



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

Applied Research

**(Draft) Delivery 1 – Conceptual framework**

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This **applied research** activity is conducted within the framework of the ESPON 2020 Cooperation Programme.

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

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This document is a draft **interim** report.

The information contained herein is subject to change and does not commit the ESPON EGTC and the countries participating in the ESPON 2020 Cooperation Programme.

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

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## Abbreviations

|            |   |
|------------|---|
| AES        | Adult Education Survey  |
| BD         | Business Demography   |
| BES        | Equitable and Sustainable Well-being  |
| 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   |
| DG EAC     | Directorate General for Education and Culture   |
| DG REGIO   | Directorate-General for Regional and Urban Policy   |
| 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   |
| EFTA       | European Free Trade Association   |
| EGMUS      | European group on museum statistics   |
| EHHF       | 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  |
| EU-SILC    | European Union Statistics on Income and Living Conditions   |
| ETC        | European Territorial Cooperation  |
| EYCH       | European Year of Cultural Heritage  |
| FGM        | Female Genital Mutilation   |
| GDP        | Gross Domestic Product  |
| 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' |
| ICH        | Intangible Cultural Heritage  |
| ICOM       | International Council of Museums  |
| ICT        | Information, Communication and Technology   |
| IFLA       | International Federation of Library Associations  |
| JPI        | Joint Programming Initiative  |
| JRC        | Joint Research Centre   |
| LCS        | Labour Cost Surveys   |
| LGBTQ      | Lesbian, Gay, Bisexual, Transgender, and Questioning (or Queer)   |
| MCH        | Material Cultural Heritage  |
| MS         | Member States   |
| NACE       | Nomenclature statistique des activités économiques dans la Communauté européenne                            |
| NEET       | Not in Education, Employment, or Training   |
| NEMO       | Network of European Museums Organisations   |
| NUTS       | Nomenclature of Territorial Units for Statistics  |

|         |  |
|---------|--|
| OECD    | Organisation for Economic Co-operation and Development           |
| OMC     | Open Method of Coordination                                      |
| OP      | Operational Programme  |
| SBS     | Structural Business Statistics                                   |
| SDGs    | Sustainable Development Goals                                    |
| 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 among the HERIWELL goals, in order to include a comprehension of its impact on delivering and accessing CH resources. 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 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 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 movies, the latter could possibly be protected as TCH. **More recent categorisations** include the Digital Heritage ("born" digital or digitized)

**The analysis of the possible and actual impacts of CH on SWB** requires to disentangle several, issues, starting from the own 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 programs often overfly the crucial step of accessibility and participation, as a condition for the CH endowment to contribute to a change in the SWB levels. Given the need of 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 relationship, HW proposes a '**theory of change**', providing 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, 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. The ToC will be discussed and enriched during the subsequent phases of the HERIWELL analysis.

**The European Union has a role to play in enhancing the value of CH for the European societies.** The most important policy initiatives to protect and enhance Culture in general, and CH in specific, are funded by ERDF, Creative Europe and Horizon. The Open Cohesion data show that 71% of the **ERDF investments** dedicated to culture were dedicated to CH. **Creative Europe** Programme, including the European Capital of Culture program, has proven able of generating noticeable impacts in the host cities. A number of other EU initiatives exist, such as Horizon 2020 and Erasmus +. 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**), 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 of 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 which 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 main European**

**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, 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), this seems already a first non-trivial result that indicates a positive impact of culture on the social and economic dimension.

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 size and quality of CH at country level will be collected and processed, a classification of the ESPON countries will be carried out considering specifically this subset of information. If the results will be satisfactory, the analysis will also be conducted at a more disaggregated territorial level. 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 some "forms of meaningful interpretation" exist, and with what intensity.

The results will be complemented with the findings of 8 case studies and with the results of the survey to 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 - Archaeological museum of Naples.

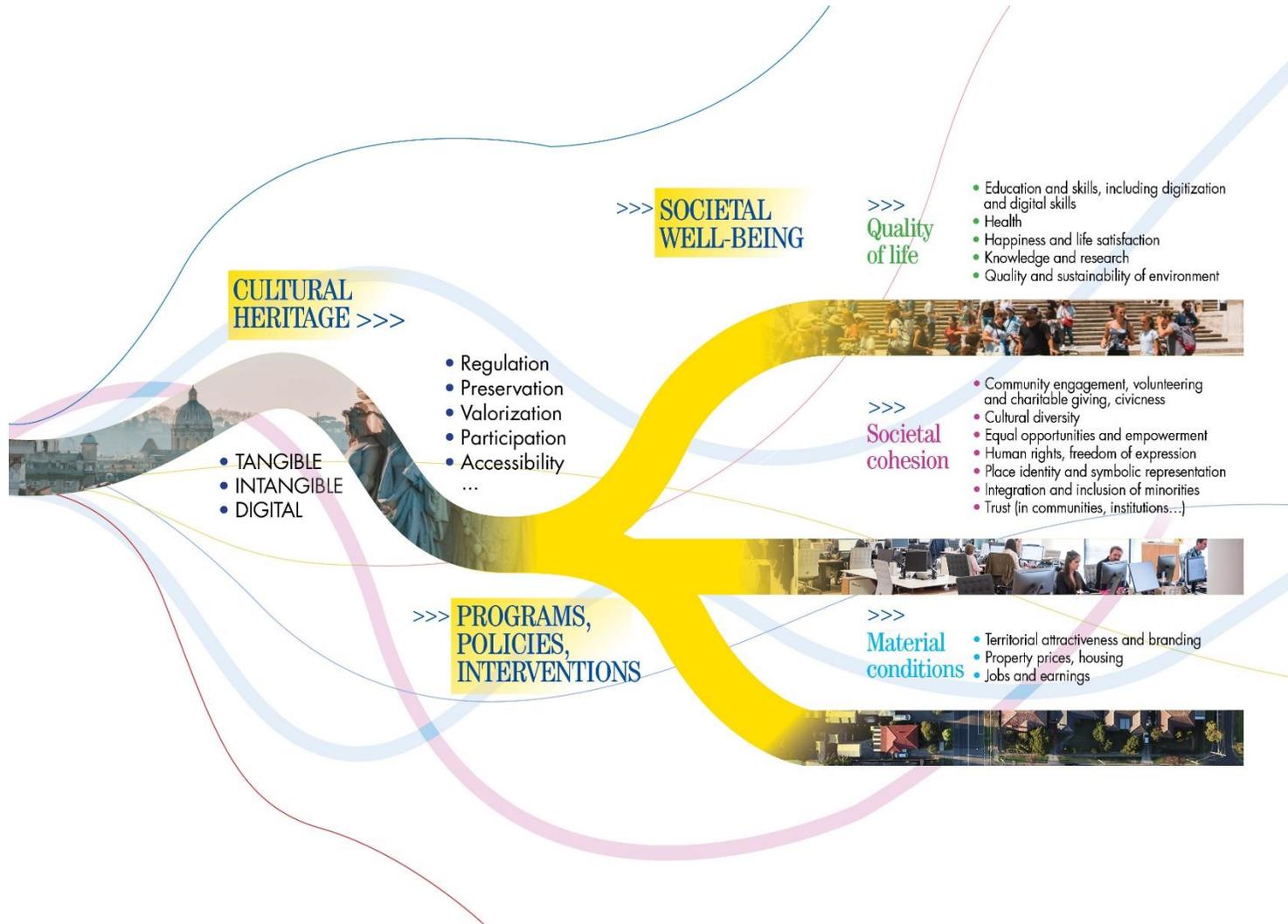
**There are various data sources on CH and SWB, both at EU/international level and country level.** These data sources allow for the calculation of **132 indicators**. They refer in particular to: CH endowments (stock); cultural participation/accessibility/popularity; employment and income in the culture 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, etc.) 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 geo-referencing processes is possible; the difficulty to assign 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 to distinguish cultural heritage from overall culture and 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 (e.g. often data is not free); limited use in the cultural heritage field (big data are used especially in related fields, 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, for instance, the creation of an average of the data from previously separated aggregations, allocation of data to the new aggregations, etc.); 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 of smoothing techniques as well as of geo-referencing of local data for regional identification for reducing the impact of missing regional indicators; checks 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.

Figure 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 (2015), there is a continuing need for structuring a comprehensive methodological framework for the assessment of the role of CH on the 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 added the topic among the HERIWELL goals, in order to include a comprehension of its impact 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 to measure the societal impact of CH? How to 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 to 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 digitization of CH have an impact on well-being in terms of education, knowledge, etc?

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

- The presence of material CH (stock of buildings and other objects);
- Use of the tangible and intangible CH (including participation in related activities);
- digitization 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 and 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 crisis is impacting the CH sector as well as a proposal for a survey to be issued to a sample of ESPON countries, in order to grasp the perceptions of citizens towards the societal value of CH and the changes induced by the Covid-19.

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

*Box 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 evidences on the linkages between CH and SWB. The HERIWELL country experts complemented the literature available at EU/international sources available at national. Preliminary results are available in Annex 1.1.
- Review of the most relevant policies dealing with CH and SWB 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 and to be complemented with other sources of information, among which to select 8 case studies. 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 of 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 to 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 topic of discussion. See Annex 5.

## 2 The new relevance of cultural heritage – 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**, even if the monetary value can also play a role. In addition, ideas of an **identity-creating** quality or **intrinsic spiritual value** of CH – in search of national pride or cohesion often politically motivated (Winter, 2015) – became apparent time and again. The strong influence of public authorities on national, regional and local levels had stabilizing effects, both for CH institutions or collections and for specialised professionals such as curators, administrators, archivists, archaeologists, conservators, park rangers, etc., many of these with exclusive 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 – we might even speak of 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" for achieving such goals (Ashworth, 2013; cf. also EENC, 2013). Related trends concern, inter alia:

- **Valorisation of social practices**, such as the increased cultural tourism and its material effects, became part of business strategies and of plans for a re-vitalisation of cities and sites or local traditions<sup>1</sup>;
- **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, opening 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), but only conceptually more open legal instruments of the last 20 years – especially the *ICH Convention* (UNESCO, 2003) 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);
- **Inclusion and "cohesive diversity"**<sup>2</sup>: Traditional cultures and expressions of minority groups are not any more 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);

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<sup>1</sup> [https://ec.europa.eu/growth/sectors/tourism/offer/cultural\\_en](https://ec.europa.eu/growth/sectors/tourism/offer/cultural_en)

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

- **Arts and heritage education**, in- and outside of schools, experiences a boost across Europe. Related programmes led to corresponding activities of institutions like museums, libraries or sites (Gesche-Koning, 2018; cf. also positions of heritage organisations, e.g. ICOMOS, 2019);
- **Rural development** increasingly builds on people-centred strategies: national, regional or local policies and EU development programmes (e.g. LEADER+ or Interreg) 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** 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](http://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. Moreover, 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, since 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 amateurs via programmes like "Cultural Routes" of the CoE<sup>3</sup>.

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 see even a "Europeanisation" of CH (Hristova, 2017). The Council Conclusions of 2014 on Cultural heritage as a strategic resource for a sustainable Europe (2014/C 183/08) define CH as "*an irreplaceable repository of knowledge and a valuable resource for economic growth, employment and social cohesion*". The subsequent, influential European Commission Communication Towards an integrated approach to cultural heritage for Europe (COM/2014/0477) calls for CH concepts that better use its potential for economic growth and social cohesion – which, however, first needs to be verified.

These and other strategic documents of EU bodies highlight the **need for more empirical evidence** on the socioeconomic impacts attributable to CH. The Work Plan for Culture 2019-2022 calls for efforts to sustain the legacy of the – highly successful – *European Year of Cultural*

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

*Heritage 2018*, defines methods for policy collaboration on culture in the EU and lists "Sustainability in cultural heritage" among its five priorities<sup>4</sup>. It also claims the need of better "cultural statistics to support evidence-based policy making 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 be able to cope with this and other challenges related to CH, SWB and the HERIWELL project organisation (some of which listed in Table 2.1), despite the massive impacts of the COVID-19 pandemic (cf. details in Annex 4). 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   |
|------------|--|--|---|--|
| <b>A.</b>  | <b>CHALLENGES RELATED TO CULTURAL HERITAGE (CH)</b>    |  |   |  |
| <b>A.1</b> | <b>COVID-19 effects</b>                                | Most European CH institutions and sites affected in 2020 (see Annex 4)   | Very strong impacts   | Digital strategies (partly state-funded)   |
| <b>A.2</b> | <b>Diverse CH concepts and laws</b>                    | Most CH laws and policy concepts are complex and they differ a lot (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>A.3</b> | <b>Statistical deficits</b>                            | 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 of project partners |
| <b>A.4</b> | <b>Digital backlog in CH</b>                           | Digitisation progresses at different speed. 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   |
| <b>B.</b>  | <b>CHALLENGES RELATED TO SOCIETAL WELL-BEING (SWB)</b> |  |   |  |
| <b>B.1</b> | <b>COVID-19 effects</b>                                | Economic recession with loss of jobs, including in CH-related fields. Health issues (also as regards mental health)  | Strong impacts (in many European countries)                                       | Little chances to address these challenges as long as the pandemic persists, except via additional funding (cf. Annex 4)   |
| <b>B.2</b> | <b>Vague definitions of "Societal WB"</b>              | 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...)   | Currently unclear relevance for the project                                       | Efforts to integrate findings from recent, relevant transdisciplinary European research; "experimental statistics" of statistical agencies   |
| <b>B.3</b> | <b>Cultural tourism</b>                                | "Overtourism" a problem in some hot spots (cf. 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  |

<sup>4</sup> 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/>

|            |   |  |  |  |
|------------|---|--|--|--|
|            |   |  |  | enhance sustainability, cf. e.g. the <i>Barcelona Declaration</i> <sup>5</sup>   |
| <b>B.4</b> | <b>Toppled monuments</b>  | Recent incidents – mostly a follow-up of "Black lives matter" – show: "memory" is not neutral and legacies can be ambiguous or contested   | Limited relevance (strong on "colonial" monuments) | Heritage is itself also a contemporary process – an opportunity to better understand "contested heritage"  |
| <b>C.</b>  | <b>CHALLENGES RELATED TO THE ORGANISATION OF THE HERIWELL PROJECT</b> |  |  |  |
| <b>C.1</b> | <b>COVID-19 effects</b>   | a. Outreach: Planned activities, e.g. meetings in person, had to be cancelled in 2020 (possibly also in 2021)<br>b. Team collaboration: as above   | a. Strong impacts<br>b. Average impacts            | a. Reorganisation of outreach concept, including plan of a representative population survey<br>b. More frequent online meetings (incl. with experts) |
| <b>C.2</b> | <b>Project timing effects</b>   | 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   |
| <b>C.3</b> | <b>A common European heritage space?</b>                              | cf. A.2 – The actual focus of HERIWELL is on societal impacts of <u>regional</u> CH, but this can include highlighting trans-national or -regional 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               |
| <b>C.4</b> | <b>Experts' conceptual concerns</b>                                   | Blurred divisions between categories of CH (e.g. tangible vs intangible...); meaning of impact (measures of association, causal inference); partly concerns about "instrumentalising" CH           | Occasional relevance                               | Addressed individually in consensus; mixed methodology, combining case studies with statistical analysis   |

<sup>5</sup> 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<sup>6</sup>, 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 cultural heritage and its sustainable use is the development of a more democratic human society and the improvement of quality of life for everyone.*

Especially the first and the last point relate closely to the aims of the HERIWELL project. According to standards set by this Convention and other international and European legal instruments, as well as by most of the national laws, *Cultural Heritage* (CH) encompasses **diverse categories of items from the past that are considered worthy to be passed on to future generations** because of their value – in the case of *World Heritage* sites, of their "outstanding universal value"<sup>7</sup>. In a general perspective, CH includes two categories (cf. details in a UNESCO Glossary)<sup>8</sup>:

- **Tangible Cultural Heritage (TCH)** includes *movable objects* such as manuscripts, paintings, sculptures, coins etc., *immovable properties* such as e.g. architectural works, monumental sculptures, archaeological structures, *groups of buildings* or historical centres and (culturally shaped) *landscapes* as defined 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 e.g. poems, legends, tales, 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, puppetry etc. Different from TCH, the involved societal groups, communities or, in some cases, individuals are the bearers or holders of ICH and thus 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.

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<sup>6</sup> Council of Europe Framework Convention on the Value of Cultural Heritage for Society (CETS No. 199) - Explanatory Report

<sup>7</sup> <https://whc.unesco.org/en/criteria/>

<sup>8</sup> <http://www.unesco.org/new/en/culture/themes/illicit-trafficking-of-cultural-property/unesco-database-of-national-cultural-heritage-laws/glossary/#c213492>

An additional category that is at least partly linked to CH could also play a role in the ESPON HERIWELL project, even if has originally not been its main focus:

- **Digital Heritage**, an emerging category, embraces "cultural, educational, scientific and administrative resources, as well as technical, legal, medical and other kinds of information created digitally, or converted into digital form from existing analogue resources" (*Charter on the Preservation of Digital Heritage*, UNESCO 2003). 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.

A more operational definition like the one developed for the economic valorisation of Material Cultural Heritage (ESPON, 2019) project will follow in the second delivery (Methodological Framework of the HERIWELL project), since it depends on the completion of Tasks 2 and 3. The latter tasks include (Task 2) the determination and definition of the most important societal domains of CH to be analysed, and (Task 3) a thorough examination and selection of available – or to be developed – statistical and other empirical resources. Most probably, the results will lead to a more restricted assortment of CH items whose influence on SWB should be further studied.

However, 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, voluntary CH organisations such as "Friends of..." societies, folklore associations or festivals and the traditional carnival could be among the highlighted activities, but final decisions have yet to be made. The assessment of data that can be derived from Internet sources including, but not limited to, tourism platforms will probably 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. At 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, because 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 Place"<sup>9</sup> refer to the social history and concrete experience of individuals and communities who feel marginalised on the grounds of their "alternative" sexual and/or gender identifications or practices. Other examples could be social movements calling for heritage to be

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<sup>9</sup> <https://historicengland.org.uk/research/inclusive-heritage/lgbtq-heritage-project/>

"decolonised"<sup>10</sup> or traditions fostering *Climate Action*<sup>11</sup>, one of the UN Sustainable Development Goals 2030 (SDG), as well as items of Pop Culture not regularly collected by museums we may provisionally label *Consumer Heritage* (e.g. movie 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 **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 discussed *institutional attributions*. For example, if museums are generally considered as CH institutions, what about libraries or theatres that present to a large – but often also 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 will already be 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, and indeed: they are protected as such by an extended copyright legislation (performing rights). In the HERIWELL context, this is not just another academic debate, because 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. 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 may possibly be of lesser relevance for the HERIWELL project than for studies dealing with economic dimensions of CH, since 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 increased during the last decades. Inter alia, the UN Special Rapporteur in the field of Cultural Rights 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 were considered apart from their actual or historical habitats and related social practices or economic opportunities.

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<sup>10</sup> <https://www.iccrom.org/projects/thematic-discussion-decolonizing-heritage>

<sup>11</sup> <https://www.undp.org/content/undp/en/home/sustainable-development-goals/goal-13-climate-action.html>

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 re-connect 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, e.g. via regional development funds or through research and digitalisation initiatives, have indeed influenced our understanding of "European" CH perspectives, enabled reforms on national, regional and local/sub-local levels e.g. 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** (ICH Convention, 2003), inventories and further national measures for the safeguarding of cultural traditions and practices took place in many countries, similar to what has earlier been achieved with the *Convention Concerning the Protection of the World's Cultural and Natural Heritage* (1972). As well, many national policies in the area of traditional cultures supporting "cultural diversity" were enacted or re-considered – such as giving, at least in theory, minority cultures equal position in the protection of their traditions and expressions.

As shown before, the **Council of Europe Framework Convention on the Value of Cultural Heritage for Society**, the so-called "Faro Convention" (2005), 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 its 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 (Art. 167.1 TFEU) and promoted, at different occasions, by the European Commission and Parliament. Consequently, the European Commission has supported initiatives for the implementation of the Faro Convention, e.g. 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 definitions<sup>12</sup> and policies of applying – or not – the principles of international CH conventions. Table 3.1 provides a first impression of such differences, exemplified with three countries:

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<sup>12</sup> cf. also the UNESCO List of National Cultural Heritage Laws: <https://en.unesco.org/culnatlaws/list>

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

|  | <b>Italy</b>  | <b>England</b>  | <b>Spain</b>  |
|--|---|---|---|
| <b>Why: Motivation for protection to heritage (values)</b> | Artistic, historical, archaeological, ethno-anthropological, archival and bibliographic interest (Article 2, 10)<br>Significance to political, military, literature and art history, of science, technology, industry and culture in general (Article 10)<br>Collective cultural identity, social and civic, religious and symbolic value (Article 7, 10) | Evidential value: the potential of a place to yield evidence about past human activity.<br>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.<br>Aesthetic value: the ways in which people draw sensory and intellectual stimulation from a place.<br>Communal value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory | Artistic, historical, paleontological, archaeological, ethnographic, scientific or technical value (Article 15)<br>Promoting national and regional cultural identity and sense of belonging |
| <b>How: Means of ensuring protection to heritage</b>       | 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<br>Local Plans Funding<br>Knowledge Platform and sharing  | Constitutional provisions, national legislation and regional laws.<br>Special Plans<br>Regional authorities and municipal councils<br>1% of the State Administration budget                 |
| <b>How: Means of ensuring protection to heritage</b>       | 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.<br>Historic England (Public Body) is the statutory adviser<br>Local planning authorities 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 singular definitions like e.g. 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 (EENC, 2013) and in studies highlighted by the national HERIWELL experts<sup>13</sup>.

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

<sup>13</sup> First results are provided in Annex 1 and will be further investigated and discussed in the course of the HERIWELL project.

phases of the HERIWELL project, will be aimed to systematise SWB-effects gained from such experiences.

### Summing up.

**Cultural Heritage (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 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 movies, the latter could possibly be protected as TCH
- ⇒ **More recent categorisations** include the Digital Heritage ("born" digital or digitized).

## 4 How cultural heritage relates to societal well-being

The exploration of the contribution of CH to societal well-being requires to disentangle several, non-trivial, issues. The first one is the definition of what SWB is. 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 (paragraph 4.1) the existing frameworks to conceptualize and measure well-being; it goes on (paragraph 4.2) presenting a range of impacts that, according to the literature, CH contributes to determine on SWB, classifying them into three main dimensions: **quality of life**; **societal cohesion**; **material conditions**. It finally presents (paragraph 4.3) a preliminary ‘**theory of change**’ setting the main concepts into relationship, to provide for a framework for the next phases of the HERIWELL research.

### 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 battery of indicators, many of which adopted in large population surveys. Table 4.1 compares three approaches to measure individual well-being proposed by the OECD (2013), the flourishing model (VanderWeele, 2019) and the PERMA (Seligman, 2018).

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

| Individual well-being (OECD, 2013)   | Flourishing (VanderWeele, 2019)   | PERMA (Seligman, 2018)  |
|--|---|---|
| <ul style="list-style-type: none"> <li>• <i>Life satisfaction / evaluation</i>: A reflective assessment on a person’s life or some specific aspect of it</li> <li>• <i>Affect and positive / negative emotions</i>: A person’s feelings or emotional states, typically measured with reference to a particular point in time.</li> <li>• <i>Eudaimonia</i>: A sense of meaning and purpose in life, or good psychological functioning</li> </ul> | <ul style="list-style-type: none"> <li>• <i>Happiness and life satisfaction</i></li> <li>• <i>Meaning and purpose</i></li> <li>• <i>Character and virtue</i>: a cultivated disposition to feel emotions and desires, and to perform actions that are appropriate to a given situation.</li> <li>• <i>Mental and physical health</i></li> <li>• <i>Close social relationships</i></li> </ul> | <ul style="list-style-type: none"> <li>• <i>Positive Emotion</i>: the ability to remain optimistic and view one’s past, present, and future from a constructive perspective.</li> <li>• <i>Engagement</i>: it helps remain present, it creates flows and synthesizes the activities to find calm, focus, and joy</li> <li>• <i>Relationships</i>: Positive connections that promote love, intimacy, and a strong emotional and physical interaction with other humans</li> <li>• <i>Meaning</i>: Dedicating time to something greater than oneself (religion, spirituality, work, raising a family, volunteering or expressing creatively)</li> <li>• <i>Accomplishments</i>: Having and reaching goals and ambitions and to push oneself to thrive and flourish</li> </ul> |

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, under the ground that, though 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, as religious institutions (VanderWeele, 2019). 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, that stems from individual well-being, has been conceptualized and operationalized in many different ways, 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, adding 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 United Kingdom. VandeWeele (2019) proposes an extension of its 'human flourishing' approach to determine to which extent a community may be *flourishing*<sup>14</sup>.

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": 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) summarizes how different frameworks define the concept of societal well-being, how they construct or integrate from individual well-being, and how CH is considered or neglected.

Table 4.2 Well-being in selected frameworks

| <b>SSF</b><br>(Stiglitz-Sen-Fitoussi<br>Report 2009)   | <b>VandeWeele (2019)</b>   | <b>BES (ISTAT 2017)</b>   | <b>OECD (2020)</b>   |
|--|--|---|--|
| 1. Material living standards<br>2. Health<br>3. Education<br>4. Personal activities<br>5. Political voice and governance<br>6. Social connections and relationships<br>7. Environment<br>8. Insecurity | 1. Human flourishing<br>2. Good relationships,<br>3. Proficient leadership<br>4. Healthy practices<br>5. Satisfying community<br>6. Strong mission | 1. Economic well-being<br>2. Health<br>3. Education and training<br>4. Innovation, research and creativity<br>5. Work and life balance<br>6. Policy and institutions,<br>7. Quality of services<br>8. Social relations<br>9. Environment<br>10. Landscape and <b>cultural heritage</b><br>11. Safety<br>12. Subjective well-being | 1. Income and wealth<br>2. Work and job quality<br>3. Housing<br>4. Health<br>5. Knowledge and skills<br>6. Environment quality<br>7. Subjective well-being<br>8. Safety<br>9. Work life balance<br>10. Social connections<br>11. Civic engagement |

Source: elaboration on Giovannini and Rondinella, 2018

**Unfortunately, the large majority does not take the cultural heritage sector into consideration (directly or indirectly).** Few countries or institutions 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

<sup>14</sup> The six dimension of the VandeWeele's framework are: human flourishing; good relationships, proficient leadership, healthy practices, satisfying community, and strong mission VandeWeele (2019).

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 - which was largely participated by a number of stakeholders well beyond the academic world - 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 component 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 to consider, on one side, if 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) from 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 (European Commission, 2017). According to it, even though the creation of heritage elements happened in the past (sometimes in the close 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** (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)<sup>15</sup>. **Valuation is, therefore, the initial step of a valorisation process** able to unlock

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<sup>15</sup> It is frequent to translate it in monetary terms, but the public and common characteristics of many of the elements of the tangible cultural heritage assets, plus the nonmaterial nature of intangible heritage assets

the potential of the heritage resources when combined with other human, financial and intangible resources (European Commission, 2010).

In this sense, the **valorization** of CH is a collective process (Asworth, 2013) that let 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, 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 do not access 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 overfly 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 toward 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 done 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, 2019a and 2019b; Reilly, 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, 2015). Unfortunately, it does not fully develop the dimensions of impact into a conceptual model to be operational as 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 scholar literature on heritage and well-being is scattered and many times based on case studies that hamper the chances of generalization. The next paragraphs will overview the scholar literature dealing with specific categories of impact of CH on SWB. Most of the reviewed works are empirical, and they can be ascribed to the three main categories:

- The personal, individual sphere of life (**quality of life**);
- A more collective dimension, that lies at the core of the EU policy (i.e. the concept of **societal cohesion**);

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makes 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).

- 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 those 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 determine 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 of 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 (mainly the influence of participation on CH by means of access – visits –, or by active practice or volunteering) with individual well-being, measured either as some functional indicator (health, for instance) or as a hedonic<sup>16</sup> 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.

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 to 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 archaeological active practices and well-being. 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**. Those studies have further allowed discovering the differences in the degree of association between CH 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 bad health condition. More recently, Fancourt and Steptoe (2019) provided evidence of the link between cultural engagement and **better mental health condition** of individuals.

The importance of culture for the **education** of pupils and the **empowerment** of the adults’ capacities has been also 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. Pierre Bourdieu (1986) claimed that the ability to connect oneself to the past, and to the collective past of others via the recollection of or recreation of specific memories and

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<sup>16</sup> It refers to the estimates of the contributory value of the characteristics of a specific item.

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.

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 display in multiple dimensions, as found by Fatorić and Egberts (2020), including the environmental one, in terms of reduction of the carbon print.

Adverse effects can also be detected: an example is the potential damages of overexploitation of CH, such as **overcrowding, pollution, gentrification** that can affect the quality of life of individuals (and of the 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 wellbeing. 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**, 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. 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.

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 P. (ed.) 2014; Whitehead C., Lloyd K., Eckersley S., Mason R (eds.) 2015]. While social cohesion arising from CH was previously taken from granted, **more diverse and multi-cultural societies** call for a reinterpretation of it, without necessarily “*evoking common origin and historical narrative in terms of national history*” (Holtorf, 2011). This recognizes **the existence of controversial issues in CH elements**, embodied in what is often called “contested heritage” or “dissonant heritage”<sup>17</sup>, that prevents

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<sup>17</sup> 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>

cohesion and integration<sup>18</sup>. Some religious heritage elements – tangible (Corsale and Krakover, 2019) and intangible (Øian, 2019) – remain subject to contemporary debate.

The heavy access of others may decrease communities' well-being, as explained in Adie et al. (2020). The Eurobarometer survey asked about perceptions of **overtourism** as being a threat to CH. 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).

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, 2013). The impacts of the valorisation processes of CH are such to contribute to the environmental, social and economic pillars of **sustainable development**. This approach recognizes 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 2011 ICOMOS's Paris Declaration, "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"<sup>19</sup>. Around the same date, the Historic Urban Landscape<sup>20</sup> 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 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 dimensions<sup>21</sup>.

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<sup>18</sup> For the political and operational implications of the so-called 'contested heritage', see for instance <https://historicengland.org.uk/whats-new/statements/contested-heritage/>

<sup>19</sup>

[https://www.icomos.org/images/DOCUMENTS/Secretariat/2017/ICOMOS\\_Action\\_Plan\\_Cult\\_Heritage\\_and\\_Localizing\\_SDGs\\_20170721.pdf](https://www.icomos.org/images/DOCUMENTS/Secretariat/2017/ICOMOS_Action_Plan_Cult_Heritage_and_Localizing_SDGs_20170721.pdf)

<sup>20</sup> <https://whc.unesco.org/en/hul/>

<sup>21</sup> Livelihoods (including income, skills, quality work, progression, enterprise and local industry strategy), wealth (asset ownership, community enterprise and tacking wealth inequalities), future sustainability (equal weight for future citizens and environmental sustainability), voice and participation (citizen participation in economic decision-making and inclusive governance),

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 talents and workforce**, as found in Sweden (Backman and Nilsson, 2018) and in Germany (Falck et al., 2018). CH is further conceptualized 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 Cerissola (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 with an increase in the number of firms per capital 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).

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 (2015), researches very rarely consider them jointly, or examine their mutual interaction. It could be the case that one valorisation project influences positively one of them while damaging another. In this line,

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and wellbeing and esteem (inclusive local identities and heritage, sense of place and wellbeing).

some research brings interesting insights, and jointly considers the balance between the impact of CH and several dimensions, as the works 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 for the **regional economic development**. In general, there has been a common critique to focusing too much on economic outcomes as indicator 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 including CH-related dimensions among the SWB measures, the previous paragraphs were dedicated to present the most important impacts of CH on SWB identified in 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 programs (Weiss 1995; European Commission 2013), In the context of HERIWELL (that does not entail the assessment of a program) the role of ToC is stretched and interpreted as a conceptual tool to shed light on the (often implicit) relationships between CH and SWB. More in particular the HERIWELL ToC aims at:

- Clarifying the hypotheses that link the different variables (pertaining to CH and SWB domains),
- Providing evidence to sustain those hypotheses (based on evidence found in literature and on new analyses),
- Providing 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 par.6.3).

The valorisation process aims at unlocking the potential of CH to deliver SWB through political and management decisions. However, the simple fact that policies exist and are intended to achieve some goals, does not entail that the expected results will be achieved<sup>22</sup>. Moreover, it is of great importance, in particular for policy makers, to understand ‘why’, under specific circumstances, relevant outcomes occur: this entails the illustration of the mechanisms that, in specific situations, explain the capacity of achieving outstanding results (Dente, Busetti 2017).

This approach will also help us to identify some of the failures of the traditional impact assessments conducted to evaluate heritage funding. Typically, reports and audits end with the

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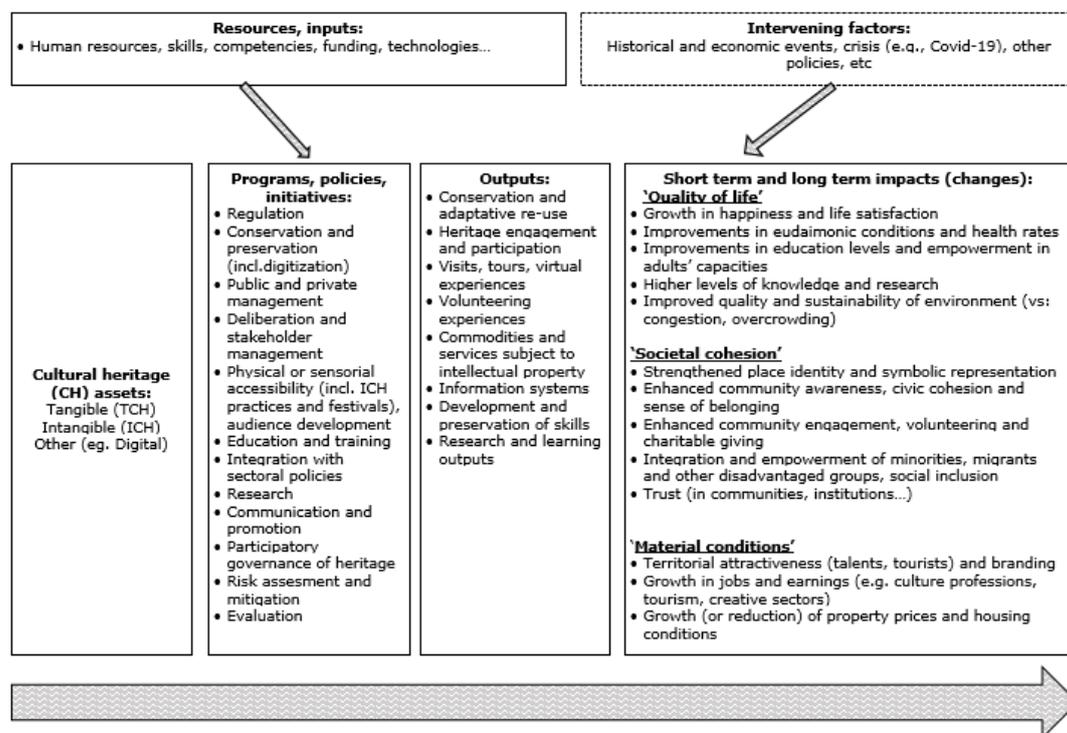
<sup>22</sup> The reasons why this can happen are many, but three are prominent: 1) the design in itself of the policy intervention is, somehow, faulty (e.g., the adopted strategy is not coherent with the beneficiaries’ needs and behaviors), because of a lack of knowledge, or resources, from the policy makers (Simon 1947; Lindblom 1959; Hall, 1980), or because the intervention were mere 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: think to the Covid-19 crisis) hampered the capacity of achieving results or changed the policy agenda’s priorities (Kingdon 1984).

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 penalize projects with capacity of delivering 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; Programs, policies and other interventions intended to regulate, protect, value, valorise CH for societal purposes; the outputs of the above mentioned interventions (i.e., the immediate product of policy interventions, Evalsed 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 (Evalsed 2013).

Figure 2: 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, including 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 digitization (a way of preservation of its intrinsic cultural values) with the goal of developing its audience. By means of that valorisation plan, the digitized 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 go 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 Siria)
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 to disentangle several, issues, starting from the own definition of SWB. The large majority of the existing frameworks that measure SWB do not take CH or Culture into account. Moreover, policies and programs often overfly the crucial step of accessibility and participation, as a condition for the CH endowment to contribute to SWB levels.

Being the need of 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 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; programs, policies and other interventions intended to regulate, protect, value, 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 lays the basis for the development of the methodology and analysis of the impacts of EU cultural heritage investments on SWB. ERDF and Creative Europe, including European Capitals of Culture, represent the most relevant sources of funding of CH-related interventions explicitly or implicitly dealing with well-being. A detailed analysis is included in Annex 2.8, while Chapter 7 presents the potentialities and challenges of data sources on EU investments.

### 5.1 Cultural heritage and well-being in the EU framework on cultural heritage

Europe's CH importance is largely acknowledged both at national and at EU level. 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 role of CH in sustaining 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”<sup>23</sup>. The 2015 Resolution<sup>24</sup> 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 programs financing cultural related issues. The 2018 European Year of Cultural Heritage (EYCH)<sup>25</sup> 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<sup>26</sup> 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*<sup>27</sup> tackle different dimensions of SWB (in the classification proposed in par. 4.2), such as quality of life (e.g., *The Heritage at school Initiative*, contributing to education cultural diversity), and societal cohesion (e.g.,

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<sup>23</sup> [https://ec.europa.eu/assets/eac/culture/library/publications/2014-heritage-communication\\_en.pdf](https://ec.europa.eu/assets/eac/culture/library/publications/2014-heritage-communication_en.pdf)

<sup>24</sup> EP Resolution *Towards an integrated approach to cultural heritage for Europe*, 8 September 2015 [A8-0207/2015]

<sup>25</sup> 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>

<sup>26</sup> <https://ec.europa.eu/culture/sites/culture/files/library/documents/staff-working-document-european-agenda-culture-2018.pdf>

<sup>27</sup> [https://ec.europa.eu/culture/sites/default/files/2020-08/swd-2018-167-new-european-agenda-for-culture\\_en.pdf](https://ec.europa.eu/culture/sites/default/files/2020-08/swd-2018-167-new-european-agenda-for-culture_en.pdf)

*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.<sup>28</sup> However, often links between CH and its supposedly positive societal impacts is not properly established, thus making it more complex to identify the existence and the degree of the contribution claimed.

## 5.2 Overview of the main funds financing investments tackling cultural heritage

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 (see par.7.2 and 7.3). This paragraph presents an overview of the EU investments that directly or indirectly tackle CH and well-being.

EU investments tackling directly cultural heritage

The **Creative Europe Programme** funds some special actions which tackle CH directly (such as, the European Heritage Days<sup>29</sup>, the European Heritage Label<sup>30</sup>, and the European Heritage Awards<sup>31</sup>)<sup>32</sup>, and indirectly (such as, in the European Capitals of Culture programme).<sup>33</sup> According to the Commission's mid-term evaluation of the Creative Europe programme<sup>34</sup>, in

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<sup>28</sup> 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.

<sup>29</sup> The European Heritage Days, initiative launched in 1985 by the Council of Europe, are the most widely celebrated participatory cultural event shared by the 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.

<sup>30</sup> The European Heritage Label entails 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.

<sup>31</sup> The EU Prize for Cultural Heritage set up in 2002 highlights some of Europe's best achievements in heritage care, and showcase 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 awarded 48 sites so far.

<sup>32</sup> Spending for special actions amounted to €13 million (7.4% on the total).

<sup>33</sup> In the 2014-2016 period, a total of €115 million (64.3 % of the spending within the Culture sub-programme) was provided in support of European cooperation projects (smaller- and larger-scale). It is worth noting that it does not refer to territorial cooperation projects (i.e. INTERREG), but to Creative Europe projects labelled as European cooperation.

<sup>34</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1525096559278&uri=COM:2018:248:FIN>

the 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. Annex 2.8 provides more details on CH Creative Europe projects related to well-being.

The **European Capitals of Culture (ECOC)** aims at promoting and celebrating Europe's rich cultural diversity and heritages, *mutual understanding and intercultural dialogue*. According to a study on the topic, ECOC have proven 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-term or long-term, although the evidence in terms of job creation is less robust) (European Parliament, 2013).

While the Creative Europe Programme invests on cultural and creative sectors, culture related infrastructural investments can only be funded by the EU under the European Structural and Investment Funds (ESIF). **ERDF is the most significant source of EU funding for investments in heritage sites**. The ERDF Regulation 1301/2013 provides a range of thematic objectives and investment priorities for the Member States to select depending on their needs<sup>35</sup>. According to the European Court of Auditors (ECA, 2020), over the period of 2010 to 2017, the amount of ERDF funds invested in cultural sites was around € 750 million per year. Furthermore, the Open Cohesion data show that **71% of the ERDF investments dedicated to culture were dedicated to cultural heritage**. In particular, CH is often a target of the European territorial cooperation programmes (ETC) with special goals in terms of social inclusion. According to the mapping undertaken by the HERIWELL experts, ERDF is the most used financial source for funding CH investments directly or indirectly linked to well-being. 52 out of the 186 CH investments linked to well-being in ESPON countries, mapped by country experts, refer to ETC programmes (see Annex 1). More details on ERDF financial allocations to cultural heritage are included in Annex 2.8.

The evaluation of the ERDF results is complex for the lack of a clear delimitation of the interventions dealing with CH and even more for the ones tackling both CH and SWB. An assessment of the Cohesion policy as regard the Culture and Tourism sectors (IRS et al., 2015)

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<sup>35</sup> 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.

found that several territorial areas used ERDF (via its decentralised management through regional Operational Programmes and via EU initiatives such as INTERREG) co-funded interventions on heritage to improve well-being and social integration, ensure a more sustainable use of cultural goods by future generations, improve *equal opportunities* and *create a shared identity in the targeted areas*<sup>36</sup>.

The **European Social Fund (ESF)** also address cultural heritage through investments in education, skills and digitization and labour market. However, cultural heritage does not constitute a specific focus of the fund and interventions in this area are limited, as shown by the mapping undertaken by HERIWELL country experts (see Annex 1).

Other minor channels of funding of CH can be detected in the **European Agricultural Fund for Rural development (EAFRD)** and the **European Maritime and Fisheries Fund (EMFF)** respectively supporting the restoration, maintenance and upgrading of cultural and natural heritage of villages, rural areas and nature sites and maritime cultural landscapes.

The **Horizon 2020 programme** has also funded several projects on CH<sup>37</sup> that are expected not only to facilitate the preservation of the CH, but also to provide support in shaping European identities and generating socio-economic benefits. Overall more than 500 million euro will be invested in CH actions until 2020.

Other programmes provide direct funding to CH: **Europe for Citizens**, set up in 2014, that includes a specific priority on CH; **EU research and innovation initiatives** that includes 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.). Various other EU funds are also available for culture-related projects both within and outside the EU. 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 increasing societal well-being. However, the preliminary mapping of EU initiatives in ESPON countries shows that the Erasmus+ investments in cultural heritage and well-being represent only a residual part.

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<sup>36</sup> Some examples: in Madrid, the upgrade of local cultural and natural assets to improve well-being and social integration was the *trait d'union* of 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, combined 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.

<sup>37</sup> <https://www.reach-culture.eu/wp-content/uploads/2019/03/Horizon-2020-cultural-heritage-synopsis-2018.pdf>

### Summing up.

#### Various policy initiatives exist to protect and enhance Culture in general, and CH in specific.

- ⇒ The most important ones are funded by:
  - ERDF, with a specific role of the European Territorial Cooperation. ERDF is the main funding sources for CH interventions. The Open Cohesion data show that **71% of the ERDF investments dedicated to culture were dedicated to cultural heritage;**
  - Creative Europe Programme: in particular European Capital of Culture that has proven able of generating noticeable impacts in the host cities;
  - The Horizon 2020 programme has also funded several projects on CH that are expected not only to facilitate the preservation of the CH, but also to provide support in shaping European identities and generating socio-economic benefits.
- ⇒ Many of these initiatives refer to **transboundary cooperation** initiatives.
- ⇒ Many of them 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), 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 of 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.

## 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 can be potentially achieved. The search for evidence beyond the national level is deemed particularly important. The HERIWELL methodology will then explore methods and analysis at different territorial levels, and is basically articulated 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 to 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 more in 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 on play, and to provide lessons and insights for the policy makers.

The HERIWELL methodology should moreover take into account the COVID-19 issue<sup>38</sup>, 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.

Moreover, 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 volume of Stiglitz and others of 2009 (Stiglitz, Sen, Fitoussi, 2009) that the topic returned to the center of the economic debate.

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

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<sup>38</sup> As agreed during the kick off meeting of the research.

of human well-being, such as health, nutrition but also culture in all its facets. To extend 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 which are the elements 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 complex<sup>39</sup>.

In the above-mentioned Stiglitz et al. volume, 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 analyzing 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. Secondly, 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 Sen Fitoussi Commission's report (Stiglitz et al, 2019). Numerous investigations dealt with the measurement of subjective well-being, also integrated with different kinds of inequality measures. In a broader context, the first-ever universal, legally binding global climate change agreement, adopted at the Paris climate conference (COP21) in December 2015 or the UN 2030 Agenda (with its 16 Sustainable Development Goals, SDGs) demonstrate the extent to which the 2009 report's call to go “beyond GDP” has significantly influenced the international policy agenda.

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.

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<sup>39</sup> 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 M. (ed.) 2007].).

*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.*

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

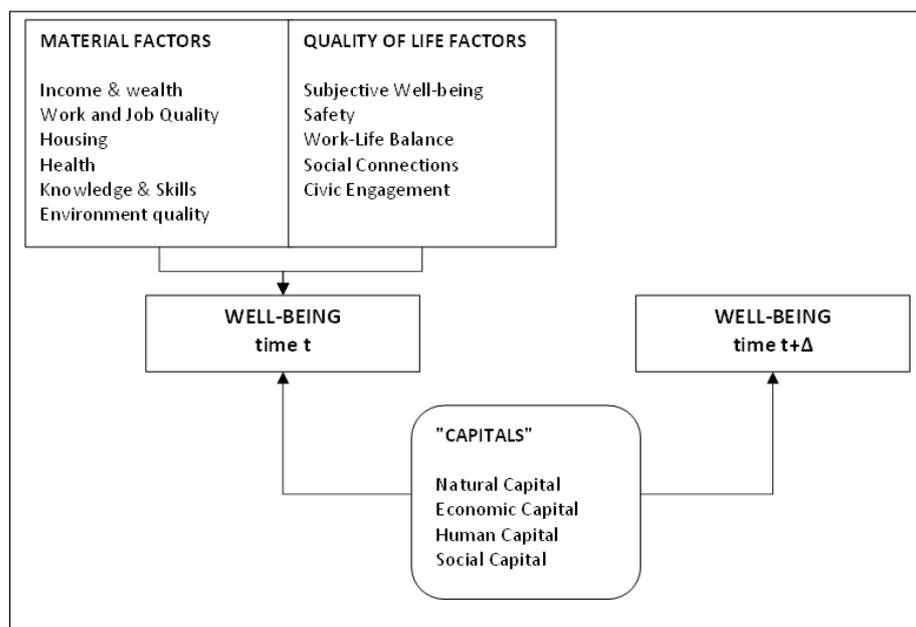
**Subjective measures of well-being focus on what people believe or feel.** Extensive progress has been made in collecting, analyzing, and improving subjective wellbeing. (Stone and Krueger 2018). They are important but not sufficient on their own to assess society; it is essential to bear in mind that 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; secondly, they must interpret the questionnaire in the same way; thirdly, they must have the same judgment scale (Afsa 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 A. A., Krueger A. B. 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 in specific. 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 P., 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 distinguishes the measurement of current well-being from the assessment of the availability of resources necessary to ensure a future well-being

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

Figure 3 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 variables<sup>40</sup>, 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 "capitals", 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, one could assume 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 reflection<sup>41</sup>.** 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 12: Cultural heritage and**

<sup>40</sup> The 'Subjective Well-being' indicator takes into account the responses to surveys (biennial or four-year) 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.

<sup>41</sup> 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, i.e. what is to be measured by cultural indicators of development, the appropriate unit of observation, data availability and quality, criteria for selecting the indicators, the feasibility of creating a single, synthetic index, and so on.

**landscape**<sup>42</sup>, 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 public) per 100 sq.km weighted with the number of visitors<sup>43</sup>; and the per capita expenditure for culture of the municipalities<sup>44</sup>.

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-being<sup>45</sup>. 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: 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. There is no doubt that the measurement of well-being is affected by an **excessive specialization 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, 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 CH) leads to a modification of the well-being indicators in the "OECD logic", among countries.
- Not to focus, for the early stages of the analysis, to the "size" of CH, as a category that is structurally heterogeneous and not additive<sup>46</sup>, 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

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<sup>42</sup> "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.

<sup>43</sup> The indicator strongly underestimates the Italian CH endowment, as churches, squares, monuments, historic buildings, villas, cultural landscapes, are not included (Bacchini et al., 2020a).

<sup>44</sup> The second indicator was introduced because at the roots of the BES project there was, among other things, the intention to create an instrument apt to monitor how well-being levels change over time, and therefore the researchers tended to prefer highly dynamic phenomena to those less susceptible of recordable variations in the short run (as in fact it is CH

<sup>45</sup> Many of these studies have already been quoted (as that of Arts Council England) or the many studies analyzing the impacts of culture and cultural heritage on health (the journal *Economia della Cultura* dedicated a recent issue to this topic [Economia della cultura 2017 n.2]) or there is an extensive literature on the impacts of visiting museums on the social inclusion of residents and migrants [see, for example, Innocenti P. (eds.) 2014; Whitehead C., Lloyd K., Eckersley S., Mason R (eds.) 2015] or on the levels of happiness of the audience [Fujiwara D. 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 D. et al 2017].

<sup>46</sup> Logically, objects that composed CH have an intrinsically different "nature" and therefore we cannot aggregate churches with museums, squares, monuments, etc .

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 amid 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 analyzed 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 the local to the global one. This explains why for the preliminary application we propose to refer to the economic and social dimension of SDG, because they that are standardized across countries<sup>47</sup>. 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 will be better organized and homogenized, we will proceed either with the comparison of statistics during several years, or by addressing different methodological approach (see the paragraph on Future development).

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

- A. The first step entails a **cluster analysis**<sup>48</sup>. The countries will be classified based on a composite set of variables: cultural, social, and economic.<sup>49</sup> 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 word 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

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<sup>47</sup> According to the results of the EU-funded project MAKSWELL (see [www.makswell.eu](http://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).

<sup>48</sup> 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). Cluster is then a way to "classify" a set of objects so that observations within each group are similar to one another with respect to variables or attributes of interest, and the groups themselves stand apart from one another. 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 B. S., Landau S., Leese M., Stahl D. 2011, p. 9).

<sup>49</sup> 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 MJ, Zhang W. 2001) and in Macro Imbalances Procedure introduced with the aim of strengthening European Union economic governance and based on a set of indicators potentially able to monitor both economic and social developments (see Bacchini F., Ruggeri Cannata R., Donà E. 2020b). Other studies using Cluster analysis to measure quality of life across countries or to compare well-being level between social groups inside a country (see, for instance, Hirschberg JG, Maasoumi E, Slottje D. S. 1991; Hirschberg J. G., Maasoumi E., Slottje D. S. 2001).

on all the indicators will be performed. The comparison of the countries' position along each cluster will provide a first insight of the relationship amid 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 for a succinct graphical representation of how well each object has been classified<sup>50</sup>. 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 synthesize and reduce 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 time<sup>51</sup>. 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 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 Europeans) which, in recent years, have invested more in digitization processes and on the diffusion of these technologies across the households.

The analysis provides examples of how the process of interpretation of the relationship amid 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 remarkable lower when compared to the ones related to the social economic dimensions. This implies in turn that the indicators selected does not drive a clear partition across the countries.

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<sup>50</sup> 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 neighboring 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 PJ, Kaufman L. 1990).

<sup>51</sup> 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 maximize the explained variance. A small number of principal components explains a large amount of the total variance of the original data. (see Jolliffe IT, Cadima J. 2016).

- The classification of the ESPON countries across the socio-economic dimension mirrors the evolution of the economies along the last 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 the 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 will be collected and processed, a classification of the ESPON countries will be carried out considering specifically this subset of information. If the results will be satisfactory, the analysis will also be conducted at more disaggregated territorial levels as NUTS2 level.

Once the full dataset will be 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, "forms of meaningful interpretation" between the first and the other variables.

All this seems to us 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, as VAR models, which examines 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 our case).
- Panel data (also known as longitudinal or cross-sectional time-series data) is a dataset in which the behavior 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 chosen<sup>52</sup>.

### 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 to 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 focused especially on the one hand on the collection of exemplary practices of CH that have impacted on societal well-being in ESPON countries; 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, for instance, 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 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) and with the mapping of EU investments and of 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 HERIWELL survey to the population. **Italy, Greece, Spain, France, Germany and Poland**

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<sup>52</sup> There are several books and articles that describe the methodologies that we are referring to. For example, for VAR model we refer to Juselius, K. (2006). *The cointegrated VAR model: methodology and applications*. Oxford university press; for panel data to Baltagi, B. (2008) and for factors models Forni, M., Hallin, M., Lippi, M., & Reichlin, L. (2000). At the same time in one of the numerous Econometrics handbooks one may find a more or less detailed illustration of these models. See, for instance, Belsley D. A., Kontoghiorghes E. J. (eds.) 2009,.

present relevant ERDF allocations in cultural heritage, several cultural heritage and well-being EU investments and exemplary practices and cover most of the population living in the 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).

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

Source: HERIWELL elaboration based on EUROSTAT and UNESCO data and the mapping of the HERIWELL country experts team \* current market prices.

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 wellbeing (Busetti and Dente, 2017). The proposed pilot case study is presented in the Box below.

#### Box 2 **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 larger community through an enhanced digital accessibility. The Museum has achieved one of the largest social networks' audience 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 analyzed the relationships between some cultural indicators and specific aspects characterizing the SWB such as culture and health, and culture and social inclusion.

The HERIWELL methodology proceeds as follows. The first phase will analyse (through the cluster analysis and in a purely descriptive way) if culture leads to a modification of the well-being indicators among countries. The size of CH 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 on 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 Europeans) which, in recent years, have invested more in digitization 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 will be refined and enriched. Once the significant data relating to the size and quality of the CH at country level will be collected and processed, a classification of the ESPON countries will be carried out considering specifically this subset of information. If the results will be satisfactory, the analysis will also be conducted at more disaggregated territorial levels as NUTS2 level.

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, "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 8 case studies and with the results of the survey to the population, on the relationship between cultural heritage and societal well-being also in the context of COVID-19. Case studies aims at collecting more fine-grained information on the impacts of cultural heritage at the local level, testing empirical methods of impact assessment, 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 - Archaeological museum of Neaples. Other proposed countries are: Greece and Spain (Southern countries); France, Germany and Poland (Central countries); Estonia (eastern country); Norway (Northern, non EU country). Possible substitute 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, to be used in the descriptive statistical analysis and in the assessment of the societal impact of CH and Investment policies at 'global' level. A detailed analysis is provided in Annex 2. The sets of data sources and indicators considered are listed in the next Table.

*Table 7.1: Data sources and indicators considered*

|   |
|---|
| <ul style="list-style-type: none"><li>• <b>Data sources and indicators of CH endowments (stock):</b> material and intangible CH; museums, theatres, operas, etc.</li><li>• <b>Data sources and indicators to measure impacts on societal well-being:</b><ul style="list-style-type: none"><li>• Data sources and indicators of cultural participation/accessibility/ popularity.</li><li>• 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).</li><li>• Economic and labour market conditions data sources and indicators (e.g. employment rate, GDP, etc.) and societal well-being indicators (e.g. indicators on the quality of life, social cohesion, and social participation).</li></ul></li><li>• <b>Data sources and indicators of public programmes and policies addressing culture:</b> e.g. public expenditure on cultural policies and as a percentage of total public expenditure, with focus on Cohesion Policy allocations and Creative Europe Programme's allocations.</li></ul> |
|---|

The following tables summarise the **main international and European survey and administrative data sources analysed and the availability of indicators at regional and national level**. These data will have to be integrated with national and local data as reported by the EU country experts. These data sources allow **the calculation of 132 indicators overall**. In some cases, it is necessary to manipulate data (with georeferencing process) to obtain the regional level.

Indicators and data sources have been reorganised according to the proposed categorisation of the well-being dimensions that could be impacted by CH discussed in the previous chapters.

Table 7.1 International and European indicators and data sources: stock of cultural heritage<sup>53</sup>

| Dimensions                   |                                       | Territorial level | N. of indicators                 | Main data sources |  |
|------------------------------|---------------------------------------|-------------------|----------------------------------|-------------------|--|
| <b>CH stock (endowments)</b> | CH excellence                         | Material CH       | Regional indicators              | 2*                | UNESCO - World Heritage List<br>European heritage label list   |
|                              |                                       |                   | National indicators              | 3**               | Data produced by the EHHF Economic Task Force** on: 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, operas and libraries |                   | Regional indicators              | 3*                | Opera Europa network – Member list<br>European theatre Convention (ETC) - Member list<br>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<br>EBLIDA Knowledge and Information Centre. Survey on Public and Academic Libraries - Survey data   |
|                              | Digital heritage endowments           |                   | Only national indicators         | 3                 | EUROPEANA pro – ENUMERARE survey - Survey data<br>EBLIDA Knowledge and Information Centre. Survey on Public and Academic Libraries - Survey data<br>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** on: Number of protected constructions; Surface area of protected constructions, Number of protected archaeological sites   |

\* Georeferencing is necessary for regional data; \*\* The Task Force Economy and Statistics was created in 2012 under the European Heritage Heads Forum and is currently working 'to create a common methodology for collecting economic data of cultural heritage'. The Task Force launched a survey through HERIN National Coordinators to collect data on the number of protected constructions and their surface area, and the number of protected archaeological sites in 2014-2015. In January 2016 the Task Force launched a survey through HERIN to collect data on the number of protected

<sup>53</sup> 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.

constructions and their surface area, and the number of protected archaeological sites. See, <https://www.ehhf.eu/economic-taskforce>; and EHHF, Report 2016 Task Force on Economy and Statistics, Bern, May 20, 2016 [https://www.ehhf.eu/sites/default/files/EHHF\\_TF\\_Report\\_2016\\_vdef.pdf](https://www.ehhf.eu/sites/default/files/EHHF_TF_Report_2016_vdef.pdf)

Source: HERIWELL elaboration.

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

| Dimensions      |   | Territorial level      | N. indicators       | Main data sources  |  |
|-----------------|---|------------------------|---------------------|--|--|
| Quality of life | Overall perceptions of quality of life                        | Regional indicators    | 4*                  | Special Eurobarometer on quality of life in European cities - Survey data<br>Flash Eurobarometer 427: Public opinion in the EU regions   |  |
|                 | Education and skills, including ICT use for cultural purposes | Educational attainment | Regional indicators | 3  | EUROSTAT, EU-LFS - Survey data   |
|                 |   | ICT access and use     | National indicators | 6  | EUROSTAT- Adult Education Survey (AES) - Survey data<br>UNESCO OECD EUROSTAT (UOE) JOINT DATA COLLECTION - Administrative data |
|                 |   |                        | Regional indicators | 1  | World Values Survey – Survey data  |
|                 | Health conditions   | National indicators    | 2                   | EUROSTAT - European ICT surveys and Annual model Questionnaire on ICT - Survey data  |  |
|                 |   | Regional indicators    | 3                   | EUROSTAT UNIDEMO - Administrative data   |  |
|                 | Environmental quality and protection                          | National indicators    | 1                   | EUROSTAT EU-SILC - Survey data<br>Also the European Union Regional Social Progress Index includes the dimension "Health and Wellness" with the specific indicator: general health status   |  |
|                 |   | Regional indicators    | 2                   | EUROSTAT/OECD Joint Questionnaire - Survey data<br>EUROSTAT farm structure surveys – FSS - Survey data   |  |
|                 |   | National indicators    | 5                   | EUROSTAT - EU-SILC - Survey data<br>EUROSTAT farm structure surveys – FSS - Survey data<br>EUROSTAT/EEA - Natura 2000 - Administrative data<br>COFOG/National Accounts - Administrative data<br>UNDP Human Development Data – Survey and administrative data<br>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         | N. of indicators    | Main data sources  |  |
|------------------------|--|---------------------------|---------------------|--|--|
| <b>Social cohesion</b> | 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<br>European Court of Human Rights statistics<br>UNDP Human Development Report - Survey and administrative data<br>Special Eurobarometer on discrimination - Survey data<br>European Values Study - Survey data<br>Eurobarometers on Social Climate - Survey data   |  |
|                        | Community participation, volunteering (also in cultural organisations) and charitable giving | Only national indicators  | 5                   | EUROSTAT- Quality of life indicators - EU-SILC ad-hoc modules on social and cultural participation and subjective well-being - Survey data<br>EU-SILC 2015 ad-hoc module on social and cultural participation - Survey data<br>EGMUS database - European Group on Museum statistics - Administrative data<br>World Values Survey - Survey data |  |
|                        | Trust  | Quality of institutions   | Regional indic.     | 4**  | European Quality of Institutions Index - Survey data   |
|                        |  | Social trust and violence | Regional indicators | 8  | EU-SILC ad-hoc module on well-being - Survey data<br>World Values Survey - Survey data<br>European Values Study - Survey data<br>EUROSTAT-UNODC - Administrative data<br>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                       | N. of indicators             | Main data sources | Dimensions  |
|----------------------------|---|---|------------------------------|-------------------|---|
| <b>Material conditions</b> | National/regional overall socio-economic conditions | Contextual socio-economic conditions    | Regional indicators          | 3                 | EU Social Progress Index SPI - Administrative and survey data<br>EUROSTAT, Regional accounts (e.g. Gross value added, household income, etc.) - 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 | 4 (2**)           | EUROSTAT, Regional accounts – Administrative and survey data<br>EUROSTAT, EU-SILC - Survey data   |
|                            | Housing, price of land                              |   | National indicators          | 3                 | EUROSTAT, EU-SILC - Survey data   |
|                            |   |   | Only national indicators     | 3                 | EUROSTAT, EU-SILC - Survey data   |
|                            | Material conditions in the culture sector           | Jobs and earnings in the culture sector | Only national indicators     | 8                 | EUROSTAT - EU-LFS - Survey data (microdata)<br>EUROSTAT- Labour Cost Surveys (LCS) - Survey data UIS.Stat<br>EGMUS database – European Group on Museum statistics<br>EUROPEANA collections. ENUMERATE core survey – Survey data<br>EBLIDA Knowledge and Information Centre. Survey on Public and Academic Libraries – Survey data |
|                            |   |   |                              | 3                 | EUROSTAT - Annual Business Demography - Administrative and survey data<br>EUROSTAT - Structural business statistics - Administrative and survey data  |
|                            |   |   |                              | 4                 | EUROSTAT - Comext - Administrative data<br>EUROSTAT - Balance of Payments- Administrative data UIS.Stat<br>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

|  | <b>Dimensions</b>                                  | <b>Territorial level</b> | <b>N. of indicators</b> | <b>Main data sources</b>  |
|--|--|--------------------------|-------------------------|---|
| <b>Public programmes and funding, governance</b> | 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 of 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 spent by owners for the conservation, restoration, repair and maintenance of protected constructions in 2014-2015 |

\* Georeferencing is necessary for regional data;  
Source: HERIWELL elaborati

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

|                               | <b>Dimensions</b>              | <b>Territorial level</b> | <b>N. of indicators</b> | <b>Main data sources</b>   |
|-------------------------------|--------------------------------|--------------------------|-------------------------|--|
| <b>Cultural accessibility</b> | Cultural attendance/use/access | Regional indicators      | 6 (5*)                  | Open Cohesion – Administrative data<br>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<br>EBLIDA Knowledge and Information Centre. Survey on Public and Academic Libraries – Survey data<br>Special Eurobarometer on CH – Survey data<br>EUROPEANA pro – ENUMERARE survey– Survey data |
|                               | Popularity of CH endowments    | Regional indicators      | 3*                      | Tripadvisor and UNESCO - “10 best UNESCO Cultural and Natural Heritage sites”<br>EUROSTAT and Wikipedia – Experimental Statistics on UNESCO WH Sites   |

|  |                                |                          |    |  |
|--|--------------------------------|--------------------------|----|--|
| <b>Cultural participation and satisfaction</b> | Cultural participation         | Only national indicators | 6  | EGMUS database – European Group on Museum statistics - Administrative data<br>EUROSTAT - EU-SILC - Survey data<br>Special Eurobarometer on CH - Survey data<br>EUROSTAT – Household Budget Survey (HBS) - Survey data<br>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:

- Cultural heritage **stock and its popularity**: e.g. Tripadvisor's users' 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 users' 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, Expatexplore; Festival finder; Twitter messages; TravelBlog;
- **Attractiveness of territorial areas**: e.g. Google Trends; Baidu; AirDNA using Airbnb data; Booking; Flickr;
- **Housing, price of land**: AirDNA using Airbnb data, HomeAway and VRBO data;
- **Target groups**: Flickr geotagged photos (potential indicators on visitors' country of origin).

## 7.2 Potentialities and challenges 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.

In general, concerning potentialities:

- There are **several data sources (especially from EUROSTAT) for comparative analysis** of data on culture 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](#)<sup>54</sup>; [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 **geo-referencing processes**.
- **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 and problems** include:

- Comparable EU data on CH endowments and economic patterns are limited. Often it is not possible to disentangle CH from culture data. In addition, the available international and European data on CH endowments are based only on international sites considered 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) has

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<sup>54</sup> [Special Eurobarometer on Cultural Heritage](#), [Special Eurobarometer on quality of life in European cities](#), [Special Eurobarometer on discrimination](#).

carried out a survey in 2016 on: the number of protected constructions and their surface area, and on the number of protected archaeological sites. The task force is also currently working 'to create a common methodology for collecting economic data of cultural heritage', e.g. the gross value added and the jobs generated in: i) the construction sector; ii) the real estate and property sector; iii) the tourism sector; iv) the cultural and creative industries sector.

- Few indicators are available at regional/local level. In some cases, even if territorial disaggregation are 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 with other sources with more recent data or with smoothing techniques.
- Many Eastern EU Member States do not provide information prior to acceding 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 differing 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.

When it comes to **big data challenges** the most relevant are:

- Data quality due to biases deriving from the design of the platform or its use (e.g. arbitrary classifications, etc.), the sampling or the data availability;
- Comparability over time, across countries and among the different sources that use different methods of collecting data;
- Representativeness of data, especially in the case of social media one, 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.

Finally, **specific pros and cons** for each of the macro-groups of data sources, described in Table 7. and following, are listed below.

**Statistics on CH** (material and intangible):

- **Indicators of CH endowments** (especially for what concern sites) rely on international sources of cultural excellence and **do not fully cover the stock of MCH in each country/region**. Additional data on have been 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).
- These data **strongly depend on the criteria adopted**. 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 criteria<sup>55</sup> while to [European Heritage sites](#) have

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<sup>55</sup> The list is available at <https://whc.unesco.org/en/criteria/>

been 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 (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 what a “museum” is.
- 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 – ENUMERARE survey](#); EHHF data <https://www.ehhf.eu/economic-taskforcee>
- **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 often are multinational assets.

#### **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 – ENUMERARE survey](#) provide some indicator on online visits).
- Some sources, combining big data and standard ones, 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](#))

#### **Employment and earnings/income in culture sector and indicators of the cultural industry:**

- Indicators on earnings/income in culture 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 provides data since 2011 (based on international methodology<sup>56</sup> 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).
- 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 to isolate the CH sector. As anticipated, the Task Force on Economy and Statistics, one of the two committees of the European Heritage Heads Forum, (EHHF) is currently working 'to create a common methodology for collecting economic data of cultural heritage', e.g. the gross value added and the jobs generated in: i) the construction sector; ii) the real estate and property sector; iii) the tourism sector; iv) the cultural and creative industries sector.

**Contextual 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 datasources and indicators - especially those regarding material conditions (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.
- High variability for what concerns time coverage (difference data sources).
- Eurobarometers survey data (like the series of Special Eurobarometers on Social Climate or on the Quality of life) are based on individual perceptions.

**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 in order to allow us to consider several dimensions 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.

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

The first one refers to the difficulty to isolate cultural heritage investments from other investments in culture in general. The categorisation system<sup>57</sup> 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

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<sup>56</sup> 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.

<sup>57</sup> The categorisation system is defined in Implementing Regulation 215/2014 with 8 dimensions - <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32014R0215>. These dimension represent different ways of categorising the nature of the EU support (i.e. the intervention (activity) field, the form of finance, the territorial context, etc.). The data are in current prices. It is 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.

promotion of public cultural and heritage assets; 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 Indicator 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’. Thus, 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 museum). The recognition carried out shows that data<sup>58</sup> 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) + 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”<sup>59</sup> (2018). This report proposed two new indicators to replace the previously mentioned one: 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 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. This is particularly relevant for unveiling the countries that invest (and hence value) most in their cultural heritage.

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 a rather fragmented information. Examples are: the HEREIN - European cultural heritage information network; the EGMUS database; the EUROPEANA pro – ENUMERARE survey; the EHHF Economic task force data on: budget for conservation, restoration, repair and maintenance spent by all government levels for protected constructions; and expenses spent by owners for the conservation, restoration, repair and maintenance of protected constructions.

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<sup>58</sup> <https://cohesiondata.ec.europa.eu/2014-2020/ESIF-2014-2020-Achievement-Details/aesb-873i>

<sup>59</sup> 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](https://ec.europa.eu/regional_policy/sources/docgener/studies/pdf/indic_post2020/indic_post2020_p1_en.pdf)

### 7.3 Data sources: Creative Europe data

As anticipated in Chapter 5, the Creative Europe Programme funds some special actions, which directly tackle CH and foster impacts on some dimensions of societal well-being. The official source of Creative Europe project results 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.

Table 7.2: 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                         |
| Is 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, are highlighted on the platform. 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 to 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”<sup>60</sup> or “for results”. The advanced search provides for different categories and types of results<sup>61</sup>. The term “results” indicate the presence of project material and documents uploaded by the project’s 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

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<sup>60</sup> 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. Moreover available: Organization name, Country

<sup>61</sup> The 8 categories of results are: Feedback from participants; Direct effects on participants and project partners; Practical & Reusable resources for the practitioners; Research material bringing forward the reflection in the sector; Community building tools; Partnership and cooperation; Dissemination material; Organizational and working documents.

within the text, but not listed per se. This means that to detect the presence of quantitative data, a preliminary qualitative analysis of the text should be carried out.

It is also worth noting that the search tools do not categorize the projects according to their topic(s). It is then hard to select, among the 4 thousand funded projects, the ones dealing with CH and (some dimension of) well-being. It is however possible to conduct a manual search using keywords, in order to extract a preliminary list of projects potentially dealing with the topic of the HERIWELL research. A first run of the search for keywords is presented in the Table below, referred to the Creative Europe projects. According to the elaboration, 222 out of the 3,352 projects funded by Creative Europe mention the word 'cultural heritage'. There are moreover 150 projects who both mention the terms 'cultural heritage' and 'knowledge/research', followed by 116 mentioning communitarian/participatory terms, 114 projects mentioning words referred to the digital area, around 100 for both education, and migration/inclusion.

*Table 7.3 Results of the search for key words on the Creative Europe database*

|  | <b>Heritage</b> | <b>CH</b> | <b>ICH</b> | <b>TCH</b> |
|--|-----------------|-----------|------------|------------|
| blank  | 287             | 222       | 55         | 41         |
| Knowledge, research  | 181             | 150       | 49         | 29         |
| Digitization, 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.

### **European Capital of the Culture (ECoC)**

Information on ECoC are not included in an official database. However the Creative Europe website makes available the ex-post evaluations reports of ECoC for the years from 2007 to 2015. The evaluation reports only contain narrative information. The evaluation bases mainly on interviews with key stakeholders and EU-level stakeholders, individual reports prepared by

the cities hosting the title, and other sources of data (as EU-relevant literature). The evaluation follows the ex-post methodology, even though limits exist. As an example, the evaluation lack to compare the results achieved with the ex-ante situation<sup>62</sup>.

The evaluation reports focus on some key issues represented by “core result indicators” (Table 7.4: Core results indicators for the ECoC. These indicators would be useful to draw a comparative analysis among the different Capitals of Culture along the years. Unfortunately, these indicators are not calculated and listed per se, but are in “some way” included within the narrative text. 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.

Table 7.4: Core results indicators for the ECoC

| Specific objective   | Core result indicators  |
|--|---|
| Enhance the range, diversity and European dimension of the cultural offer in cities, including through transnational cooperation | Total number of projects and events   |
|  | € value of ECoC cultural programs   |
|  | No. of European cross-border co-operations within ECoC cultural program                                     |
|  | Number and/or proportion of artists from abroad and from the host country featuring in the cultural program |
| Widen access to and participation in culture   | Attendance or participation in ECoC events  |
|  | Attendance or participation by young, disadvantaged or “less culturally active” people                      |
|  | Number of active volunteers   |
| Strengthen the capacity of the cultural and creative sector and its connectivity with other sectors                              | € value of investment in cultural infrastructure, sites and facilities                                      |
|  | Sustained multi-sector partnership for cultural governance  |
|  | Strategy for long-term cultural development of the city   |
|  | Investment in, or number of collaborations between cultural operators and other sectors                     |
| Improve the international profile of cities through culture  | Increase in tourist visits and overnight stays  |
|  | Volume and tone of media coverage (local, national, international, digital)                                 |
|  | Awareness of the ECoC amongst residents and recognition amongst wider audiences                             |

Source: ECoC

Lack of data and their comparability has hampered the possibility of evaluate the effects of the ECoC initiative. Some researchers have proposed different methodologies to overcome the shortcomings. For example, Gomes & 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 analyse changes in relevant social-cultural dimensions, linking the main elements coming from comparative analysis based

<sup>62</sup> The main limitation of this approach concerns the absence of a comparison with a pre-evaluation.

on the core indicators with structural data from official EU social and economic statistics (i.e. GDP, job revenues, number of workers in specific sectors, etc..).

## 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.

In the following paragraphs we 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.

### NUTS Harmonisation:

The NUTS (*Nomenclature of territorial units for statistics*) classification has been developed by EUROSTAT to identify the territorial aggregations in Europe<sup>63</sup>. It is a hierarchical system, based on the population size, and on administrative and geographical criteria, with the following levels:

- NUTS-0: Countries
- NUTS-1: major socio-economic regions (average size of the population between 3m-7m)
- NUTS-2: basic regions (average size of the population between 800,000-3m)
- NUTS-3: smaller regions (average size of the population between 150,000-800,000)

The classification is revised and amended (if necessary) every three years or more: it has been updated (from the initial version of NUTS 2003), in 2006, 2010, 2013 and 2016 (a 2020 version should be released). This creates an issue for the comparability of some data over time, in particular when aiming to create a panel data structure for data reported with different NUTS versions. We will therefore implement an harmonisation routine for the NUTS classification. An historical mapping of the NUTS classification will be created, mapping all the NUTS-versions between one another. There are three types of possible changes:

- Change of code for the same territorial aggregation
- Change of code due to merging of previously separated aggregations
- Change of code due to split of previously merged aggregations

The data will be then adjusted according to the changes occurred:

- Data are kept as they are
- An average of the data from the two previously separated aggregations is created

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<sup>63</sup> See <http://ec.europa.eu/eurostat/documents/3859598/6948381/KS-GQ-14-006-EN-N.pdf/b9ba3339-b121-4775-9991-d88e807628e3>

- The data are allocated to the two new aggregations, as appropriate according to the variable type (either divided by the number of aggregation, or allocated as they are)

The result of this effort is a database with the latest version of the NUTS classification (2016).

#### 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 data<sup>64</sup>. This imputation allows to increase 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 higher extent than other.

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 of smoothing techniques, such as using national average-centred data or other weighing methods. This imputation allows to increase the availability of the data, and to include more regions in the estimations.

General rules of imputation adopted:

- Only missing data within the period of interest will be imputed;
- In 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 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.

**When data are provided at city level (or lower, for example with an address) georeferencing will be adopted for regional identification.** With georeferencing is possible to

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<sup>64</sup> 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.

locate data at LAU level and then assign them at regional (NUTS1/NUTS2). This will be done by means of a GIS software, which will also allow to produce Pan-European maps (in vector format) for visual representations of spatial data.

Checks for duplications:

**Some indicators of CH (sites, theatres and operas) 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 as theatres included in the [Opera Europa network](#) and in the [European theatre Convention](#).

Use of big data at local level from triangulated sources

In order 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 partially data accessibility could be prevented by selected case studies in countries where there exists already some sort of consolidated use of big data in the cultural or related fields. For instance, Estonia is one of the two countries in the world that use big data for tourism statistics<sup>65</sup>. Even though not directly related to heritage, these data could still provide useful for collecting information on cultural attendance to specific cultural heritage sites. In addition, in order 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 jointly use with data from official statistics will be used to reduce biases challenges.

Integration of EU data sources on EU investments with data provided by Managing Authorities in ESPON countries

In order to mitigate the partiality of information on funds allocated to heritage investments provided by the Open Cohesion data platform and Culture Programme and Creative Europe programmes, 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.

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<sup>65</sup> 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 **132 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, etc.) 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 geo-referencing processes is possible;
- the difficulty to assign 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 to distinguish cultural heritage from overall culture and 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 (e.g. often data is not free)

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

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

- NUTS Harmonisation (e.g. harmonisation routine for the NUTS classification and adjustment of data accordingly, such as, for instance, the creation of an average of the data from previously separated aggregations, allocation of data to the new aggregations, etc.);
- 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 of smoothing techniques as well as of geo-referencing of local data for regional identification for reducing the impact of missing regional indicators; checks 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.

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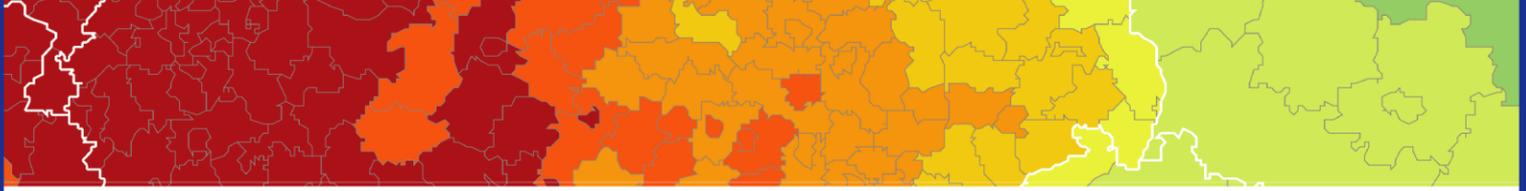
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### **ESPON 2020 – More information**

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