeological sites. The ESPON HERITAGE project, which was driven by EHHF's Taskforce, developed a common methodology for collecting comparable data on Material Cultural Heritage (MCH), based on an operational definition of MCH to allow for calculating the cultural heritage stock and the comparability of the study results on its economic value of MCH. The

⁷⁸ [Special Eurobarometer on Cultural Heritage](#), [Special Eurobarometer on quality of life in European cities](#), [Special Eurobarometer on discrimination](#).

⁷⁹ <https://www.espon.eu/programme/projects/espon-2020/applied-research/quality-of-life>

project operational definition includes: a) listed and legally protected immovable and movable objects according to International (e.g. the UNESCO World Heritage sites) and national/regional public authorities; b) listed but not legally protected immovable and movable objects; and c) historical buildings proxied with data on pre-1919 dwellings from the Population and Housing 2011 Census.

- Few indicators are available at regional/local level. In some cases, even if territorial disaggregation is apparently available, there are problems of coverage both in terms of time and countries (this is the case for example of indicators from city statistics). It is thus necessary to complement these data from other sources with more recent data or with smoothing techniques.
- Many eastern EU Member States do not provide information prior to acceding to the EU and some report data for fewer years than those in the EU. The ESPON Partner Countries are often not included or only partially included.
- The accuracy and comparability of data within the EU is scarce, in particular for what concerns administrative data from non-Eurostat sources. For example, the [European group on museum statistics \(EGMUS\)](#) database provides an overview of data on museums but not overall or uniform tables of comparable data across countries, as each country follows different patterns and definitions.
- Some dimensions are covered only by international data sources (e.g. the UN and OECD data sets) with little focus on Europe.
- No data available consent to distinguish between residents, tourists and migrants.

Big data challenges

- Data quality due to biases deriving from the design of the platform or its use (e.g. arbitrary classifications), the sampling or the data availability;
- Comparability over time, across countries and among the different sources that use different methods of collecting data;
- Language issues: e.g., comparability of records in different languages;
- Representativeness of data, especially in the case of social media, as users are not representative of the entire population;
- Accessibility due to costs (especially in the case of some sources, e.g. Airbnb) and privacy issues (e.g. in the case of mobile positioning data);
- Limited use in the heritage field, mostly related to tourism.

Furthermore, **specific pros and cons** for each of the macro-groups of data sources, described in **Error! Reference source not found.1** and following, are listed below.

Box 7.4 Pros and cons regarding statistics on CH (tangible and intangible)

- There is no single repository of comparable data on CH endowments at the European level. **Comparable data and indicators of CH endowments** (especially for what concern sites) rely on international sources of cultural excellence and **do not fully cover the stock of TCH in each country/region**. Additional data on this were collected in 2016 by the EHHF through a survey on the number of protected constructions and their surface area, and on the number of protected archaeological sites in EU countries. The survey covered 21 of the ESPON countries (19 EU MSs plus Norway and Iceland). In addition, the ESPON HERITAGE project collected comparable data on MCH in 10 European countries, based on an operational definition of MCH to allow for the comparability of the study results on the economic value of MCH.
- These data **strongly depend on the criteria adopted to define CH**. For example, to be included on the [UNESCO's World Heritage List](#), sites must be of outstanding universal value and meet at least one out of ten selection criteria⁸⁰ while [European Heritage sites](#) have been

⁸⁰ The list is available at <https://whc.unesco.org/en/criteria/>

selected for their symbolic value, the role they have played in the European history and activities they offer that bring the European Union and its citizens closer together. Some sources (such as the [Opera Europa network](#) or the [European theatre Convention](#)) are lists of network members which may exclude relevant sites.

- Also, these type of data sources **strongly rely on the definitions used**: for example in the [EGMUS database](#) the data collected in the individual countries may follow differing definitions of a museum.
- Data on CH endowments derive from **different data collections, implying problems of comparability but also richness of information**: UNESCO's [World Heritage List](#) and [Lists of Intangible Cultural Heritage and the Register of good safeguarding practices](#), [European heritage label](#), [Opera Europa network](#), [European Theatre Convention \(ETC\)](#), Eurostat – [City statistics database](#) (former Urban Audit and the Large City Audit project), [European Group on Museum statistics \(EGMUS\) database](#), [EBLIDA Knowledge and Information Centre](#), [EUROPEANA pro – ENUMERATE survey](#); EHHF data <https://www.ehhf.eu/economic-taskforce>.
- **There is extreme variability in terms of periods covered** due availability of information (e.g. [City statistics](#)).
- **Some relevant dimensions** (such as the digital endowments of museum and libraries, which could be very relevant for the analysis of Covid-19 impacts) **cannot be analysed in a systematic and comparative way**.
- **Intangible assets** are difficult to assign to countries and regions (see [UNESCO's Lists of Intangible Cultural Heritage and the Register of good safeguarding practices](#)) due to their intangible nature and the fact that they are often multinational assets.

Box 7.5 Pros and cons regarding statistics on cultural participation(accessibility/popularity)

- Many indicators are computed using surveyed data (e.g. [EU-SILC](#); [Household Budget Survey - HBS](#); [European ICT surveys and Annual model Questionnaire on ICT](#); [Special Eurobarometer on Cultural Heritage](#); [City statistics database](#) – former Urban Audit and the Large City Audit project) and therefore provide comparable data, even if with limited coverage in some cases as in [City statistics](#) (which provide data at city level for the years from 1990 to 2019 although with many missing values).
- Some sources are exclusively based on individual perceptions ([City statistics](#) - perception survey table and the [Special Eurobarometer on Cultural Heritage](#))
- Some indicators from non-Eurostat sources allow thematic focuses although with limited information (for example [EUROPEANA pro – ENUMERATE survey](#) provide some indicator on online visits).
- Some sources, combining big data and standard data, can also be exploited to determine the popularity of CH endowments (as in the case of the [EUROSTAT and Wikipedia – Experimental Statistics on UNESCO World Heritage Sites](#)).
- A synthetic indicator is the **OECD Better Life Index** that allows a comparison of material conditions and quality of life among OECD countries. The Index is calculated on the basis of 24 indicators covering 11 areas of well-being. The latest one relates to 2020 and also allows an assessment of how the OECD have evolved in the 2010–2020 decade.

Box 7.6 Pros and cons regarding statistics on employment and earnings/income in the culture sector and indicators of the cultural industry

- Indicators on earnings/income in culture and related sectors and jobs (main sources are [EU-LFS](#) and [Labour cost survey - LCS](#)) are a relevant measure of the direct impact on societal well-being of culture. However, **these sources do not distinguish CH from other cultural activities** and provide data only for employees. In addition, microdata are necessary for the selection of relevant sectors (NACE code at 2-digit) and occupations (ISCO codes at 3 digits). The possibility of constructing the index thus depends on the availability of microdata and the information contained.

- Concerning cultural employment, Eurostat has been providing data since 2011 (based on international methodology⁸¹) and the *EU's labour force survey (EU-LFS)*, which allows for comparable national data with good time and country coverage for some indicators (cultural employment disaggregated by sex, age, education level, NACE sector and selected labour market characteristics). An interesting example to this end is the already cited ESPON HERITAGE project that developed a common methodology for collecting economic data of material CH in order to estimate the economic value of CH in 10 European countries. The variables considered in the study are the gross value added and the employment generated directly in the MCH sectors (e.g. archaeology, architecture, museums, libraries and archive activities) and indirectly in: i) the construction sector; ii) the real estate and property sector; iii) the tourism sector; iv) the ICT sector, and v) the insurance sector. The employment assessment was carried out at national and regional level (NUTS 2)⁸².
- In the proposed indicators on cultural enterprises the cultural sector is defined by number of economic activities that do not completely overlap in the two considered data sources (*Annual Business Demography – BD* and *Structural business statistics – SBS*) and do not allow the CH sector to be isolated.

Box 7.7 Pros and cons regarding statistics on socio-economic and well-being indicators (quality of life, social cohesion and material conditions)

- Comprehensive indicators of social well-being in Europe include the composite indicators *EU regional Social Progress Index* at regional level and the *Human Development Index (HDI)* at national level.
- Many of the analysed data sources and indicators – especially those regarding material conditions (such as Eurostat *Regional accounts*, *EU-LFS* and *EU-SILC*; *UIS.Stat*)- are updated on a yearly basis and are provided with long time series.
- Few regional/local data are available for indicators of social cohesion and quality of life. To improve data availability at the regional and local level, the “*ESPON QoL - Quality of life measurements and methodology*” project developed a system for coding indicators and selected 42 indicators available at the European regional and city level classified according to nine quality of life domains (Quality of life enables in the personal, socioeconomic and ecological spheres; Life Maintenance in personal health and safety, economic and societal health, ecological health; Life Flourishing in personal, community and ecological life).
- There is high variability for what concerns time coverage (difference in data sources).
- Eurobarometers survey data (like the series of Special Eurobarometers on Social Climate or on Quality of life) are based on individual perceptions.

⁸¹ Data on cultural employment are based on the economic activity in which the employed person works (NACE) and according to their occupation (ISCO), following the methodology developed by the UNESCO Institute of Statistics – UIS. UIS (2009) UNESCO Framework for Cultural Statistics.

⁸² See the ESPON Working Paper *Measuring economic impact of cultural heritage at territorial level Approaches and challenges*, based on the results and evidence from the ESPON 2020 Targeted Analysis project ‘Material Cultural Heritage as a Strategic Territorial Development Resource: Mapping Impacts through a Set of Common European Socio-economic Indicators’ (ESPON HERITAGE) and the ESPON 2006 project ‘The Role and Spatial Effects of Cultural Heritage and Identity’. <https://www.espon.eu/sites/default/files/attachments/Working%20Paper%2C%20Cultural%20heritage.pdf>

7.3 Potentialities and challenges of data related to public programmes and policies

The **Open Cohesion data** platform allows us to understand the amounts of ERDF funds allocated to culture and cultural heritage, and to identify the countries where such investments are more relevant. Data are organised so several dimensions can be considered in the analysis (e.g. fund, thematic object, form of finance, territorial context). Furthermore, it is possible to carry out the analysis at NUTS1 and NUTS2 level by using the OPs codes, as shown in the preliminary analysis of these data in Section 5.2.1 above.

However, the Open Cohesion data platform presents two main challenges.

The first one refers to the **difficulty in isolating cultural heritage investments from other investments in culture in general**. The categorisation system⁸³ used for recording the interventions funded by ERDF focuses only limitedly on cultural heritage. In fact, only two of the categories are specifically targeting cultural heritage: 94 – protection, development and promotion of public cultural and heritage assets, and 95 – development and promotion of public cultural and heritage services. The three remaining ones are focused on culture in general. However, even though not directly focused on cultural heritage, these categories could also include heritage investments. Moreover, managing authorities classify interventions discretionally. Thus, even though some interventions regard cultural heritage, they may be classified under other categories. This seems to be, for instance, the case of the Netherlands where according to the categorisation system there are no ERDF investments in cultural heritage, while according to the mapping at country level done by the ESPON country expert there are some investments (see Annex 1.2 and Annex 2.8).

The second challenge refers to the lack of specific common achievement indicators focused on cultural heritage among the core ones applicable to ERDF and CF operational programme, both in 2007–2013 and in the 2014–2020 programme period. One of the ERDF Common Indicators adopted in the 2014–2020 programming period (CO09) refers to the **increase in expected number of visits to supported sites of cultural or natural heritage and attractions**. However, this indicator is not supposed to measure an actual increase, but an ‘*ex ante* estimated increase in number of visits to a site in the year following project completion’. Therefore, it is merely an *ex ante* forecast. It is valid for site improvements that aim to attract and accept visitors for sustainable tourism and it includes sites with or without previous tourism activity (e.g. nature parks or buildings converted to a museum). The recognition carried

⁸³ The categorisation system is defined in Implementing Regulation 215/2014 with eight dimensions – <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32014R0215>. These dimensions represent different ways of categorising the nature of the EU support (e.g. the intervention (activity) field, the form of finance, the territorial context). The data are in current prices and are regularly updated to reflect reprogramming notified by the programmes. In the programme documents only four dimensions were encoded for ERDF/Cohesion Fund (finance form, intervention field activity, territorial delivery mechanism and territory), while five dimensions were encoded for ESF (the ERDF ones plus ESF secondary themes). The intervention field dimension is the most complete in terms of financial coverage.

out shows that data⁸⁴ for this indicator are available up to 2018 and only for 16 Member States (BG-CY-CZ-DE-ES-FR-GR-HR-HU-IT-LT-LV-MT-PL-PT-RO) plus territorial cooperation.

A change in the indicators used so far is proposed in the report 'Development of a system of common indicators for European Regional Development Fund and Cohesion Fund interventions after 2020'⁸⁵ (2018). This report proposed two new indicators to replace the one previously mentioned: an indicator that measures **the increase in visitors** and another one that assesses **the heritage attractiveness of supported sites** through open data based on the heritage ranking websites. Nevertheless, the two new indicators are not used in the current period.

The Open Cohesion data platform allows an understanding of the amounts of ERDF funds allocated to culture and cultural heritage, and to identify the countries where such investments are more relevant. This is particularly relevant for unveiling the countries that invest (and hence value) most in their cultural heritage (see chapter 5.2 for a preliminary analysis).

Aside from Open Cohesion data and public expenditure data based on Eurostat – COFOG/National Accounts, indicators of cultural policies and the governance of cultural institutions may be derived from heterogeneous data sources (often administrative data) that provide rather fragmented information. Examples are: the HEREIN – European cultural heritage information network, the EGMUS database, the EUROPEANA pro – ENUMERATE survey, the EHHF Economic Task Force data on budget for conservation, restoration, repair and maintenance spent by all government levels for protected constructions, and money spent by owners for the conservation, restoration, repair and maintenance of protected constructions.

Even though not a primary source of funding for CH, the Creative Europe Programme also funds some special actions, which deal with CH and some of the societal well-being dimensions. As mentioned in chapter 5.2, the main data source for the analysis of CH investments implemented within the Creative Europe programme is the Creative Europe webpage, where it is possible to download a database in the form of a csv/excel file with the *complete list of the projects available in the platform*. The files are available for both the Culture Programme 2007–2013 and the Creative Europe Programme 2014–2020. The table below shows the number of projects included in the database, also pointing out the number of projects for which results are available and the number of success stories. Each row of the database represents a project.

⁸⁴ <https://cohesiondata.ec.europa.eu/2014-2020/ESIF-2014-2020-Achievement-Details/aesb-873i>

⁸⁵ T33 and SWECO (2018). *Development of a system of common indicators for European Regional Development Fund and Cohesion Fund interventions after 2020*, https://ec.europa.eu/regional_policy/sources/docgener/studies/pdf/indic_post2020/indic_post2020_p1_en.pdf

Table 7.7 Summary of the number of projects included in the database of Culture Programme 2007–2013 and Creative Europe Programme 2014–2020

	CULTURE Programme (2007–2013)	Creative Europe (2014–2020)
N projects	737	3,352
Results available	78	376
A success story?*	33	18

* From the website: 'Success stories, or projects that have had exceptional results in terms of policy relevance, communication potential, impact or design.... They have been selected from a wider pool of good practice examples, or well-managed projects with very good results'.

Source: HERIWELL elaboration on CULTURE Programme and Creative Europe database

For each project, several variables are available such as the EU grant awarded to the project and the list of countries participating in the project (according to the nationality of the project partners). For each variable it is possible to run simple statistics.

The online database can be also queried using the function **Search** or **Advanced search**. This function allows the user to search for a specific project selecting two options, 'for project'⁸⁶ or 'for results'. The advanced search provides for different categories and types of results⁸⁷. The term 'results' indicates the presence of project material and documents uploaded by the project partners. However, the information available is mainly narrative in nature and does not offer quantitative downloadable data. Some quantitative data are in some cases quoted within the text, but not listed per se. This means that to detect the presence of quantitative data, a preliminary textual analysis should be carried out.

7.4 Mitigation strategy: data challenges and mitigation strategy

The collection of comparable data covering the ESPON space over time is challenging, due to the heterogeneity of data sources in terms of definitions adopted, whether they are survey or administrative data, their reliability and robustness, the level of geographic detail, the time span covered, etc. As shown in the above section and in Annex 2, data availability and reliability largely depends on the data considered and it is particularly problematic when considering the culture sector.

⁸⁶ Project criteria: Options (ongoing, completed, successful stories only, with results only, with factsheets only), programme (Creative Europe, Culture 2007–2013, Prizes and Initiatives), activity years. Also available: organisation name, country.

⁸⁷ The eight categories of results are: feedback from participants; direct effects on participants and project partners; practical and reusable resources for the practitioners; research material bringing forward the reflection in the sector; community building tools; partnership and cooperation; dissemination material; organisational and working documents.

The following paragraphs list the main possible data challenges and possible solutions for the construction of a comprehensive data set of available data.

For the quantitative analysis, the data collected in the case studies and the triangulation of sources will help in covering the main data gaps.

Missing data

The downloaded datasets from the sources present a relevant percentage of **missing data also at national level**, which in some cases might cause the loss of a substantial number of observations. This is particular relevant for earlier years observations. To reduce the impact on the analysis performed, a **linear imputation technique** will be applied to the data, since random imputation was considered not appropriate, given the spatial and time dimension of the data⁸⁸. This imputation allows an increase in data availability. To avoid distortion and bias in the data due to imputation, we will limit the application only to the following cases:

- gaps in between observations of maximum three years;
- data missing for two years preceding the first observation;
- data missing for two years following the last observation.

After the imputation, the data will then be double checked to verify the consistency of the imputed values. Whenever the values resulted as inconsistent with the trend, the imputed value will be discarded, and the missing one kept. However, the process may not fill all the missing values in the dataset, and some of them will still remain, affecting some variables to a greater extent than others.

Regarding the problem **incompleteness of regional indicators**, some strategies could be undertaken to complement the information obtained from data. They comprise the use of proxies (e.g. national value or value for comparable regions) and smoothing techniques, such as using national average-centred data or other weighing methods. This imputation allows an increase in the availability of the data, and to include more regions in the estimations.

General rules of imputation adopted are as follows.

- Only missing data within the period of interest will be imputed.
- In the presence of a fairly large series of observations before or after missing values, the chosen imputation technique is temporal interpolation, as described before. In the case of excessive variability with respect to observed values, the interpolated values are averaged with the correspondent NUTS-1 value.
- In the presence of alternating missing data (alternation of missing and not-missing data) temporal interpolation is not available and missing values are substituted with the previous NUTS-1 level data.

⁸⁸ Imputation will be done through **linear extrapolation**, through the `ipolate/epolate` command in Stata, based on the formula $y = \frac{y_1 - y_0}{x_1 - x_0} (x - x_0) + y_0$ where x are the years, and y are the indicators.

When data are provided at city level (or lower, for example with an address) georeferencing will be adopted for regional identification. With georeferencing it is possible to locate data at LAU level and then assign them at regional level (NUTS 1 / NUTS 2). This will be done by means of GIS software, which will also allow pan-European maps (in vector format) to be produced for visual representations of spatial data.

Checks for duplications

Some indicators of CH (sites, theatres and opera houses) should be checked to avoid duplications. For example, the [UNESCO's World Heritage List](#) may include some sites already included in the list of [European Heritage sites](#) (this is the case for the *Imperial Palace* in Vienna) or theatres included in the [Opera Europa network](#) and in the [European theatre Convention](#).

Use of big data at local level from triangulated sources

To prevent challenges regarding data comparability across country, we will use data at local level, especially in the case study analysis. Data comparability across time and partial data accessibility could be prevented by selected case studies in countries where some sort of consolidated use of big data in the cultural or related fields already exists. For instance, Estonia is one of the two countries in the world that use big data for tourism statistics⁸⁹. Even though not directly related to heritage, these data could still prove useful for collecting information on cultural attendance at specific cultural heritage sites. In addition, to address the cost issues the project could also use big data produced within other related projects (e.g. SMARTDATA, IMPACTOUR).

Triangulation of different big data sources as well as their joint use with data from official statistics will be used to reduce bias challenges.

Integration of EU data sources on EU investments with data provided by managing authorities in ESPON countries

To mitigate the partiality of information on funds allocated to heritage investments provided by the Open Cohesion data platform, the Culture Programme and Creative Europe Programme, data provided by EU sources will be integrated with data in this area that will be collected by the HERIWELL team of experts in ESPON countries through desk analysis and interviews with the managing authorities.

⁸⁹ Kalvet T., Olesk M., Tiits M., Raun J. (2020). Innovative Tools for Tourism and Cultural Tourism Impact Assessment, <https://www.mdpi.com/2071-1050/12/18/7470>

Summing up

There are various data sources on cultural heritage and well-being both at EU/international level and country level. These data sources allow the calculation of **134 indicators related to cultural heritage and well-being overall.**

- ⇒ They refer in particular to:
 - CH endowments (stock),
 - cultural participation/accessibility/popularity,
 - employment and income in the culture sector and the cultural industry (enterprises and trade of cultural goods/services),
 - public programmes and policies in the cultural and cultural heritage sector,
- ⇒ In addition, a number of indicators refer to economic and labour market conditions and well-being (e.g. quality of life, social cohesion, social participation), with microdata available on request that can be used for a more detailed analysis and calculation of new indicators.
- ⇒ The most complete ones (in terms of country and time coverage) are the Eurostat surveys. Furthermore, various big data sources (e.g. TripAdvisor, Google Trends, Google News, Flickr geotagged photos, AirDNA, Wikidata) can be used for integrating information provided by official sources at local level.

The main challenges to the use of available data sources are the following:

- the heterogeneity of data sources in terms of definitions adopted;
- whether they are survey or administrative data;
- their reliability and robustness;
- the level of geographic detail;
- the time span covered, etc.;
- the limited availability of comparable data at regional/local level, although in some cases regional identification through georeferencing processes is possible;
- the difficulty in assigning intangible heritage to specific territories;
- the partial coverage of ESPON countries (partner countries are not always part of the EU statistics – Eastern European countries are not covered by many Eurostat statistics before their accession to the EU);
- most of the available data do not distinguish cultural heritage from overall culture and distinguish between residents, tourists and migrants;
- data on cultural participation, accessibility and well-being are exclusively based on individual perceptions.

When it comes to big data, the main challenges are related to:

- the quality of data (e.g. limited reliability due to biases, limited comparability across time and countries);
- privacy of personal data (e.g. different legal frameworks in ESPON countries that makes accessibility to data difficult);
- costs (e.g. often data is not free);

- limited use in the cultural heritage field (big data are used especially in related fields, such as tourism).

In order to cope with these challenges, the consortium proposes a series of mitigation measures.

- NUTS will be harmonised (e.g. there will be a harmonisation routine for the NUTS classification and adjustment of data accordingly, such as the creation of an average of the data from previously separated aggregations, allocation of data to the new aggregations, etc.).
- A linear imputation technique will be applied to data to reduce the impact of the missing data on the analysis, and to check for potential inconsistencies.
- Proxies will be used as well as smoothing techniques and as georeferencing of local data for regional identification for reducing the impact of missing regional indicators, and checking for duplications.
- When it comes to data on EU investments, the official statistics provided by Cohesion and Creative data portals will be integrated with data collected by ESPON country experts through desk analysis and interviews with Managing authorities and Creative Desks in their countries.
- When it comes to big data, the following mitigation measures are proposed: use of big data in the local methodology (i.e. case studies), selection of cases in countries that already use big data for their statistics in cultural heritage related sectors (e.g. Estonia); use of big data produced within other projects; triangulation of data sources to reduce the impact of biases.

8 First draft of the outreach strategy to promote results of the project and reporting on any outreach activity performed

The HW project outreach strategy aims to discuss, promote and disseminate the project and its methodology and results among policymakers and stakeholders in order to enhance the work and capitalise on the project results.

In particular, the project outreach strategy aims to encourage debate, exchange of ideas and networking between policymakers and stakeholders, and between them and the consortium team members. This should include:

- an EU definition of 'societal impact of cultural heritage' favouring the proposal of a shared EU definition;
- cultural heritage and its potential impact on the quality of life and well-being;
- the importance of producing comparable socio-economic indicators on the impact of cultural heritage on society and individuals, especially at local level (cities, rural areas and different types of regions);
- the role of EU funds in sustaining cultural heritage policies.

The strategy also aims to promote the value of European territorial evidence production among Member States' national and local public administrations.

In order to achieve the set aims, HW identified three main areas of debate and exchange: a 'consultation group', a deliberative event to discuss and disseminate the results of the project, and some target group to be reached through specific activities.

The consultation group is made up of very selective, competent and stable groups and aims to discuss the main steps of the research, with particular reference to the methodological framework: a EU Working Group, a Quality Board and the Country and Thematic Experts.

The EU Working Group includes the main public and private European organisation dealing with cultural heritage. **Besides the members of the ESPON Project Support Group (PST), 12 representatives of EU institutional stakeholders (DG REGIO, DG CONNECT, European Joint Research Centre, European Commission Expert Group on Cultural Heritage, JPI, UNESCO, European Heritage Heads Forum (2016), OECD, Steering Committee for Culture, Heritage and Landscape of the Council of Europe) were invited to participate in the EU Working Group.** The reaction to the letters of invitation to the Working Group was not satisfactory. Stakeholders' limited time resources was the main challenge faced by the HERIWELL consortium in the creation of the EU Working Group. Therefore, the strategy regarding the definition of the group is under revision and a new list of experts will be soon identified.

The Quality Board includes high-level experts on cultural heritage, well-being and impact evaluation.

The Thematic Experts team includes high-level experts on the most relevant issues tackled by the project: cultural heritage territorial cooperation and governance; economics of cultural heritage; digitalisation of cultural heritage, legal issues of cultural heritage; cultural heritage policies in southern, eastern, central, western and northern Europe; creative industries; societal impact assessment of cultural heritage; sustainable development and quality of life; equal opportunities; EU Cohesion policy; labour market and migration. The country experts team includes mostly senior experts in cultural heritage and culture in all the ESPON countries targeted by the project. At the beginning of the project, some of the Country Experts dropped from the team due to the COVID-19 situation or other personal reasons. Other experts with the same level of expertise were identified to replace them. This triggered a delay in data collection for some of the countries (e.g. SE, IS, DK, CY). In addition, other experts faced problems in collecting data due to the COVID-19 situation or difficulties in getting in touch with the authorities in charge of CH and EU funds (e.g. SI, PT, FI). Data for missing countries will be integrated in the next report.

Other target groups will be involved in the project through networking, partnerships, exchange of documents, collective activities, specific one-to-one interaction, social networking, training events to be organised at local level, through HW participation to conference and other networks and, finally, through social networks and other media.

The groups are involved through web-meetings, specific surveys and deliberative events.

In this phase of the project, country experts were involved in the testing of the tools for the data collection in ESPON countries, the discussion of the project framework and report topics, and in the delivery collection and analysis at country level (see Annex 1 for the results).

Thematic experts and the Quality Board members were involved in the provision of comments on the report.

The members of the EU Working Group that accepted the invitation were involved in a Delphi survey. The survey questions dealt with two main hypotheses about the way in which CH is deemed to contribute to societal well-being. A third question with the role and use of big data. Furthermore, on September 2020 HW organised a meeting involving the ESPON HERIWELL project management team, the ESPON Project Officer, the members of the ESPON Project Support team and the members of the ESPON HERIWELL EU Working Group. During the meeting, the HERIWELL team presented the main issues tackled by the Conceptual Framework Report to be discussed with the participants and the results of the Delphi.

More details on the consultation process with HERIWELL stakeholders are provided in Annex 5.

In the first phase of the project, the HERIWELL team has also been in contact with other projects on related topics. On July 2020, HW contributed to the Reach Project digital gallery

with a specific poster about the project: <https://www.reach-culture.eu/events/pisa-final-conference/call-for-posters-and-videos>.

In the same month the HW team took part, as stakeholder, in the Athens Virtual Workshop (AVW) organised by SoPHIA – Social Platform for Heritage Impact Assessment (June 25 and July 2, 2020).

As far as the next phase of the outreach activities are concerned, the main steps are:

- definition of the main results from the Conceptual Framework Report to be disseminated through ESPON media;
- revision and extension of the Working Group and final formalisation of the Consultation Group
- open call;
- preparation of the deliberative event.

The deliberative event is going to include three online events, two of which will be organised at the end of the year and one at the beginning of next year to debate on and agree on the proposed definitions of material and intangible cultural heritage, of cultural heritage social impact at individual and societal level and on the main areas of the societal impact of CH. It will involve the EU Working Group plus other specific targets.

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List of Annexes

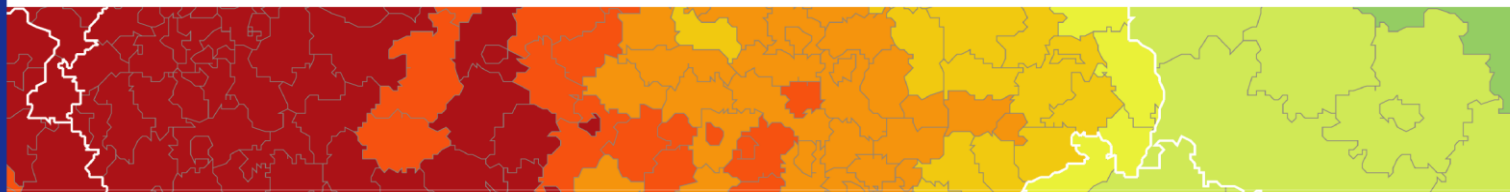
Annex 1: Cultural heritage and well-being in ESPON countries: a transversal analysis

Annex 2: International and European data sources on cultural heritage and well-being, and preliminary transversal analysis

Annex 3: A preliminary application of the methodology: first results

Annex 4: First analytical results on how the Covid-19 virus is impacting cultural heritage and societal well-being

Annex 5: First draft of the outreach strategy to promote results of the project and reporting on any outreach activity performed



ESPON 2020 – More information

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