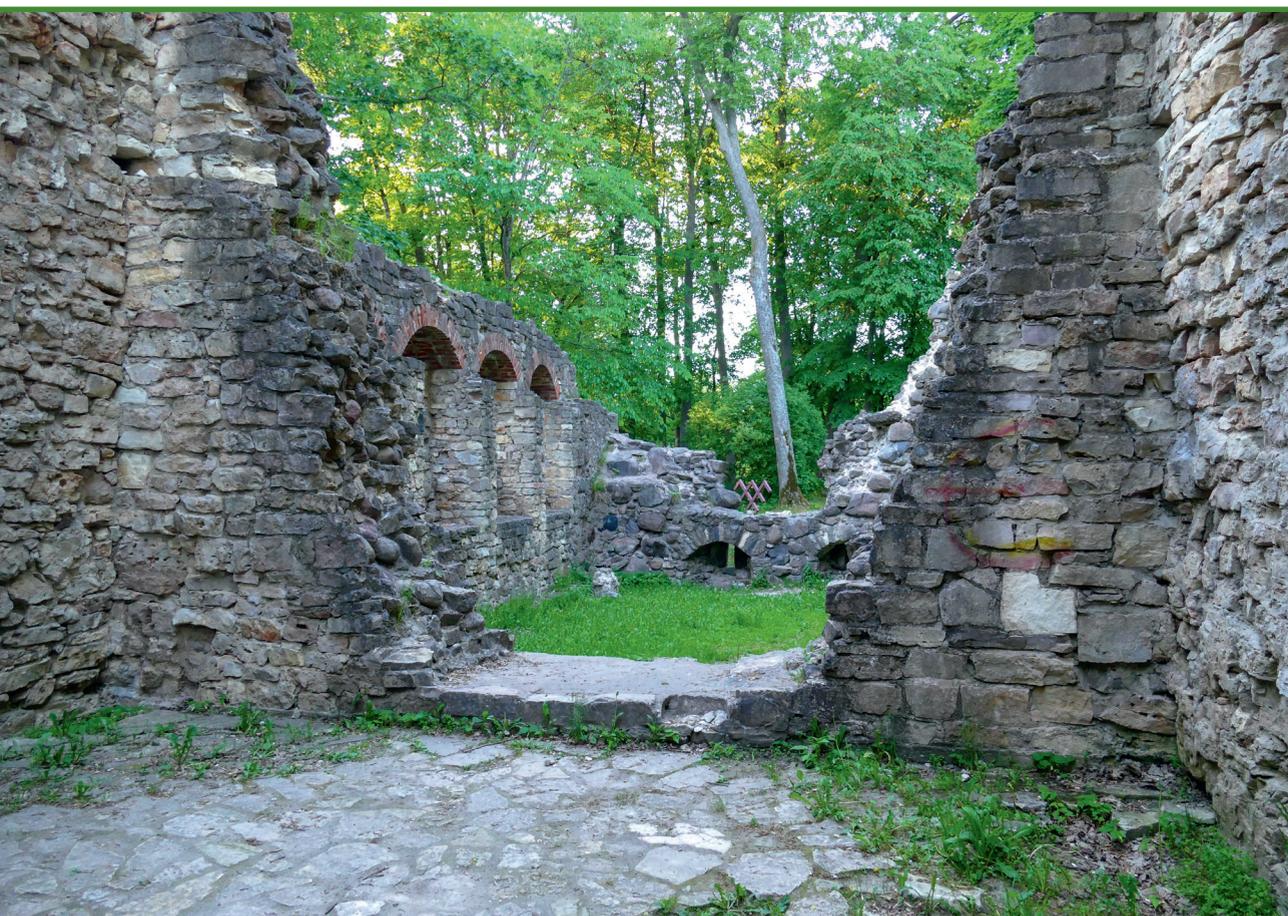


**Andris Kairišs**

**MANAGEMENT OF DEVELOPMENT OF NATIONAL  
CULTURAL HERITAGE'S SOCIO-ECONOMIC  
POTENTIAL**

Summary of the Doctoral Thesis



**RIGA TECHNICAL UNIVERSITY**  
Faculty of Engineering Economics and Management

**Andris Kairiņš**

Doctoral Student of the Study Programme “Management and Economics”

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# **DOCTORAL THESIS PROPOSED TO RIGA TECHNICAL UNIVERSITY FOR PROMOTION TO THE SCIENTIFIC DEGREE OF DOCTOR OF SCIENCE**

To be granted Ph. D. in Social Sciences, the present Doctoral Thesis has been submitted for defence at the open meeting of RTU Promotion Council on 28<sup>th</sup> May 2024 at 10.00 at the Faculty of Engineering Economics and Management of Riga Technical University, 6 Kalnciema Street, Room 209.

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## **DECLARATION OF ACADEMIC INTEGRITY**

I, Andris Kairiņš, hereby declare that the Doctoral Thesis submitted for review to Riga Technical University for promotion to the Ph. D. in Social Sciences is my own. I confirm that this Doctoral Thesis has not been submitted to any other university for promotion to a scientific degree.

The Doctoral Thesis has been prepared as a thematically united collection of scientific publications. It consists of a summary and nine publications. Publications were written in Latvian and English. The total number of publication pages is 184 (excluding lists of bibliographical sources and annexes).

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## TERMS AND ABBREVIATIONS USED

### List of abbreviations used

Abbreviation	Transcription
Cabinet	Cabinet of Ministers of the Republic of Latvia
ESPON	European Spatial Planning Observatory Network
EU	European Union
Europol	European Union Agency for Law Enforcement Cooperation
ICC	International Criminal Court
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
ICOM	International Council of Museums
ICOMOS	International Council on Monuments and Sites
Interpol	International Criminal Police Organization
JSC	Joint Stock Company
LAPHH	Latvian Association of Private Historic Houses
LVM	JSC "Latvijas valsts meži"
Methodology UKR	Ukrainian methodology for monetary valuation of cultural monuments "Metodika groshovoj ocinki pamjatok"
Monuments' Register	Register of State Protected Cultural Monuments of the Republic of Latvia
NHB	National Heritage Board of the Republic of Latvia
NGO	Non-Governmental Organization
NZIER	New Zealand Institute of Economic Research
PESTEL analysis	Analysis of Political, Economic, Social, Technological, Environmental and Legal factors
Protection Law	Law of the Republic of Latvia. Law "On Protection of Cultural Monuments"
SoPHIA	Social Platform for Holistic Heritage Impact Assessment
UCLG	International organization "The World Organization of United Cities and Local Governments"
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIDROIT	International Institute for the Unification of Private Law
UNODC	United Nations Office on Drugs and Crime
VARAM	The Ministry of Environmental Protection and Regional Development of the Republic of Latvia (Vides aizsardzības un reģionālās attīstības ministrija)
VAT	Value-Added Tax

## List of terms used

Term	Explanation	Notes	Source
Antiquities (artifacts)	<p>Objects created as a result of intentional act of a human being – artefacts (for example, jewellery, weapons, tools, household objects, ceramic articles, coins in intact form or as fragments) which have been found in the ground, above the ground, or in water.</p> <p>Archaeological sites which have acquired the status of a State protected or newly discovered cultural monument, and also antiquities (dating back to the 17th century inclusive) found in the ground, above the ground, or in water in the protection zones thereof shall be under protection of and belong to the State and they shall be kept by public museums.</p>		Law of the Republic of Latvia. Law “On Protection of Cultural Monuments”
Cultural heritage	A group of resources inherited from the past, which people identify, independently of ownership, as a reflection and expression of their constantly evolving values, beliefs, knowledge and traditions. It includes all aspects of the environment resulting from the interaction between people and places through time.		Council of Europe Convention 2005
Cultural heritage potential	A potential to generate sustainable socio-economic development based on cultural resources. The potential extracts, exposes, and appreciates cultural heritage components, emphasizing their cultural (and social) value and economic significance.		Król, 2021
Cultural monument (in Latvia)	Cultural monuments are a part of the cultural and historical heritage – cultural and historical landscapes and individual territories (ancient burial sites, cemeteries, parks, places of historical events and the activities of famous persons), as well as individual graves, groups of buildings and individual buildings, works of art, facilities and articles with historical, scientific, artistic or other cultural value and the preservation of which for future generations is in conformity with the interests of the State and people of Latvia, as well as international interests.	In the Doctoral Thesis, unless otherwise specified, the term applies only to immovable objects of cultural heritage in Latvia, which have been granted the status of a cultural monument.	Law of the Republic of Latvia. Law “On Protection of Cultural Monuments”
Cultural resources (in economic terms)	Cultural resources in economic terms refer to assets rooted in a society's cultural heritage, traditions, and creativity that have the potential to generate economic value and contribute to economic activities.		Definition of the term used in the Doctoral Thesis
Immovable cultural heritage	The following is considered [immovable] cultural heritage: <p>(a) monuments: architectural works, works of monumental sculpture and painting, including cave dwellings and inscriptions, and elements, groups of features or structures of particular value from the point of view of archaeology, history, art or science;</p> <p>(b) groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of particular value from the point of view of history, art, or science;</p> <p>(c) sites: topographical areas, the combined works of man and of nature which are of particular value by reason of their beauty or their interest from the archaeological, historical, ethnological or anthropological points of view.</p>	<p>The Convention applies only to immovable cultural heritage, so the definition of cultural heritage in the Convention applies only to immovable cultural heritage.</p> <p>Reference to the UNESCO Convention, 1972 is also made, defining immovable cultural heritage, in the</p>	UNESCO Convention, 1972

		<p>Council of Europe Convention, 2017.</p> <p>In the Doctoral Thesis terms “cultural heritage” and “immovable cultural heritage”, are used interchangeably, unless otherwise specified.</p>	
Immovable cultural heritage object	A monument, group of buildings or site meeting the definition of [immovable] cultural heritage under the UNESCO Convention, 1972.	In the Doctoral Thesis terms “cultural objects”, “immovable cultural heritage objects”, “(cultural) heritage objects”, and “(cultural) heritage sites” are used interchangeably and imply units of immovable cultural heritage, unless otherwise specified.	Author’s definition based on UNESCO Convention, 1972
Indicator	A measurable variable that is used to assess, measure, or represent a particular condition, trend, or quality in a specific context.		Definition of the term used in the Doctoral Thesis
Management system	Management system is a systemic framework designed to manage industry’s policies, procedures and processes.		Definition of the term used in the Doctoral Thesis
Manor	An administration building or a complex of buildings on a land ownership. It usually includes a manor house or a castle/palace, a land steward’s house, buildings for collecting payments and storing products, etc.		Latvian National Terminology portal
Methodology	<p>A set of methods, rules, or ideas that are important in a science or art.</p> <p>A particular procedure or set of procedures.</p>	In the Doctoral Thesis, unless otherwise specified, the term applies to the set of procedures that guide the process of solving problems in a particular field.	The Britannica Dictionary
Movable cultural heritage (cultural property)	<p>“Cultural property” means property which, on religious or secular grounds, is specifically designated by each State as being of importance for archaeology, prehistory, history, literature, art or science and which belongs to the following categories:</p> <p>(a) rare collections and specimens of fauna, flora, minerals and anatomy, and objects of palaeontological interest;</p> <p>(b) property relating to history, including the history of science and technology and military and social history, to the</p>	Reference to the UNESCO Convention, 1970 is also made, defining movable cultural heritage, in the Council of Europe Convention, 2017.	UNESCO Convention, 1970

	<p>life of national leaders, thinkers, scientists and artist and to events of national importance;</p> <p>(c) products of archaeological excavations (including regular and clandestine) or of archaeological discoveries;</p> <p>(d) elements of artistic or historical monuments or archaeological sites which have been dismembered;</p> <p>(e) antiquities more than one hundred years old, such as inscriptions, coins and engraved seals;</p> <p>(f) objects of ethnological interest;</p> <p>(g) property of artistic interest, such as:</p> <p>(i) pictures, paintings and drawings produced entirely by hand on any support and in any material (excluding industrial designs and manufactured articles decorated by hand);</p> <p>(ii) original works of statuary art and sculpture in any material;</p> <p>(iii) original engravings, prints and lithographs;</p> <p>(iv) original artistic assemblages and montages in any material;</p> <p>(h) rare manuscripts and incunabula, old books, documents and publications of special interest (historical, artistic, scientific, literary, etc.) singly or in collections;</p> <p>(i) postage, revenue and similar stamps, singly or in collections;</p> <p>(j) archives, including sound, photographic and cinematographic archives;</p> <p>(k) articles of furniture more than one hundred years old and old musical instruments.</p>		
Stakeholder	One who is involved in or affected by a course of action.		Merriam-Webster dictionary
Sustainable management	An approach to managing resources and processes that balances economic, social, and environmental factors to ensure long-term sustainability.	Study Mind is an official UK government Department of Education partner for the National Tutoring Programme.	Study Mind

# 1. GENERAL OVERVIEW OF THE DOCTORAL THESIS

## 1.1. Introduction

Ancient history, the existence of many different cultures in the current territory of Latvia, developed crafts, art, trade and other factors determined the richness and uniqueness of Latvia's cultural heritage (both in terms of architecture, ancient sites and cultural-historical landscapes, as well as art and antiques). Several thousands of movable and immovable cultural monuments (Monuments' Register, 2023), as well as a developed infrastructure of cultural institutions and significant cultural and historical interests of the population also determine the wide opportunities for the development of Latvia's cultural heritage potential.

Cultural heritage is a broad concept. It can be conditionally divided into tangible (material) and intangible (i.e. non-material) heritage. Tangible heritage, in its turn, is divided into movable heritage (artifacts) and immovable heritage related, e.g., to architectural works, structures of particular value from the point of view of archaeology, etc. (UNESCO Convention, 1972). The Doctoral Thesis focuses on immovable Latvian cultural heritage objects.

The topic of the value of culture may seem a strange one for an economist, since culture as a concept has not been often reflected in academic economics until the beginning of the 21st century. The culture of a group of people, as it is usually understood, stands for the values and beliefs the people share. By banning culture from economic conversations economists deprive themselves from any insight into the role that values play in the economy; thereby such banning is considered incorrect (Klamer, 1997) and is being refuted by a number of economists (e.g., Throsby, 2012; Rypkema, 2012).

In the recent years, the instrumental value of cultural heritage, as manifested in its social and economic implications, has been claimed by various advocates of heritage and recognized by many policy-makers. Culture (and cultural heritage, as its indispensable part) is now considered by many authors as one of the equivalent pillars of sustainable development (UCLG, 2010; UNESCO, 2012). As confirmed by multiple studies, cultural heritage, if properly managed, can be instrumental in enhancing social inclusion, developing intercultural dialogue, shaping identity of a territory, improving quality of the environment, providing social cohesion and – on the economic side – stimulating tourism development, creating jobs and enhancing investment climate (e.g., Dümcke & Gnedovsky, 2013; UNESCO, 2019). In other words, investment in cultural heritage can generate return in a form of social benefits and economic growth.

Taking into consideration the economic role of the cultural heritage (which has been confirmed by a number of international legal instruments, studies and recommendations, e.g., Council of Europe Convention, 2005; Mergos & Patsavos, 2016; European Commission, 2017, 2019; ESPON, 2020), heritage objects should be seen as assets and commodities that due to their characteristics are quite costly to maintain and have their value determined in the interaction between demand and supply on the market. In economic terms, however, the approach for evaluating economic value of cultural heritage objects is different from other goods or services. A major difference is that their market supply is fixed in time. When visitors are charged to enter a

cultural heritage site, it doesn't mean that the access fees reflect its true value or economic cost for maintaining the site (Alexandrakis, Manasakis, & Kampanis, 2019, p. 1). Therefore, the non-market valuation methods (e.g., Stated Preference Method, Travel Cost Method, Hedonic Price Method. See NZIER 2018; Nijkamp, 2012; Rypkema, 2012), should as well be used to estimate the value assigned to the use of cultural heritage sites. Moreover, the value of cultural heritage objects is determined also by the very existence of these objects and relates to the so called "non-use values" (Frey, 1997; Brooks, 2004). This, for example, largely explains huge number of donations for reconstruction of the Notre-Dame de Paris after the fire in 2019 (Oelze, 2020), even though many donors have probably never visited it.

It should be noted that sound and justified investments (e.g., restoration of cultural objects) in immovable cultural heritage contribute to local communities' well-being (e.g. attracting visitors and thus creating jobs for local people) and e.g., to the development of sustainable cultural tourism. On the other hand, examples of low-quality interventions (e.g., diminishing their cultural and historic value, aesthetic appeal) in cultural heritage sites give rise to complaints from both experts and local residents. Low-quality interventions may even damage irreplaceable historical elements, their environment and related intangible cultural heritage, identities and social practices (SoPHIA, 2020). Insufficient public support, turning privilege of ownership of cultural heritage sites into burden is the other obstacle preventing socio-economic development of cultural heritage (Karnite, 2002; Kairiss & Olevska, 2021a, 2021c). Practice shows that cultural heritage objects often suffer from illegal economic activities (e.g., looting of archaeological sites), thus damages are being done to both the objects and different groups of stakeholders enjoying various benefits stemming from the use of the cultural heritage objects (e.g., Brodie, 2010; Nagle, 2016; Kairiss, 2016).

Development of immovable cultural heritage objects is closely related to the development of national and international cultural tourism. Despite significant foreign visitors' interest in authentic Latvian cultural heritage, large cultural tourism potential (Ministry of Economics, 2019, Cultural Policy Guidelines for 2022–2027) and availability of funding programs for renovation and development of immovable cultural heritage objects (esfondi.lv, 2022<sup>1</sup>), Latvia's cultural resources are rated quite low at the international level, ranking Latvia 95th (Estonia 78th, Lithuania 89th) among 140 countries (World Economic Forum, 2019). Cultural resources, in their turn, are closely related to the condition and accessibility of immovable cultural heritage objects, however large part of Latvian immovable cultural heritage objects is (still) in poor condition (Dambis, 2019). The cultural dimension of heritage objects is important; however, in order to promote both their and broader level of sustainable development, few questions are to be answered first: who are the stakeholders of cultural heritage objects, what are the interests that they have and what is the socio-economic impact of immovable cultural heritage objects? The mere conservation of the cultural heritage objects funded by public resources appears to be temporary and unsustainable measure if not supported by permanent maintenance which, in its turn, implies balanced use of these objects, providing for socio-economic benefits and raising well-being of local and broader community. It should be taken into account that direct economic effect from the use of cultural heritage objects

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<sup>1</sup> E.g. over the last five years, the funding attracted by municipalities for the restoration of cultural heritage sites from EU funds alone has amounted to more than 100 million EUR.

(like selling tickets to visitors) usually is not enough to provide enough finance to maintain them; however, the indirect effects, incl. visitors' ancillary spending and higher public revenues, are much higher, ensuring resources for both maintenance and further development (Brodie, 2010; Pūķis, 2011).

Measuring the socio-economic impact of immovable cultural heritage has not become, so far, a routine instrument in heritage planning in Latvia. Moreover, cultural heritage sites (most frequently in the eyes of public institutions) are often considered as cultural property only, underestimating their socio-economic value. Existing national planning documents do not analyze the socio-economic development aspects of immovable cultural heritage and identify appropriate development directions and solutions. This approach, on the one hand, leads to lack of sufficient financing to maintain immovable cultural heritage objects in good condition as well as lack of support to individuals and organizations trying to develop the socio-economic potential of the cultural heritage objects; on the other hand, it leads to unused opportunities to promote the well-being of the local and (in many cases) broader community and satisfaction of interests of other stakeholders. Since public sector often lacks necessary resources to maintain cultural heritage objects, but private sector may not fully respect societal interests, it is largely accepted that the protection of cultural heritage and the development of its socio-economic potential require a holistic approach, involving the public, private, and non-governmental sectors, as well as cooperation among various stakeholders. Thus, the development and implementation of methodology of immovable cultural heritage management and socio-economic development are at the forefront (Kairiss, Geipele, & Olevska-Kairisa, 2023). This methodology is primarily concerned with identifying the necessary actions at the national and local (municipal) level to promote the sustainable development of immovable cultural heritage and to provide opportunities for society to get socio-economic benefits from the use of immovable cultural heritage objects.

The aforementioned implies that management of cultural heritage objects and corresponding public policy is to be studied, paying special attention to identification and overcoming obstacles to the development of the socio-economic potential of the immovable cultural heritage sites.

## **1.2. Aims and Objectives**

There is a large variety of cultural heritage objects which are divided by type, e.g., archaeological, architectural, industrial, urban construction, etc. (Monuments' Register, 2023). The aspects of management, structure of maintenance expenses and revenues as well as other aspects of different types of cultural objects differ substantially. That is why the author has chosen two types of cultural heritage objects; the research is mainly focused on archaeological objects (e.g., ancient burial grounds, hillforts, castles, etc.) and architectural heritage objects (in particular – manors as large and illustrative part of architectural heritage). These objects' types are characterized by different administrative requirements, restoration and conservation practices, socio-economic use, etc., thus allowing studying the aspects of socio-economic potential development in a larger context.

**The hypothesis:** Factors influencing the development of the socio-economic potential of the immovable cultural heritage determine planning and implementation of sustainable management of such development.

**The aim of the research** is to carry out in-depth research into the obstacles to the development of the socio-economic potential of the immovable cultural heritage in Latvia and propose a solution for overcoming the afore-mentioned obstacles.

### **Research tasks**

1. To identify stakeholders involved in the use of immovable cultural heritage and analyze socio-economic interests associated with immovable cultural heritage.
2. To identify types of economic use of immovable cultural heritage objects and related development and maintenance expenses.
3. To develop a description of the socio-economic impact of immovable cultural heritage, incl. by identification damages caused to heritage objects due to illegal actions and determining the suffered parties. To analyze approaches to assessment of damages done and allocation of appropriate compensation to all the suffered parties.
4. To identify and study cooperation aspects of stakeholders involved in the use and management of immovable cultural heritage objects.
5. To identify socio-economic indicators for sustainable development projects in the area of immovable cultural heritage.
6. To identify and assess factors contributing to the development of the socio-economic potential of immovable cultural heritage. To identify the key obstacles to the development and ways of overcoming them.
7. To develop methodological framework of immovable cultural heritage management and socio-economic development.

Relevant international comparisons are being made in the course of performing the tasks, where appropriate.

**The object of the research** is socio-economic potential of Latvian immovable cultural heritage.

**The subject of the research** is management of the development of the socio-economic potential of national immovable cultural heritage.

**Place of the research** – Latvia.

**The question of the Doctoral Thesis:** Does the existing management (regulation) system of immovable cultural heritage in Latvia facilitate the sustainable preservation and socio-economic development of cultural heritage?

**Theoretical and methodological basis of the Doctoral Thesis** is formed by general and scientific literature published in Latvia and abroad on management and socio-economic development of immovable cultural heritage objects, industry research, corresponding projects' materials, Latvian and international statistics, reports and other information provided by ministries, municipalities and other entities, professional and territorial associations (incl. foreign), expert and industry representatives consultation and opinions, Latvian, foreign, EU and broader international level regulatory enactments, criminal cases concerning damages to cultural property, Latvian and international court practice, databases, Internet sources, mass media, as well as the author's scientific publications, analysis and conclusions.

**Theoretical and methodological framework of the research.** The theoretical and analytical framework of the current research is based on the works and contribution to the economic theory by such authors as Smith, A. (e.g., the concept of self-interest), Ricardo, D. (e.g., the concept of advantageous taxation), Schumpeter, J. (the concept of the social value), Keynes, J. M. (the concept of the government's economic policy, psychological aspects of consumption, public-private relations, socialization of investments), Coase, R. (the concept of the public goods, relations between law and economics, public-private partnership), Throsby, D. (e.g., the concept of indirect value of cultural heritage), et al.

The research mainly uses the inductive approach; the theoretical basis is formed by the elements of system theory and PESTEL analysis.

The following methods were used to implement the tasks of the research in accordance with the focus of the research:

- the generally accepted scientific methods: methods of analysis and synthesis, induction and deduction methods, monographic method, logical-constructive method, comparative method, and graphical method;
- qualitative methods: expert interviews and qualitative content analysis;
- quantitative methods: statistical analysis and surveys (questionnaires).

The research was carried out using, *inter alia*, documents' analysis, legal analysis (including analysis of normative acts, criminal case materials and case-law; the analysis of normative acts mainly used the methods of systemic and teleological interpretation of legal norms), as well as mathematical methods (methods of numerical characteristics of the distribution).

A several-days study visit to Kurzeme region to investigate the aspects of on-site management of the immovable cultural heritage sites was performed within the research.

**Research limitations.** In order to establish a scientifically clarified field of analysis, the following limitations were established and further taken into consideration while conducting the research:

1. The research is mostly focused on Latvia, taking into account its economic, political, social, cultural and legal specifics. It does not preclude, however, possibilities of using the results of the research in other contexts, making corresponding adjustments to the local specifics.

2. The Research is focused on immovable cultural heritage. Due to a large variety of objects within one type of immovable cultural heritage objects and specific characteristics relevant to each type of objects, the research is focused predominantly on objects of archaeological type and manors (as a subtype of architectural type) as numerous and characteristic for Latvia (Monuments' Register, 2023). The results of the research can be used in relation to other types of immovable heritage objects (e.g., industrial or urban heritage objects), making corresponding adjustments according to their specifics.
3. Due to focusing on anthropogenic factors, not all of the factors impacting the development of immovable cultural heritage potential were studied with the same level of details, e.g., environmental factors were explored less than socio-economic and legal factors.
4. Due to significant lack of corresponding research in the Baltic countries and, *inter alia*, in Latvia<sup>2</sup> as well as significant lack of the corresponding socio-economic data, there is no sufficient theoretical and evidential background to be used as a base for the research. This is simultaneously a limitation and a challenge for the research, hindering theoretical study and data collection but positively impacting the scientific novelty of the research.

### 1.3. Research Design

In order to complete the research tasks, the following research logic path has been used, assuming that the development of the socio-economic potential of the immovable cultural heritage corresponds to the satisfaction of the constructive<sup>3</sup> socio-economic interests of the stakeholders.

1. The stakeholders and socio-economic interests associated with immovable cultural heritage have been identified. Thus, the basis for identification of the factors influencing the development of immovable cultural heritage sites has been created.
2. Types of economic use of immovable cultural heritage objects have been determined. Thus, a number of impacting economic, social, political, cooperation-related and technological (incl. environmental) factors have been identified.
3. The structure of expenses related to the immovable cultural heritage objects and their interconnection with the assigned status of a cultural monument has been explained. Thus, economic and legal factors affecting types and volume of expenses have been identified.
4. A comparative analysis of the assessment of damages caused to immovable cultural heritage objects has been performed, and the parties suffered as a result of the damage or destruction of cultural heritage site have been identified. Quite often the true socio-economic interest is not clearly visible until its satisfaction has been endangered; therefore, the afore-mentioned assessment allowed clearer definition of the corresponding suffered interests and, therefore, also the factors contributing to protection of these interests (political, legal, social). The

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<sup>2</sup> According to the information available to the Author, only a few studies have been carried out in Latvia in this area, e.g. by Kamīte (2002), Kīlis (2007), and Pūķis (2011).

<sup>3</sup> Socio-economic interests of stakeholders in the field of immovable cultural heritage can be constructive (e.g. use of heritage for public events, research and education, employment) and destructive (e.g. use of archaeological sites for illegal excavation of antiquities, illegal use of materials from cultural heritage objects for construction, etc.) (Kairiss, 2020).

assessment allowed, *inter alia*, to determine the interrelation between the protection of immovable cultural heritage (since the development is not possible without protection) and factors' influence.

5. Types of appropriate compensation to the suffered parties have been determined. Thus, the aspects of socio-economic justice have been introduced into the research, allowing clarification of the corresponding social, economic and legal factors.
6. Factors affecting the development of the socio-economic potential of immovable cultural heritage have been finally grouped and explained, determining facilitating and hindering factors.
7. Socio-economic indicators for sustainable development projects in the area of immovable cultural heritage have been specified and approbated. Thus, the measurement of the socio-economic influence of development of immovable cultural heritage has been introduced, at the same time allowing to indirectly measure the facilitating and hindering factors' influence.
8. A methodological framework of immovable cultural heritage management and socio-economic development has been developed on the base of the previous research findings, thus finishing the research.

To illustrate the tasks of the research, the author developed a research design scheme that reflects the stages of the research and the corresponding chapters included in Section "Main Results of the Research" of the Doctoral Thesis.

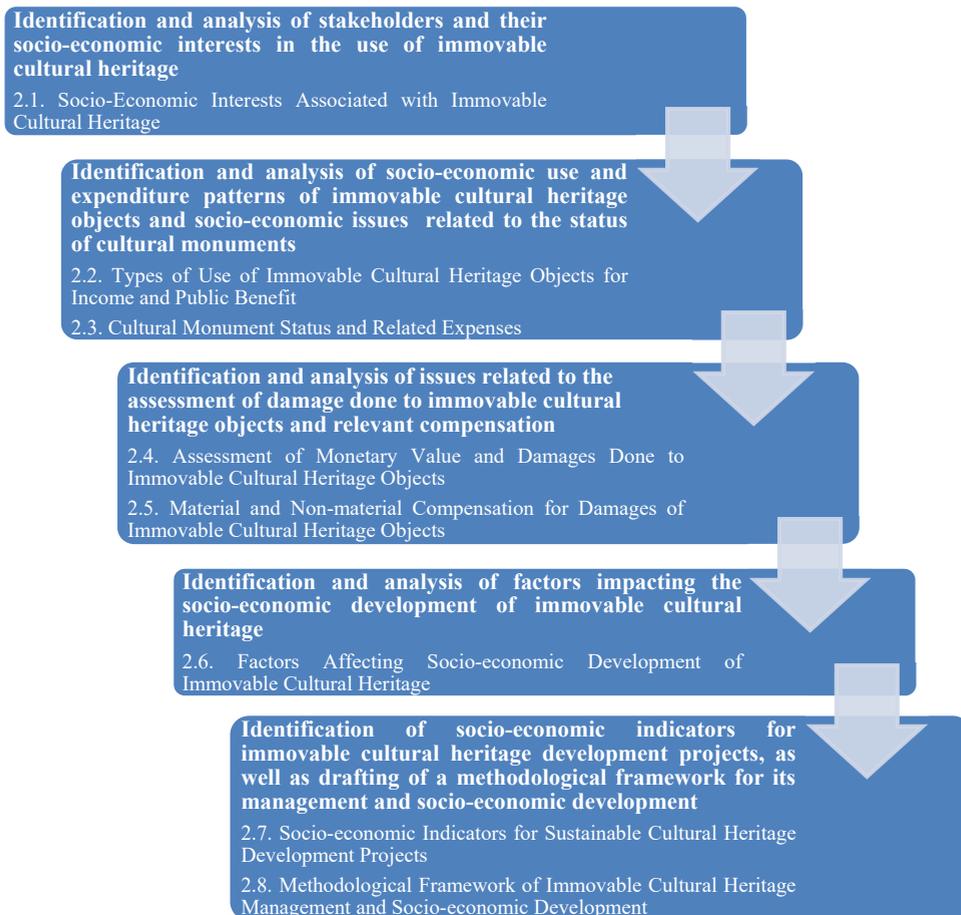


Fig. 1.1. Research design scheme.

#### 1.4. Scientific Novelty

The research resulted in the following scientific novelties:

1. Socio-economic interests (incl. destructive) of the stakeholders in protection and development of immovable cultural heritage have been identified and classified, and their comparison with D. Throsby's developed classification (Throsby, 2012) has been performed. This was developed within the framework of the current research (see primarily Kairiss, 2020; Kairiss & Olevska, 2020; Subchapter 2.1, and related conclusions and recommendations).
2. Stakeholders and interests, which suffer social and economic harm as a result of damage or destruction of immovable cultural heritage objects, have been identified (see primarily Kairiss & Olevska, 2020). Kind, nature and scope of suffered interests, harm and forms of socio-economic compensations have been typologized (see primarily Olevska-Kairisa & Kairiss,

2023). This was developed within the framework of the current research (Subchapter 2.5 and related conclusions and recommendations).

3. Criteria for assessing the socio-economic damage caused to archaeological sites by illegal activities have been identified and analyzed, and a country-by-country comparison of 12 countries has been made (Latvia, Lithuania, Estonia, Finland, Sweden, Germany, the Netherlands, Spain, Cyprus, Russia, Moldova, Ukraine). This was developed within the framework of the current research (see primarily Kairiss & Olevska, 2020; Subchapter 2.4 and related conclusions and recommendations).
4. Practical aspects of assessing the socio-economic damage caused to archaeological sites by illegal activities in Latvia have been identified and analyzed from the socio-economic and legal point of view. The respective case law has been studied in terms of the assessment of the socio-economic losses. This was developed within the framework of the current research (see primarily Kairiss & Olevska, 2021b, Subchapter 2.4 and related conclusions and recommendations).
5. Political, economic, social, legal and administrative, technological, environmental, and stakeholders' cooperation-related factors impacting development of the socio-economic potential of immovable cultural heritage in Latvia have been identified and analyzed. Factors influencing the performance of archaeological research in Latvia have been determined. This was developed within the framework of the current research (see primarily Kairiss & Olevska, 2021a; Kairiss & Olevska, 2021c; Subchapter 2.6 and related conclusions and recommendations).
6. The types of socio-economic use of manors in Latvia, Lithuania and Estonia have been identified and analyzed. Typology of socio-economic use of different types of archaeological sites has been created. The structure of expenses related to the maintenance of manors and archaeological sites has been determined. This was developed within the framework of the current research (see primarily Kairiss & Olevska, 2021a, 2021c; Subchapters 2.2 and 2.3, and related conclusions and recommendations).
7. Socio-economic indicators for the societal utility of cultural heritage objects' development projects have been developed. Their suitability, as well as availability and sources of measurement data for assessing of sustainable socio-economic output of immovable cultural heritage development projects have been determined and analyzed. This was developed within the framework of the current research (see primarily Kairiss, Geipele, & Olevska-Kairisa, 2023; Subchapter 2.7 and related conclusions and recommendations).
8. A methodological framework of the immovable cultural heritage management and its socio-economic development at the national and local levels has been created. This was developed within the framework of the current research (see primarily Kairiss, Geipele, & Olevska-Kairisa, 2023; Subchapter 2.8 and related conclusions and recommendations).

## **1.5. Applicability of the Results**

The results of the research supplement the scientific knowledge base for the sustainable management of immovable cultural heritage. The results are practically usable in the activities of

state and municipal institutions in the field of immovable cultural heritage, including the development, implementation and evaluation of heritage management policy, development of planning documents and regulatory enactments, public-private partnership activities, cultural heritage-related projects, raising social awareness, as well as in enhancing cooperation between different stakeholders (public and private sector, academic and research institutions, NGOs, etc.) in the industry.

## 1.6. Structure of the Doctoral Thesis

The Thesis is a thematically linked collection of scientific publications focused on the awareness and development of socio-economic potential of immovable cultural heritage objects in Latvia.

## 1.7. Publications and Approbation of the Doctoral Thesis

Main results of the Thesis were summarized in nine scientific publications (in total 14 research-related publications, not including conference proceedings) were developed between 2015 and 2023 (10 publications were developed during PhD studies between September 2019 and June 2023). Results of the research were presented at 20 international conferences.

### Scientific publications

1. **Kairiss, A.**, Geipele, I., Olevska-Kairisa, I. (2023). Sustainability of Cultural Heritage-Related Projects: Use of Socio-Economic Indicators in Latvia. *Sustainability*. 15, 10109, ISSN: 2071-1050 <https://doi.org/10.3390/su151310109> (Q1 journal, indexed in Scopus, Web of Science etc.).
2. Olevska-Kairisa, I., **Kairiss, A.** (2023). Victims of heritage crimes: aspects of legal and socio-economic justice. *Open Archaeology*, Vol. 9, ISSN: 2300-6560. <https://doi.org/10.1515/opar-2022-0293> (Q1 journal, indexed in Scopus, Web of Science etc.).
3. **Kairiss, A.**, Olevska, I. (2021c). Development Aspects of Archaeological Sites in Latvia. *Archaeologia Lituana*, Vol. 22., ISSN 1392-6748. e-ISSN 2538-8738. <https://www.journals.vu.lt/archaeologia-lituana/article/view/26383> (Q2 journal, indexed in Scopus etc.).
4. **Kairiss, A.**, Olevska, I. (2021b). Assessing Endangerment of Archaeological Heritage in Latvia: Legal Framework and Socio-Economic Aspects. *AP: Online Journal in Public Archaeology*, Vol. 11, ISSN: 2171-6315 <http://revistas.jasarqueologia.es/index.php/APJournal/article/view/281> (Q4 journal, indexed in Scopus etc.).
5. **Kairiss, A.**, Olevska, I. (2021a). Development Aspects of Manors as a Part of Cultural Heritage in Latvia. *Culture Crossroads*, Vol. 19, ISSN: 2500-9974

- <https://www.culturecrossroads.lv/index.php/cc/article/view/27/23> (indexed in ERIH PLUS, EBSCO etc.).
6. **Kairiņš, A.** (2020). Latvijas arheoloģiskā mantojuma aizsardzības un sociāli-ekonomiskās attīstības faktori (Factors of Protection and Socio-Economic Development of Latvia's Archaeological Heritage). Latvijas Zinātņu Akadēmijas Vēstis. A daļa, 74 (3), 52–79, ISSN: 1407-0081 <http://www.lasproceedings.lv/publikacija/latvijas-arheologiska-mantojuma-aizsardzibas-un-sociali-ekonomiskas-attistibas-faktori/> (indexed in Research Gate, Academia.edu).
  7. **Kairiņš, A.,** Olevska, I. (2020). Damage to Archaeological Sites: Assessment Criteria and Situation in Latvia. Baltic Journal of Real Estate Economics and Construction Management, Vol. 8, 45–82, ISSN: 2255-9671 <https://doi.org/10.2478/bjreecm-2020-0005> (indexed in EBSCO, etc.).
  8. **Kairiņš, A.** (2017). Awareness Raising and Protection of Archaeological Heritage. Culture Crossroads, Vol. 11, 20–41, ISSN: 1691-3019 <https://culturecrossroads.lv/index.php/cc/article/view/129> (indexed in EBSCO, etc.).
  9. **Kairiņš, A.** (2015). Kultūras priekšmetu nelikumīgas aprites mazināšana: per aspera ad astra (Diminishing of Trafficking of Cultural Objects: Per aspera ad astra). Culture Crossroads, Vol. 7, 61–74, ISSN 1691-3019 <https://culturecrossroads.lv/index.php/cc/article/view/228> (indexed in EBSCO, etc.).

Table 1.1

## Summary of the Relevance of the Set of Articles to the Study Programme

No.	Title of the scientific article	At least 8 (eight) scientific articles have to be published or accepted for publication	At least 4 (four) articles have to be original publications in journals indexed in Scopus and/or Web of Science	Of which 2 (two) articles should have bibliographic indexes corresponding to journals of Q1 or Q2 (SCImago Journal Citation Reports)	The PhD candidate must be the first author of at least 2 (two) articles indexed in Scopus and/or Web of Science
1.	Sustainability of Cultural Heritage-Related Projects: Use of Socio-Economic Indicators in Latvia	X	X	X	X
2.	Victims of Heritage Crimes: Aspects of Legal and Socio-Economic Justice	X	X	X	
3.	Development Aspects of Archaeological Sites in Latvia	X	X	X	X
4.	Assessing Endangerment of Archaeological Heritage in Latvia: Legal Framework and Socio-Economic Aspects	X	X		X
5.	Development Aspects of Manors as a Part of Cultural Heritage in Latvia <sup>4</sup>	X			
6.	Latvijas arheoloģiskā mantojuma aizsardzības un sociāli-ekonomiskās attīstības faktori	X			
7.	Damage to Archaeological Sites: Assessment Criteria and Situation in Latvia	X			
8.	Awareness Raising and Protection of Archaeological Heritage	X			
9.	Kultūras priekšmetu nelikumīgas aprites mazināšana: per aspera ad astra	X			
Total		9 (conform)	4 (conform)	3 (conform)	3 (conform)

<sup>4</sup> The article indexed *inter alia* in ERIH PLUS

Table 1.2

## Evaluation of the Author's Contribution

No.	Title of the scientific article	First author of the article	Number of pages in the article (excluding bibliography and annexes)	Personal contribution (pages, excluding bibliography and annexes)	Description of the contribution
1.	Sustainability of Cultural Heritage-Related Projects: Use of Socio-Economic Indicators in Latvia	X	20	12	Self-assessment: 60 %, including preparation of the concept, methodology and original manuscript
2.	Victims of Heritage Crimes: Aspects of Legal and Socio-economic Justice		14	10	First author's rating: 60 %, publication concept, methodology developer, data curator, co-interviewer, formal analyst and original manuscript drafter
3.	Development Aspects of Archaeological Sites in Latvia	X	21	14	Self-assessment: 65 %, including preparation of the article concept, methodology and original manuscript
4.	Assessing Endangerment of Archaeological Heritage in Latvia: Legal Framework and Socio-Economic Aspects	X	29	17	Self-assessment: 60 %, including preparation of the article concept, methodology and original manuscript
5.	Development Aspects of Manors as a Part of Cultural Heritage in Latvia	X	21	13	Self-assessment: 60 %, including preparation of the article concept, methodology and original manuscript
6.	Latvijas arheoloģiskā mantojuma aizsardzības un sociāli ekonomiskās attīstības faktori	X	21	21	Self-assessment: 100 % (sole author of the full article)
7.	Damage to Archaeological Sites: Assessment Criteria and Situation in Latvia	X	28	17	Self-assessment: 60 %, including preparation of the article concept, methodology and original manuscript
8.	Awareness Raising and Protection of Archaeological Heritage	X	18	18	Self-assessment: 100 % (sole author of the full article)
9.	Kultūras priekšmetu nelikumīgas aprites mazināšana: per aspera ad astra	X	12	12	Self-assessment: 100 % (sole author of the full article)
Total		8 (conform)	184	134 (conform)	

**Results of the research were presented (reports) at the following conferences and meetings.**

1. **Kairiss, A. (2023).** Which socio-economic interests are associated with archaeological sites, and how do stakeholders suffer due to heritage crime? *Roundtable Session of the EAA Community on the Illicit Trade in Cultural Material within the International scientific*

- conference “29th annual conference of the European Association of Archaeologists”, Belfast, Northern Ireland, August 30 – September 2, 2023. *Abstract Book*, Northern Ireland, Belfast, Belfast: EAA, 2023, p.575. ISBN 978-80-88441-05-2; European Association of Archaeologists Conference participation certificate.
2. **Kairiss, A.,** Olevska-Kairisa, I. (2023). Use of socio-economic indicators in cultural heritage development projects in Latvia: Presentation of research results (Sociāli-ekonomisko indikatoru izmantošana kultūras mantojuma attīstības projektos Latvijā: Pētījuma rezultātu prezentācija). *Focused meeting of experts of the Ministry of Culture of the Republic of Latvia and the Latvian Association of Local and Regional Governments*. Riga, July 31, 2023 (summary of the meeting attached in Annex).
  3. **Kairiss, A.,** Olevska-Kairisa, I. (2023). Problems of victims identification in cultural heritage crimes. *International Workshop Prevention of illicit circulation of cultural goods in the Baltics: opportunities and challenges*. Riga, June 2, 2023. <https://www.nkmp.gov.lv/lv/jaunums/notiks-starptautisks-seminars-nelikumigas-kulturas-prieksmetu-aprites-noversana-baltija-iespejas-un-izaicinajumi>
  4. **Kairiss, A.,** Olevska, I. (2022). Are Some Stakeholders More Equal than the Others or Actual Issues of Heritage Crime Victims (Vai dažas iesaistītās puses ir līdzvērtīgākas nekā citas jeb cietušo problemātika kultūras mantojuma noziegumos). *International scientific conference “Cultural Crossroads 2022”*, Riga, Latvia, November 4, 2022. *Programme/Book of Abstracts*, Riga, The Latvian Academy of Culture, November 2–4, 2022, p. 101. ISSN 2599-9958.
  5. **Kairiss, A.,** Olevska, I. (2022). Socio-economic Indicators of Cultural Heritage Development Projects: Opportunities for Raising Awareness (Kultūras mantojuma attīstības projektu sociāli-ekonomiskie indikatori: informētības paaugstināšanas iespējas). *ICOMOS international scientific conference*, Cesis, Latvia, October 21, 2022. <https://www.icomos.lv/news/aicinam-uz-konferenci-arheologiskais-mantojums-mus>
  6. **Kairiss, A.,** Olevska, I. (2022). Protecting the Past is the Key to the Future: Rights of Archaeological Heritage Stakeholders and Social Justice. *International scientific conference “28th annual conference of the European Association of Archaeologists”*, Budapest, Hungary, August 31 – September 3, 2022. *Abstract Book*, pp. 326–327. Prague: EAA, 2022. ISBN 978-80-88441-02-1.
  7. **Kairiss, A.** (2022). Damage to Archaeological Sites: Suffered Parties and Protection of Their Socio-Economic Interests. *International scientific conference “Scientific Problems of Engineering Economics of Construction and Real Estate Management, Regional and Territorial Development” (ICEREE’2022) organized within 63rd International Scientific Conference of Riga Technical University*, Riga, Latvia, September 29, 2022. *Book of Abstracts*,. Riga: RTU Press, pp. 18–19. ISSN: 2592-9372.
  8. **Kairiss, A.,** Olevska, I. (2021). Ownership of Archaeological Heritage Object: Problems and Solutions (Arheoloģiskā mantojuma objekts īpašumā: problemātika un risinājumi).

- International scientific conference “Cultural Crossroads 2021”*, Riga, Latvia (remote conference), November 1–5, 2021. *Programme/Book of Abstracts*. Riga: The Latvian Academy of Culture, 2021, p. 97. ISSN 2599-9958.
9. **Kairiss, A.** (2021). Ownership of Archaeological Heritage Objects: Challenges and Opportunities. *International scientific conference “Scientific Problems of Engineering Economics of Construction and Real Estate Management, Regional and Territorial Development” (ICEREE’2021) organized within 62nd International Scientific Conference of Riga Technical University*, Riga, Latvia, (remote conference) September 30, 2021. *Book of Abstracts*, Riga, Latvia: Riga. RTU Press, 2021, p. 25. ISBN 978-9934-22-677-9.
  10. **Kairiss, A., Olevska, I.** (2021). Ownership of Archaeological Heritage Objects: Advantage or Encumbrance? *International scientific conference “27th annual conference of the European Association of Archaeologists”*, Kiel, Germany (remote conference), September 8–11, 2021. *Abstract Book*, 24–30 August, 2021. Prague: European Association of Archaeologists, p. 192. ISBN 978-80-907270-8-3.
  11. **Kairiss, A., Olevska I.** (2020). Looting of Archaeological Sites in Latvia: Damage Assessment Aspects. *US Department of Justice/Latvian and US Law Enforcement, Prosecutorial and Heritage Protection Institutions/Europol/Latvian School of Public Administration “International seminar [webinar] “Looting and Laundering: Cultural Property Trafficking & Financial Crime”*, Riga, Latvia (remote event), December 14, 2020.
  12. **Kairiss, A., Olevska I.** (2020). Archaeological heritage: interests of stakeholders and possibilities of their protection.. *International scientific conference “Cultural Crossroads 2020”*, Riga, Latvia (remote conference), November 6, 2020. *Programme/Book of Abstracts*. Riga: The Latvian Academy of Culture, pp. 77.–78. lpp. ISSN 2599-9958.
  13. **Kairiss, A.** (2020). Looting of Archaeological Sites in Latvia and Europe: Damage Assessment Aspects. *NETCHER project international webinar “Education & Illicit Trafficking of Cultural Goods”* (remote event), October 13, 2020.
  14. **Kairiss, A.** (2020). Damages to Archaeological Heritage Objects Caused by Illegal Activities: Damage Assessment Aspects. *International scientific conference “Scientific Problems of Engineering Economics of Construction and Real Estate Management, Regional and Territorial Development” (ICEREE’2020) organized within 61st International Scientific Conference of Riga Technical University*, Riga, Latvia (remote conference), October 1–3, 2020. *Book of Abstracts*, Latvia: Riga. RTU Press, p. 14. ISBN 978-9934-22-511-6 (pdf), 978-9934-22-369-3
  15. **Kairiss, A., Olevska, I.** (2020). Damages to archaeological heritage resulting from unauthorized excavations: socio-economic consequences and legal aspects. *International scientific conference “26th annual conference of the European Association of Archaeologists”*, Budapest, Hungary (remote conference), August 24–30, 2020. *Abstract Book*, Prague: European Association of Archaeologists, pp. 235–236. ISBN 978-80-907270-7-6.

16. Mödlinger, M., Godfrey, E., **Kairiss, A.**, Hajdas, I. (2020). Formulating a Code of Ethics for the Scientific Analysis of Archaeological Materials. *International scientific conference “26th annual conference of the European Association of Archaeologists”*, Budapest, Hungary (remote conference), August 24–30, 2020. *Abstract Book*, Prague: European Association of Archaeologists, p. 237. ISBN 978-80-907270-7-6.
17. **Kairiss, A.** (2019). Socio-economic aspects of archaeological heritage management (Arheoloģiskā mantojuma pārvaldības sociāli-ekonomiskās ietekmes aspekti). *International scientific conference “Cultural Crossroads 2019”*, Riga, Latvia, November 1, 2019. Book of Abstracts . Riga: The Latvian Academy of Culture, pp. 68–68. ISSN 2500-9958.
18. **Kairiss, A.** (2019). The Catalogue of Endangered Latvian Archaeological Artefacts and Other Latvian Solutions for Protection of Cultural Objects. *NETCHER project international seminar*, Barcelona, Spain, October 3–4, 2019.
19. **Kairiss, A.** (2019). Socio-Economic Aspects of Latvian Archaeological Heritage: Threats and Opportunities. *International scientific conference “Scientific Problems of Engineering Economics of Construction and Real Estate Management, Regions and Territories Development” (ICEREE'2019) organized within 60<sup>th</sup> International Scientific Conference of Riga Technical University*. Riga, Latvia, September 27, 2019. *Book of Abstracts*. Latvia: Riga. RTU Press, pp. 21–22. ISBN 978-9934-22-369-3.
20. **Kairiss, A.** (2019). Threats to archaeological heritage and socio-economic consequences: Latvian case study. *International scientific conference “25th annual conference of the European Association of Archaeologists”*, Bern, Switzerland, September 04–07, 2019. *Abstract Book*. Prague: European Association of Archaeologists, pp. 107–108. ISBN 978-80-907270-6-9.

**Results of the research presented at the following conferences in organizing and moderating sessions.**

1. **Kairiss, A. (Riga Technical University)**, Mödlinger, M. (University of Genoa), Olevska, I. (Maastricht University) (2022). Organizing and moderating session “Protecting the Past is the Key to the Future: Rights of Archaeological Heritage Stakeholders and Social Justice”. *International scientific conference “28th annual conference of the European Association of Archaeologists”*, Budapest, Hungary, August 31 – September 3, 2022. *Abstract Book*. Prague: EAA, pp. 326–327. ISBN 978-80-88441-02-1.
2. Mödlinger, M. (University of Genoa), **Kairiss, A. (Riga Technical University)**, Bernard, E. (IMT School for Advanced Studies Lucca) – Olevska, I. (ArtLaw.club) (2021). Co-organizing and co-moderating session “Protecting Archaeological Heritage in the Globalisation era: Trends, Challenges, Solutions [Illicit Trade]”. *International scientific conference “27th annual conference of the European Association of Archaeologists”*, Kiel, Germany (remote conference), September 8–11, 2021. *Abstract Book*. Prague: European Association of Archaeologists, p. 190. ISBN 978-80-907270-8-3.

3. Mödlinger, M. (University of Genoa), **Kairiss, A. (Riga Technical University)**, Godfrey, E. (Uffington Heritage Watch), Traviglia, A. (Italian Institute of Technology) (2020). Co-organizing and moderating session “Modern Networks and Past Narratives: ‘treasure hunting’, the art market, scientific analysis, and co-operation for protection of archaeological heritage”. *International scientific conference “26th annual conference of the European Association of Archaeologists”*, Budapest, Hungary (remote conference), August 24–30, 2020. *Abstract Book*. Prague: European Association of Archaeologists, p. 237. ISBN 978-80-907270-7-6.
4. Mödlinger, M. (University of Genoa), Caspari, G. (University of Bern), Črešnar, M. (University of Ljubljana), **Kairiss, A. (Latvian Academy of Culture)** (2019). Co-organizing and moderating session: “Illegal obtaining and trade of archaeological artefacts: status quo and counteraction”. *International scientific conference “25th annual conference of the European Association of Archaeologists”*, Bern, Switzerland, September 4–7, 2019. *Abstract Book*, Prague: European Association of Archaeologists, p.107. ISBN 978-80-907270-6-9.

**Several results of the research were approbated within the framework of experts’ assessment, meetings and surveys.**

1. *The criteria for assessing the socio-economic damage caused to archaeological sites as a result of illegal activities* (publication by Kairiss, A., and Olevska, I., 2020) were reviewed by field experts of 6 countries (Estonia, Sweden, the Netherlands, Germany, Spain, and Cyprus).
2. *Examples of socio-economic use of archaeological sites* (within the framework of publication by Kairiss, A., and Olevska, I., 2021c) – evaluation done by the Deputy Director of Ventspils Museum, Lead Researcher Dr. hist. Armands Vijups, and the Head of the Department of Circulation of Cultural Objects of the National Heritage Board, Mg. hist. Jānis Asaris.
3. *The types of socio-economic use of manors in 3 Baltic States* (within the framework of publication by Kairiss, A., and Olevska, I., 2021a) approbated by the heads of manors’ associations of Latvia, Lithuania, and Estonia, as well as the Head of Latvian Association of Private Historic Buildings.
4. *Socio-economic aspects of implementation and impact of archaeological research* (within the framework of publication by Kairiss, A., and Olevska, I., 2021c) – approbation within survey of members of the Latvian Society of Archaeologists.
5. *Impact of heritage crime on archaeologists* (within the framework of publication by Olevska-Kairisa, I., and Kairiss, A., 2023) – approbation within the survey of members of the Latvian Society of Archaeologists and an interview with a Chairman of the Latvian Society of Archaeologists.

6. *Socio-economic public utility indicators of cultural heritage objects' development projects* (within the framework of publication by Kairiss, A., Geipele, I., and Olevska-Kairisa, I., 2023) – approbation within pilot testing in Tukums municipality and approbation by survey in 20 Latvian municipalities, 3 Local Action Groups, 1 professional association (Latvian Association of Castles, Palaces and Manors), as well as 2 public institutions – Tourism Department of the Investment and Development Agency of Latvia and the Rural Support Service of the Republic of Latvia. Approbation has been made as well by presenting the indicators-related research results in the course of focused meeting of experts of the Ministry of Culture and the Latvian Association of Local and Regional Governments.
7. *Methodological framework of the immovable cultural heritage management and its socio-economic development* has been approbated by UNESCO Latvia and National Cultural Heritage Board experts. Another approbation has been made by presenting the methodological framework in the course of a focused meeting of experts of the Ministry of Culture and the Latvian Association of Local and Regional Governments.

### **1.8. Doctoral Thesis Statements to be Defended**

1. The most significant obstacle to the development of the socio-economic potential of immovable cultural heritage in Latvia is the lack of awareness of the socio-economic significance of this heritage.
2. Cultural monument status of an immovable cultural heritage object in Latvia can be both a facilitating and a restricting factor of its development. The benefits of this status are significantly reduced by additional obligations and restrictions for owners, and, in the absence of the corresponding privileges and public support, this status does not (by itself) facilitate the development of socio-economic potential of immovable cultural heritage objects.
3. The social and economic interests of numerous stakeholders (besides the State), who suffer harm as a result of damage or destruction of immovable cultural heritage sites, are not being taken into account when assessing the damage (including the legal (court) proceedings in Latvia).
4. Currently there is no developed and adopted for use set of socio-economic indicators multilaterally characterizing the impact of immovable cultural heritage development projects in Latvia.

## 2. MAIN RESULTS OF THE RESEARCH

In the Thesis, main results of the research are given in logical (not chronological) consequence. Corresponding results may relate to several author's publications; however only the most significant publications directly reflecting the results are mentioned (hereinafter – the primary publications), except for the methodological framework of the immovable cultural heritage management and its socio-economic development, which has been created on the basis of all publications. All presented tables and figures, if not mentioned otherwise, were created by the author (in several cases – in cooperation with the co-author(-s) of the publications).

### 2.1. Socio-Economic Interests Associated with Immovable Cultural Heritage

The primary publications: Kairiss (2020), Kairiss & Olevska (2020).

Interests of different stakeholders towards the cultural heritage can be conditionally classified into interests of economic nature and the ones that lie beyond a strictly financial calculus and might include the so-called intangible factor and non-material significance (for instance, symbolic, spiritual, aesthetic, sense of belonging, etc.).

The range of stakeholders, whose interests are affected by the changes in the cultural objects, is broad. There are, e.g., those who trade in it, those who study it, those who collect it, and those who have a religious, ethnic, or other attachment to it. From the territorial perspective, cultural heritage assets always carry a high degree of local specificity or values shared among residents of a certain area; therefore, the first to be affected are the owners of the assets and those involved in corresponding activities of the local community. In certain cases cultural assets embed values shared on a much broader scale, *inter alia*, universally (globally), so the range of affected stakeholders expands. The stakeholders are also interested in proper assessing of damages done to heritage objects in order to get corresponding (even non-material) compensation.

Table 2.1

Examples of Stakeholders and their Economic Interests in Immovable Heritage Objects (Cultural Monuments) (Kairiss & Olevska, 2020)

Stakeholders <sup>5</sup>	Examples of economic interest / related public institution's function
Owners of the cultural heritage objects (the owner could be, e.g., state, municipality, private entity)	Purchase/sale, lease, mortgage, investment, imposing entrance fee, other commercial activity
Local community (local residents, NGOs)	Involvement in tourism-related economic activities (e.g., production of souvenirs, local food, crafts, etc.); work on heritage sites (e.g., legitimate excavations), museums, etc.
Local community (entrepreneurs)	Commercial activities (founding private museums organizing guided tours; catering, hotels, and souvenir production business development; organizing

<sup>5</sup> This is not an exhaustive list of stakeholders; there are, e.g., also professional associations, religious organizations, etc.

Table 2.1 continued

	events in the locations of cultural objects (festivals, celebrations, etc.))
Local municipality	Local/regional development plans, attraction of funds/specialists for preservation of cultural heritage, participation in public-private partnerships for reconstruction and development, increase in cultural tourism / promoting favorable travelling environment, preoccupation of local residents / development of business opportunities and maintenance of commercial activities
Visitors	Indirectly: to conveniently get better service (e.g., better recreation, cultural, religious and other needs coverage) for less money
Cultural institutions (museums etc.)	Attraction of visitors, researchers and scholars; general development of the local area; as a result: attraction of additional funds for promotion and supplementing of the collection, scientific research, publications, etc.
Academic and scientific organizations, individual researchers	Job related interests, getting income through projects and publications etc.
Heritage protection agencies	Management and maintenance of cultural heritage resources
Law enforcement agencies, Prosecutor's Offices	Prevention and combating offences concerning cultural heritage objects
Courts	Raising social responsibility and confidence in the due process of law; as a result: offence prevention and raising social awareness
National/regional planning/supervisory authorities (e.g., ministries, planning centers, etc.)	Budgetary issues, tax and levy aspects; development and monitoring of infrastructure development projects at the national level, taking into account the socio-economic potential of cultural heritage; promoting sustainable development and favorable travelling environment
Insurance companies	Insurance related needs
Real estate companies	Transfer of ownership over historic sites, calculation of price premiums for listed monuments, assessing the value of cultural heritage objects
Private and public investors and sponsors (e.g., World Bank)	Commercial activities; participation (financing) in development projects; promoting competitive advantage and strategy of further exploitation of the heritage resource
Mass media	Journalistic activities, publications concerning cultural heritage, local, regional and national development projects, socio-economic role of cultural heritage etc., objective report and evaluation of the situation
Society in general (country or broader level)	Promoting quality of life and standard of living through society's development in larger business opportunities (e.g., management of cultural heritage significantly impacts development in other fields, e.g., catering and hotels), scientific and educational potential, creating job opportunities, etc.

Economic interests imply assessing of economic value of immovable heritage objects. There are several approaches to evaluating economic value of cultural objects. While there are some aspects that cannot be rendered in monetary terms, objective economic evaluation is of utmost importance in ensuring basic functionality of public authorities. It works, for instance, in proper heritage management (optimal allocation of resources for preservation and development of a cultural

object and the area in the vicinity), recording of public property (securing transparency and financial sustainability), determining the diminishment of value (difference between “before” and “after” values of cultural assets, which have been damaged).

Common classification of the socio-economic value of the cultural (incl. archaeological) heritage has not been developed, but rather often the research of David Throsby (2012) is used as a basis for such classification. D. Throsby divided the value of cultural heritage into economic and cultural value and extracted several subcategories within cultural value. Using, clarifying, and expanding D. Throsby's classification, the author conducted a qualitative content analysis study, looking for the answer to the question "What are the socio-economic interests of stakeholders in the field of tangible cultural heritage?" It should be noted that interests relating to the tangible cultural heritage also apply in full to the archaeological heritage.

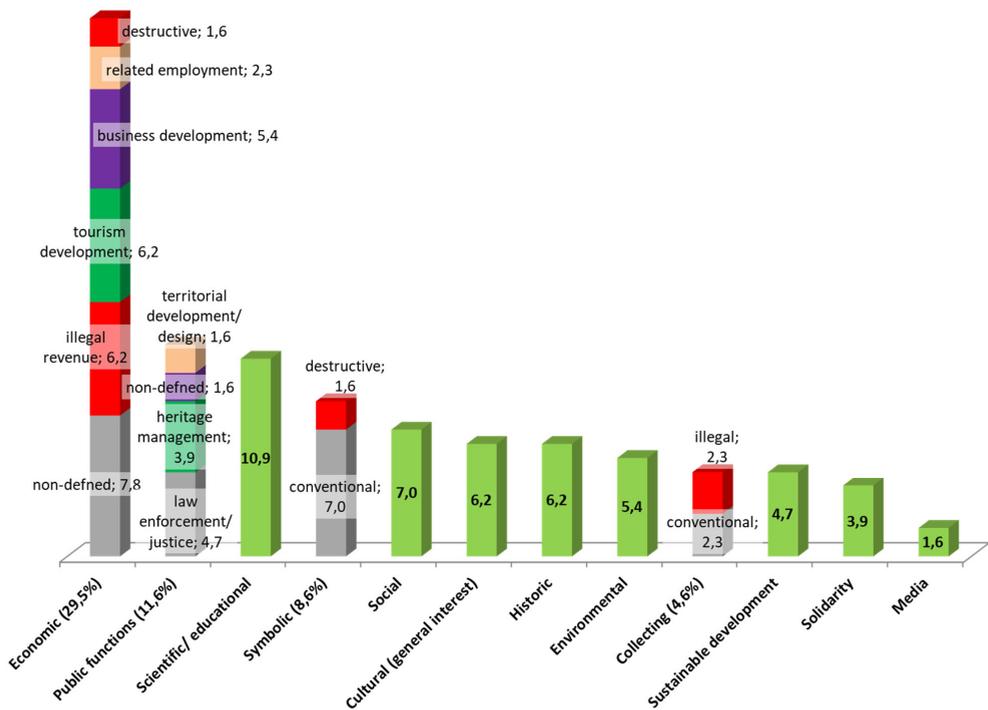


Fig. 2.1. Socio-economic interests of using cultural (archaeological) heritage (% of categories) (Kairiss, 2020).

The analysis shows that economic interests predominate, but they are not homogeneous and highly dependent on stakeholders.

Entrepreneurs are mainly interested in business development (using cultural heritage as part of a visitor-friendly and business-friendly environment), but employment can be important for local

residents and professionals (e.g., working in cultural institutions, restoring or preserving, providing various services to cultural institutions or sites).

Economic interests can also be illegal. In Latvia, such interests are mostly related to illegal excavations to obtain and sell antiquities.

Public functions reflect public and institutional interests in the protection of cultural heritage (functions of the Ministry of Culture, the NHB), prevention and combating of heritage-related crimes (functions performed by law enforcement agencies, prosecutors, courts, EU institutions, international organizations – UNESCO, UNIDROIT, ICOM, ICCROM, Interpol, Europol, UNODC, etc.), spatial planning and design using cultural objects (urban development projects, creation of historic/cultural parks, etc.). This includes political interests and the allocation of resources for the protection and development of cultural heritage as well.

Both movable and immovable cultural objects are the subject of scientific research and they are used in the educational process. Scientific and educational interests are not limited to specific cultural/historical disciplines (e.g., archaeology) but also, in many cases and for many reasons, to other disciplines (chemistry, geography, engineering, criminology), economics, law, etc.). Therefore, cultural heritage provides the basis for the intensive and productive development of interdisciplinary research as well.

Symbolic interests are linked to strengthening the cultural identity and sense of belonging of the local community, religious and other social groups, as well as the entire nation and the global community. They include examples of both local and global symbols – cultural objects. Cultural objects unite people and serve as local, national or even global symbols (Great Wall of China, Colosseum, Statue of Liberty in New York or Freedom Monument in Riga, etc.). The great symbolic value of cultural monuments explains why they often become the target of radical groups, believing that the destruction of the symbol weakens the ties of the national, cultural or religious identity of the people they seek to influence.

Social interests are linked to the role of cultural heritage in promoting the stability, security and cohesion of society by promoting diversity, tolerance and social inclusion (for example, through the perception and understanding of the cultural heritage of other nations, ethnic groups, etc.). Thanks to the development of cultural heritage, the area is becoming a desirable place to live and work. Another dimension of social interests is the preservation of traditions as part of people's daily activities.

Given the wide range of stakeholders and socio-economic interests, it can be concluded that immovable cultural heritage sites have wide socio-economic impact (including significant impacts on different sectors of the economy) that needs to be taken into account in public policy planning and implementation, regulation and other areas. The development of cultural heritage sites is characterized by indirect influence, positively impacting economic contribution in other sectors besides cultural one, as well as providing social benefits.

It should be noted that identification of the stakeholders and determination of their socio-economic interests is one of the most important preconditions in performing analysis of the development of the socio-economic potential of immovable cultural heritage, since without it, it is impossible to identify the subjects of the impacting factors of such potential development. Interests of the stakeholders are often interlinked, therefore their analysis forms basis for identification of

those impacting factors of socio-economic potential of immovable cultural heritage which are related to the cooperation among stakeholders.

## **2.2. Types of Use of Immovable Cultural Heritage Objects for Income and Public Benefit**

The primary publications: Kairiss & Olevska, 2021a; Kairiss & Olevska, 2021c.

Cultural heritage objects (and cultural monuments as their most visible and valuable part) are characterized by a series of socio-economic benefits resulting from their use and effective management. Usually, the direct economic effect from the management of cultural heritage objects is not large enough to cover all expenses related to their maintenance (e.g., conservation, keeping-up, advertising, staff remuneration, etc.). However, the existence of cultural heritage has an important indirect economic effect – an impact on other sectors of the national economy, which favorably affects the development of a certain area, territory or region. Table 2.2 provides examples of socio-economic benefits associated with cultural heritage monuments.

Table 2.2

Socio-economic Benefits of Use/Management of Cultural Monuments<sup>6</sup> (Kairiss & Olevska, 2020)

Type of benefits	Examples of benefits
<b>Benefits ensuring direct effect/income</b>	<ul style="list-style-type: none"> <li>- tickets and other payments for use of cultural heritage</li> <li>- more workplaces at the heritage object/site</li> </ul>
<b>Benefits ensuring indirect effect/income</b>	<ul style="list-style-type: none"> <li>- more visitors to the area</li> <li>- visitors' ancillary spending (food, goods, accommodation, etc. for visitors)</li> <li>- developing related businesses</li> <li>- developing local food and crafts</li> <li>- facilitating local/regional marketing</li> <li>- increase of investment capabilities</li> <li>- higher public revenues</li> <li>- reducing local migration (e.g., because of employment and entrepreneurial opportunities local residents do not leave the particular area)</li> <li>- facilitating pleasant and secure environment, wealthy community</li> </ul>
<b>Other benefits having social impact</b>	<ul style="list-style-type: none"> <li>- information and education</li> <li>- promoting national identity and security</li> <li>- facilitating social inclusion &amp; reducing social tension</li> <li>- strengthening humanism</li> <li>- contributing to development of inclusive society</li> </ul>

Immovable monuments are divided into several typological groups, and the most numerous in Latvia are architectural monuments, followed by archaeological monuments. Assuming that the effectiveness of development may depend on the type of the monument, the author focused primarily on manors as relatively numerous architectural monuments characteristic for Latvian rural territories and valuable cultural-historical objects, representing large tourism potential as well as on archaeological monuments.

<sup>6</sup> As a basis, the Author used Brodie (2010) and Pūķis (2011).

## **Socio-economic use of manors**

In Latvia, cultural objects may be owned by the State, municipalities, other public persons as well as private persons. Although precise statistical information on the ownership of cultural monuments is not available, information from various sources makes it possible to assume that most cultural monuments, including manors, are privately owned. Besides, there is a gradual process of publicly owned manors to be transferred into private hands.

According to the available data, there are about 2000 manors and their remains in Latvia. A significant part (at least 264) of the manors have the status of cultural monuments.

According to various sources, about 50 to a few hundred manors in Latvia are in usable condition. Some owners have invested in the renovation of buildings and use manors for economic activities, others renovate the buildings in parts little by little, while others have not been able to renovate or preserve the buildings, so the buildings gradually fall to decay.

Privately owned manors, in case their condition allows, are mostly used for economic activities. Among other things, it helps to cover part of the expenses for the maintenance of the manor. Only in rare cases the owner of the manor, living in the manor himself/herself, does not use it for economic activities.

The analysis (survey of manors' associations, experts' interviews, Kairiss & Olevska (2021a)) performed in Latvia, Estonia and Lithuania showed that the most significant types of use and thus income from privately owned manors are mainly related to (top 3 scores out of 15 different types identified):

- visiting of a cultural and historical object (buildings, interiors, parks, gardens, etc., incl. accompanied by a guide);
- organization of short-term events (e.g., weddings, anniversaries, photo sessions, corporate events, conferences, seminars, etc.);
- accommodation services, catering services (incl. sale of food/beverages during public/private events) and tastings, health improvement services (e.g., SPA, saunas, etc.) – this combined type consists of three subtypes receiving the same score.

Typical types of income for the above-mentioned types of use relate to entrance fee and service fee. Other income types include rent and payments for the goods (e.g., souvenirs, local food) produced in the manor.

## **Socio-economic use of archaeological objects**

According to the data from the Monuments' Register (Monuments' Register, 2023), archaeological monuments (2470 in total as of May, 2023) make about 33.8 % of all immovable cultural monuments in the country. Besides, the number increases over the course of time due to the application of new technologies and the work of researchers and enthusiasts. Thus, 68 new hillforts have been discovered in Latvia in 2018–2021; while in May 2021, nine new hillforts were

discovered in the eastern region of Latvia – Latgale, and in summer five new hillforts were discovered in the western region of Latvia – Kurzeme.

The most common types of archaeological sites in the country are burial grounds (accounting for about 62.5 % of all archaeological monuments), hillforts, cult places, castles and their ruins, settlements and historical events places.

As of 2014, most archaeological monuments were owned by natural persons (40 %), followed by public organizations (28 %), municipalities (17 %), state (7.5 %) and commercial organizations (7.5 %). Although the latest data are not available, one can assume that the share of private property is gradually increasing.

In order to determine the types of socio-economic use of Latvian archaeological objects, a multi-stage inductive analysis was performed.

1. The archaeological objects that are most typical for Latvia were determined. Publicly available statistical information of the Monuments' Register was taken as a basis, selecting all Latvian archaeological monuments and grouping them by assigning corresponding types (there are no standardized types of archaeological monuments indicated in the Monument's Register). In some cases, the types of archaeological sites may overlap, but the following major groups of sites were defined during the analysis (experts – professional archaeologists were consulted):

- residences (e.g., castles and their ruins, hillforts, etc.);
- religious/cult objects;
- burial places;
- places of historical events (e.g., battlefields, meetings' venues);
- infrastructure and household objects;
- military objects.

2. Using scientific literature, mass media publications, information of state institutions and municipalities as well as materials of expert interviews information on the most common examples of use of archaeological objects (the activities) was collected.

3. A connection between the types of archaeological objects and the activities has been determined. It should be noted that the activity was linked to an archaeological site of certain type, given the popularity (incidence) of the corresponding activity in relation to the site type in question. Thus, it does not unambiguously mean that a particular activity is inapplicable to other (de-linked) archaeological site types at all.

4. Grouping of activities was performed, combining them into socio-economic activity groups (the subcategories). A total of 17 subcategories were defined. The most significant difficulties at this stage of the analysis were associated with the fact that an activity may relate to several subcategories. The solution was found by identifying the subcategory with which the activity is more frequently associated, as well as clarifying the attribution of these activities with professional archaeologists.

5. Grouping of the specified subcategories was performed combining them into five broad and interconnected categories (these categories correspond to the most significant types of use of archaeological objects):

- attraction of visitors (including tourism development);
- development of scientific potential (implementation of scientific and popular-scientific activities);
- implementation of educational and informative activities;
- promotion of social belonging and cohesion;
- support for fine arts and other artistic creations.

6. The results of the performed analysis have been specified in consultation with experts – professional archaeologists.

It was concluded that archaeological site can be an object of direct interest (e.g., it can be visited in order to get to know the site itself, to enjoy or study it), as well as to serve as a background for corresponding events (e.g., memorial, patriotism-related events, knight tournaments, wedding ceremonies or spiritual development) or as a source of information (e.g., on aspects of ancient technology) or creative inspiration. It should be noted that even in cases where the archaeological site initially serves as a background, it may also be an object of direct interest, e.g., if a visitor comes to a city festival, he/she, charmed by the local castle, visits its exposition.

The type of socio-economic use of an archaeological object depends to a large extent on the type of this object, mainly due to such reasons as, e.g., protection, usefulness or ethics. For instance, observation towers are not (or should not be) installed in places where they may “disturb” the cultural layer (e.g., hillforts) due to preservation reasons; festivals and corporate events are not usually held in ancient cemeteries (ethical component); craft workshops are not held in cult places (like caves etc.) (usefulness component); church ruins and the like are not usually suitable for fairs and tastings of historical food (ethical/religious reasons). Thus, while all groups of archaeological objects can be used for the purposes of development of scientific potential and supporting creation of works of art, certain activities within other categories, taking into account, e.g., the above examples, are not that largely applicable.

Without diminishing the importance of any type of object, it should be noted that in Latvian context, residences have the largest socio-economical usage potential, while burial places have the most modest one. At the same time, it should be noted that the possibilities of using a particular object, even being of the most “usable type”, depend to a large extent on its recognizability (including attributable historical events, outstanding personalities, etc.), differences from other similar objects, preservation and orderliness, quality and diversity of provided services (e.g., to tourists and other visitors), attractiveness, location and accessibility of the object (including surrounding infrastructure), development of the surrounding area and other factors. Thus, the belonging of a particular archaeological object to this or another group of objects cannot in itself be the only determining factor in the realization of its development opportunities.

It should be noted that the identification and analysis of the socio-economic benefits of the use of immovable cultural heritage is the basis for identifying the political, economic and social factors impacting its socio-economic potential, as these benefits correspond most directly to the interests of the various stakeholders.

### 2.3. Cultural Monument Status and Related Expenses

The primary publications: Kairiss & Olevska, 2021a; Kairiss & Olevska, 2021c.

Latvia has a developed regulatory framework for the protection of cultural objects (in particular – archaeological sites and manors) having status of cultural monuments or claiming to become such against unauthorized and criminal activities. Extensive responsibility is placed on the owners of the objects. The umbrella law for the protection of cultural heritage – the Law on Protection of Cultural Monuments – provides that the owner is solely responsible for conservation, maintenance, renovation and restoration of a cultural monument. This responsibility is accompanied by a range of administrative and other legal restrictions that are targeted at immediate and/or future protection of the site, including its historical, scientific and artistic value, its unity, access to such monument or its visual perceptibility. Nonconformity to the legal obligations of the owners is subject to administrative liability, while a range of illegal activities at cultural monuments (including damage, destruction and desecration) is subject to criminal liability.

Due to restrictions imposed on the economic activities, monument modernization opportunities, decision-making on one's property, and some other reasons, there is lower profitability and limited opportunities to earn income from the owned cultural monuments, while these objects, including manors and archaeological monuments, properly prepared and presented, can be, e.g., a tourist attraction, and thus used to generate revenue. On the other hand, there are certain privileges the owners of the cultural monuments are entitled to, e.g., restoration co-financing programs at municipal, state and supranational level (thus several archaeological objects were preserved/restored), the right to charge viewers for visiting the site, etc. There are several State supporting financial programs currently available to the owners of the cultural monuments, including archaeological sites. These include, for instance:

- the cultural monuments conservation and restoration program, which promotes and supports the research, conservation and emergency restoration of cultural monuments;
- competitions announced and administered by the State Culture Capital Foundation in several cultural industries, including tangible cultural heritage. The program supports restoration of cultural objects with the aim of preserving the original substance, authenticity and mood created by the set of cultural and historical values.

Other targeted sources of financial support are also available. Thus, e.g., the Rural Support Service, responsible for implementation of a unified state and EU support policy in the sector of, *inter alia*, rural development, may be of help in co-financing projects in rural area. The other option is availability of the EU funds supporting cultural objects' development processes. Besides state or supranational support, a number of municipalities are also supporting and actively participating in the development of cultural heritage objects in their territory. It is acknowledged that certain municipalities are increasingly recognizing the socio-economic role of cultural heritage and highlighting the importance of protecting cultural monuments in municipal development programs.

Although the social function of immovable cultural heritage is widely recognized (Council of Europe Convention, 2005), the maintenance and development of heritage sites may require appropriate investment from their owners, which, together with current or potential administrative

and economic constraints, may foster the discrepancy or even conflict of interest between the site owners and broader society.

There are no special tax reliefs applicable to owners of cultural monuments in Latvia except for real estate tax discounts (Law On Immovable Property Tax). In other European countries, however, income tax deductions and other financial assistance to owners of, e.g., old buildings are quite common: e.g., Germany provides for deduction of the costs of refurbishment at 9 % per annum for eight years and 7 % per annum for additional four years; in the Netherlands, up to 1 January 2019, 80 % of the costs of maintenance of the building listed as national monument were, in general, tax deductible (from 2019, tax deductions are no more applicable, but a subsidy can be requested to cover the costs of renovating monumental buildings). In Latvia, cultural monuments are exempt from real estate tax, except for residential houses and land for their maintenance, objects used in economic activity (except cultural functions) and monuments that are not properly maintained/preserved in accordance with the requirements for the protection of cultural monuments.

The above exemptions are covered by the real estate tax rate determined by municipalities in their binding regulations (e.g., binding regulations of Riga, Liepaja, Jelgava, Talsi, and Kuldiga municipalities). The law does not provide for a common approach to tax reliefs granted to cultural objects by the municipalities; therefore there are different amounts of discounts and different preconditions that should be met in order to be eligible for such a discount. Thus, e. g. in Riga, the owner of a cultural monument can receive a 25 % discount from real estate tax if the object is properly preserved as well as 50 % to 90 % discount based on full restoration or restoration of certain parts of the monument. This discount is applicable to buildings only. Other Latvian municipalities (e. g., Liepaja, Jelgava, Talsi, Kuldiga) provide for different real estate tax discounts (generally from 25 % to 90 %) depending on certain preconditions, the most common of which are requirements for monument protection (Jelgava, Talsi, Kuldiga), proper preservation (Jelgava, Talsi), restoration works and public access (Jelgava, Kuldiga). Such uneven allotment of tax reliefs places owners of cultural sites in unequal situations and differentiates the excellency of the monuments based on their location rather than on their cultural significance (while according to the law and basic principles of heritage protection, the monuments of equal cultural significance should enjoy the same treatment and level of protection).

It should be noted that private manor owners either do not consider Latvian legal norms related to tax conditions (incl. corporate income tax, VAT, real estate tax) regarding manors to be motivating or it is difficult for them to give an unambiguous answer. Opinions were expressed (answers from LAPHH) that no discounts are applied to certain manors, and it would be necessary to balance the taxes of privately owned manors with those owned by the state and municipalities in order to achieve equivalent economic conditions.

According to the law, cadastral value is the value of a cadaster object in monetary terms, which is specified in accordance with single principles of mass appraisal on a certain date according to the cadaster data (Law “State Immovable Property Cadastre Law”). Cabinet regulations provide for unified reduction of 35 % from the cadastral value of buildings registered as cultural monuments of State or local significance if their physical depreciation exceeds 35 % (Cabinet Regulation No. 103).

This discount is based on the level of restrictions of rights or limitations on economic activities, evaluating the difference in market price of a building with and without usage restrictions. Thus, it has been statutorily approved that the object with preservation of less than 65 % being a cultural monument imposes limitations of the rights and restrictions on performance of economic activities, negatively affecting the market price that is reflected in the amount of cadastral value (Cabinet Regulation No. 305, in force 11.05.2006–21.02.2020, provided for a reduction of cadastral value of the building by 45 %, if the building was registered as a cultural monument of State significance, or by 35 %, if the building was registered as a cultural monument of local significance, independently of the level of depreciation. From 1 January 2017, the discount became applicable only to the buildings with physical depreciation of more than 30 %).

Cadastral value is used for different statutory purposes, including for the purposes of the administration of the real estate tax. Respectively, the higher is the cadastral value of the object, the higher is the tax payment of the owner. This approach may lead to adverse effect on the owner of the cultural monument expressed in:

- the perception of the cultural object as a burden, not a privilege (since the status of a cultural monument and physical depreciation of the object decreases the (cadastral) value thereof);
- the realization that investment into the proper management and timely renovation of the cultural object is not rewarded by public authorities but, on the contrary, causes increase in tax payments. As was mentioned in the interview, constant increase in cadastral value, leading to the increase in the real estate tax, demotivates the owners of manors (Expert interview, Kairiss & Olevska, 2021a).

Municipalities try to diffuse the impact of taxation load by introducing real estate tax deductions for the cultural objects located in their territory. Several experts (Experts' interviews, Kairiss & Olevska, 2021a) mentioned though that cadastral value and the respective real estate tax reliefs are essential development factors for Riga (since cadastral value is high there), while in the rural area, where land/real estate is much cheaper (and the cadastral value much lower), the respective correlation of cadastral value v. real estate tax v. tax reliefs probably is not that substantial for manor owners.

### **Costs and benefits concerning manors**

The research conducted allowed to conclude that manors require significant investments; there are difficulties in recovering investments even in the long run, and the owners should be ready to work at a loss. In other words, if the owner wants to develop the manor and use it in economic activities, he/she should be relatively wealthy. In case the manor's owner is not wealthy, then it is difficult for him/her to cope with the necessary expenses, and even small crises (e.g., heating boiler accident) can cause great financial pressure if not a collapse.

The structure of manor expenses can be conditionally divided into two parts – initial (renovation) and maintenance expenses. Certain expenses may be relevant during both the renovation and the maintenance phases.

Table 2.3

## The Structure of Manor Expenses (Kairiss &amp; Olevska, 2021a)

Renovation costs more often include:	Maintenance costs typically include:
architectural and artistic research	utilities'/management costs
archaeological research	outdoor area maintenance and cleaning
engineering inspection/expertise	arrangement of the exposition
development and coordination of construction documentation	extraction/restoration of objects, e.g., for exhibition purposes
performance of construction works on the site	remuneration of employees and involved specialists
outdoor area design, renovation, improvement	insurance
	costs of advertising/marketing services
	taxes / fees / permit costs

If all archaeological sites are considered cultural monuments and thus are automatically subject to the above-mentioned restrictions, this is not the case with manors. Although a significant part of them have cultural monument status, other manors do not have such a status. The opinion of experts and owners of manors on the advantages and limitations of cultural monument status is ambiguous. The key benefits are:

- the status of a cultural monument denotes the authenticity and cultural-historical significance of a cultural object, which, among other things, has a positive effect on attracting visitors interested in history and culture (including admirers of original (authentic) values). The status of a cultural monument is also a matter of prestige;
- only cultural objects with cultural monument status can participate in the most relevant competitions to obtain funding for their restoration/conservation.

Key limitations are:

- cultural monument status limits the possibilities to re-plan the premises, increase the building volume, install modern heating, etc. systems. Comfort is important for many visitors, but in many cases, it cannot be provided at the appropriate level, taking into account the requirements raised for a cultural monument;
- sometimes, the requirements raised for a cultural monument involve significant financial investment.

Analysis showed that cultural monument status of a manor can be both a facilitating and a restricting factor of its development. The benefits of this status, such as greater value in the eyes of authenticity admirers and greater eligibility for grants, are significantly reduced by additional obligations, site modification restrictions and financial investments resulting from the requirements applicable to cultural monuments. The key moment is to preserve the authenticity of the manor in case of its modification – so that the cultural and historical value of the object does not decrease as a result of the performed modifications. The precise definition of the purpose of the use of the manor and the main audience of visitors on which the economic use of the manor is focused are crucial. In

any case, the caring and professional restoration and maintenance of the manor are important, because restored and well-kept cultural objects, even without the cultural monument status, have cultural and historical value, are attractive to visitors and can be used effectively for economic activities.

It is important to note that the number of manors as cultural objects does not increase, but their value, if properly cared for and managed, increases. The status of a cultural monument in certain circumstances can be decisive within the development potential of the manor (e.g., if the owner wants to expand the scope of the premises), but the development opportunities are mostly influenced by other factors.

### **Costs and benefits concerning archaeological objects**

While restrictions provided for in the law apply to all groups of cultural monuments, a few primarily concern archaeological sites (e.g., those related to on-land economic activities, since taking into account the location of archaeological sites in rural areas and forests, the use of relevant land plots in agriculture and forestry is more intensive).

As far as many archaeological sites are located in rural areas where cadastral value is rather small, the corresponding real estate tax is small as well. Therefore, this tax exemption, in certain cases, does not substantially support or motivate the owners of the archaeological site. On the other hand, costs of maintenance, construction and repair works are high and do not fluctuate that much throughout the country, which makes it even harder for those owners who are less financially protected. Some experts have mentioned, that state support in a way of other tax discounts (e.g., VAT on site restoration works) would be of significant financial help to the archaeological site owners (Experts' interview, Kairiss & Olevska, 2021b).

The State has a pre-emptive right over any cultural monument of State significance being alienated (Protection Law). The owner is entitled to independently decide on a time, terms and conditions of the deal, but is obliged to submit the agreement to the NHB prior to registration of the property rights in the Land Register to the potential buyer (Cabinet Regulation No. 534). In practice, it means that the seller and the buyer should fully agree on the terms of the agreement, but they cannot realize their deal unless the state authority takes its final decision, which is either to accept the contract terms as they are (*de facto* replace the potential buyer) or refuse to use its pre-emptive right and allow the deal to progress.

The owner is not allowed to alienate separate parts of one cultural monument or a complex of monuments, as well as to divide or join land if, as a result, the preservation of a cultural monument is endangered (Protection Law). Besides, the owner is also not allowed to sell the land of the cultural monument separately from its protection zone, if both are owned by the same person (Protection Zone Law). Nonconformity to these rules may lead to invalidation of the deal (according to Civil Law, impermissible transaction which is contrary to the law, is void. Accordingly, if a cultural monument is divided or alienated contrary to the rules of Protection Law, the respective deal can be declared invalid by the court. However, up to the knowledge of the Author there has been no case law on this basis).

Prior to any research work, including archaeological research, as well as conservation, restoration and/or renovation works, a written permission of NHB should be obtained. These works are to be performed under the control of NHB. The use of devices for the detection of metal objects and material density (e.g., metal detectors) also requires prior permission of NHB (Protection Law).

The owner has to ensure surveying of cultural values before commencing construction (incl. road infrastructure), land amelioration, extraction of mineral resources, and other economic activity on the territory of the cultural monument (Protection Law). Besides, if any archaeological or other objects with cultural and historical value are discovered occasionally or due to any economic activity on the land plot, the owner has to immediately notify the NHB and suspend any further activity (Protection Law. In case of nonconformity to these rules, the owner may be subject to administrative liability. If the monument is damaged or destructed as a result of owner's illegal activity, criminal liability may arise (Criminal Law)). In this case, the newly-discovered objects come under protection of the State until the decision to include such objects in the Monuments' Register has been taken. The decision-making process can take up to six months (Protection Law). As mentioned by several experts (Experts' interviews, Kairiss & Olevska, 2021b; Diena, 2021), some private owners, even despite the possible liability provided for in the law, tend to hide the fact that archaeological objects have been uncovered on their land, so that any potentially damaging activity (including agricultural or forestry) is not frozen during and after the inspection of the place and the property is not recognized as the newly discovered cultural monument, thus immediately becoming subject to the above restrictions and limitations. Thus, potentially valuable archaeological finds may not come to the attention of scientists and the public and interests related to identification of newly discovered archaeological monuments may suffer.

As a general principle, cultural monuments are to be used for purposes of science, education and culture. Economic activities shall be permitted only if such activities do not damage the monument and do not reduce the historical, scientific and artistic value thereof (Protection Law). Economic activity in the protection zones (protection strips) around cultural monuments (which, if not specially fixed, are 500 meters in rural areas and 100 meters in cities (Protection Zone Law)) may only be performed with a permit from NHB (Protection Zone Law). Exact instructions on restrictions of economic activities are to be issued by NHB to the owner of a cultural monument (Cabinet Regulation No. 474). Since certain types of archaeological monuments are mostly or solely located underground (e.g., ancient burial grounds) or their topography allows performance of agricultural or forestry activities (e.g., battlefields, hillforts), there is no uniform attitude of NHB on whether these activities endanger the underground monument or not. Generally, at least until the end of investigation and adoption of the final decision on newly-discovered monument, any activity at the territory is suspended. In certain cases, such decisions may be too restrictive (e.g., if there had been a potato field upon the burial ground for many years and the cemetery has just been detected, there is no need to immediately terminate any activity since there is little risk of earlier unexperienced damage (Expert interview, Kairiss & Olevska, 2021b)). On the other hand, the issue of additional consideration in this respect is of ethical nature – how ethical it is to grow crops above the burial ground and what is the attitude of the landowner and buyers of agricultural products toward the harvest coming from the grave land?

A substantial part of Latvian archaeological monuments is overground (e.g., castles, their remains, etc.). The owner is responsible for proper renovation and restoration thereof (Protection Law). Current regulation provides for strict limitations on reconstruction works prescribed by law (e.g., Protection Law provides for mandatory permission of the NHB for any modification of the cultural monuments (in case of monuments of local significance – permission of the respective municipality)), Cabinet (e.g., Cabinet Regulation No. 500 provides for mandatory author's supervision and supervision of the construction work) or municipal regulations, and instructions issued by NHB to the new owners of the cultural monuments. Modification of a cultural monument or replacement of the original parts thereof with new parts shall be permitted only if it is the best way to preserve the monument or if the cultural and historical value of the monument does not decrease as a result of the modification (Protection Law). Restoration, reconstruction, repair and conservation works of a cultural monument may be performed only under the management of a competent specialist (for the works on archaeological monument, archaeologist should be engaged) (Cabinet Regulation No. 474). Thus, restoration of a cultural monument requires higher quality and more professional work than an ordinary building (Karnite, 2002). Several experts have mentioned that the system of construction regulations applicable to cultural monuments is not flexible, so tailor-made solutions should be introduced for renovation of cultural objects in conformity with modern standards (Expert interview, Kairiss & Olevska, 2021b).

Maintenance of archaeological monuments, which is to be determined by instructions of NHB (Cabinet Regulation No. 474), is one of the main duties of the owner. It is prescribed that maintenance, which does not modify the cultural monument and does not reduce its cultural and historical value, does not require a special permit; however, the owner is to inform the NHB in writing ten days before the commencement of the works referred to if it is not specified otherwise in the issued instructions (Cabinet Regulation No. 474). Neither legal acts nor instructions of NHB (generally, upon request of the monument's owner, NHB can provide more detailed instructions (Expert interview, Kairiss & Olevska, 2021b), provide for specific maintenance works, and their type or frequency related to archaeological monuments. It might be, therefore, unclear what maintenance within the context of archaeological sites is exactly implied. Some countries approach this issue differently. Thus, Lithuanian law, for instance, provides that the manager of an immovable cultural property must keep up an object of cultural heritage, the territory thereof, timely remove emerging defects and protect structures against adverse environmental impact; maintain adequate microclimate conditions in premises with valuable interior; timely renew vegetation, remove volunteer plants, mow grass and trim trees, clean debris and eliminate sources of pollution within the territory; keep up and maintain historical green areas which are objects of cultural heritage in compliance with the heritage maintenance regulations (Law on protection of immovable cultural heritage of the Republic of Lithuania). In England and Wales, maintenance includes fencing, repairing, and covering of a monument and the doing of any other act or thing which may be required for the purpose of repairing the monument or protecting it from decay or injury (Ancient Monuments and Archaeological Areas Act of the United Kingdom relates to maintenance by the Secretary of State, the Commission or any local authority of the monuments under their guardianship). In Latvia, there have been attempts to determine and structure the maintenance works of archaeological monuments depending on the type of the monument. Thus, e.g., there have been recommendations

prepared within Estonian–Latvian cross-border co-operation program project “Unknown cultural heritage values in common natural and cultural space”; however, these recommendations have not been widely accepted/implemented.

The archaeological heritage in Latvia, despite the significant progress made since 2016 (thanks to the publication, including in English, and global dissemination of the Catalogue of Endangered Latvian Archaeological Artefacts, changes in legislation, improved cooperation between law enforcement agencies and the NHB and other activities), is still threatened by illegal diggers (“treasure hunters”). It is recognized, that ancient burial grounds are most vulnerable to attacks of treasure hunters, as they have the richest range of antiquities and are often located in sparsely populated areas, forests, etc., making them easier to access unnoticed and, therefore, attractive to carry out illegal activities.

There are no direct legal obligations of the owners of archaeological sites to protect their property from illegal diggers or prevent illegal intervention, except for the general rule of proper maintenance. Thus, for instance, it is generally accepted that the owners are to put in order the burial sites damaged by treasure hunters at their own expense. It is a general practice of NHB to not punish the owners for insufficient protection and the following damage to their sites if the damage has been caused by third parties and there is no direct fault of the owner. The owners approach the question of prevention and protection differently. As a method of prevention, some owners, for instance, scatter small metal objects to make metal detectors incapable of identifying (distinguishing) antiquities. Prevention function can also be performed by raising social awareness. Thus, e.g., one of the most positive examples is the one of Grobiņa town. About ten years ago the systematic work of development of its archaeological ensemble began, and the local residents were actively engaged (in studies, information dissemination, volunteer works, etc.) in the process (e.g., ICOMOS 2021). As a result, they have achieved the high level of self-regulation in the society, since the locals are the first to inform the police about suspicious activities or metal detectorists on the territory of the archaeological site.

In order to put the ancient burial grounds in order, some owners do it by themselves, others address the Cultural Monuments Conservation and Restoration Program. It should be noted that in the absence of strong support from the State or municipality, precise obligations and clear instructions how and when to put the damaged site to order, sometimes the site remains unkept or keeping up happens years after the accident (e.g., in 2018, JSC “Latvijas valsts meži” performed cleaning/maintenance works at the ancient burial ground of state significance three years after it was damaged by illegal diggers (LVM, 2019).

The analysis of the issues related to the status of a cultural monument allows to identify significant correlations between economic and legal/administrative factors impacting the socio-economic potential of immovable cultural heritage. Although the identified legal restrictions and administrative burdens directly affect a limited group of persons (e.g., owners of cultural monuments), creating an economic disadvantage for them, their socio-economic effect is much broader, as many stakeholders are interested in the development and use of cultural monuments as a more significant component of the immovable cultural heritage.

## **2.4. Issues of Assessment of Monetary Value and Damages Done to Immovable Cultural Heritage Objects**

The primary publications: Kairiss (2015, 2017), Kairiss & Olevska (2020, 2021b, 2021c).

### **Comparative review of monetary evaluation of cultural heritage sites**

Within the framework of the research, 12 countries' approaches to monetary evaluation of cultural heritage sites have been analyzed (Kairiss & Olevska, 2020). The results show that the methods used by the countries to assess economic value of cultural monuments differ substantially. Most countries differentiate cultural monuments based on their non-monetary significance and/or category affiliation (e.g., Latvia, Lithuania, Finland, Estonia, Germany, Cyprus) and do not provide for standard procedures of economic evaluation of cultural monuments for any assessment purposes (transaction, lease, insurance, mortgage, investment, liquidity, cadastral, etc.). The most common reason for avoidance of articulating monetary value invoked by the countries is the perception of "inestimable value" of heritage objects (e.g., Estonia) and lack of administrative capability/resources (e.g., Sweden, Latvia).

However, few countries, like Ukraine, in their turn, have statutory approved methodologies on general monetary evaluation rules of cultural monuments, providing for different calculation methods depending on the purpose of evaluation, including, e.g., insurance, lease, sale, privatization, urban development, determination of the effect of cultural object on the cost characteristics of the environment, mandatory buyout, re-evaluation of key (capital) property for accounting purposes, etc. (Methodology UKR. A cost method is used to evaluate the monetary value of archaeological sites, based on the costs of work on archaeological research on those sites).

Socio-economic value and affected interests are best seen in situations where damages have been done to the heritage object due to illegal actions. Therefore, an analysis of approaches to damage assessment has been done in 12 countries within the framework of the research as well as in Kairiss & Olevska (2020).

While some countries provide for the assessment of economic value of the whole cultural monuments before any damage is caused to them (initial evaluation), few others (e.g., Sweden, Germany, Spain) provide for an overall evaluation of the sites after the damage was caused to them. Another approach followed by some countries (e.g., Cyprus) is the overall evaluation of loss caused to the site (the whole cultural object) as a result of illegal activities in percentage terms, so that the diminishment of value is expressed in percentage but not in monetary equivalent.

An absolute majority of the analyzed countries evaluate current costs associated with damage assessment, and most of the analyzed countries do not evaluate socio-economic components or the losses related to impossibility/diminishment of further use of the objects as a result of the caused damage (e.g., Cyprus, the Netherlands, Moldova). In Estonia, only the loss of scientific data or the loss of the possibility of future research is evaluated. In Germany, unearned tourism income, loss of an unidentified source of scientific data, education and training and determination of the positive effect of the object over its environment can be evaluated within the general procedures

provided for in Civil and Criminal Codes, not inside the administrative cultural heritage protection level. Out of the mentioned socio-economic components, in Latvia, unearned tourism income might be requested under the auspices of Civil Law as lost profit; however, this criterion has never been evaluated or reviewed by the court.

Table 2.4

Examples of Components for Assessment Damage Done to Cultural Monuments (Kairiss & Olevska, 2020)

Basic component	Type of assessment	Cyprus	Estonia	Finland	Germany	Latvia	Lithuania	Moldova	The Netherlands	Russia	Spain	Sweden	Ukraine
Financial evaluation of the whole cultural object	Evaluation of the whole object in monetary terms before damage is caused (initial evaluation) for transaction, lease, insurance, mortgage, investment, liquidity, cadastral, treasure finds' value, etc. assessment purposes	N	N	N	N	Y	-	-	N	Y	N	N	Y
	Evaluation of the whole object in monetary terms after damage is caused (post factum evaluation)	N	N	-	Y	Y	-	-	N	-	Y	Y	Y
Costs associated with damage caused	<b>Evaluation of costs associated with damage caused, which may include:</b>	Y	Y	Y	Y	Y	Y	Y	Y	-	Y	Y	Y
	Costs for drafting restoration/repair project documentation	Y	Y	-	Y	N	-	Y	N	-	Y	-	-
	Costs of restoration and repair	Y	Y	-	Y	N	Y	Y	Y	Y	Y	Y	Y
	Measures to reduce consequential loss; emergency restoration	Y	N	-	Y	N	Y	-	N	-	Y	-	-
	Change of cultural/archaeological value	Y	Y	Y	Y	Y	-	N	N	Y	Y	-	-
	Costs for archaeological research to document the monument; additional expertise and studies (e.g., work in archives, with historical records, outsourced conservation/restoration specialists, etc.)	Y	Y	-	Y	N	Y	Y	N	-	Y	Y	-
	Loss of intangible part of the asset	N	N	-	Y	N	-	-	N	Y	Y	-	-
Evaluation losses related to impossibility/diminishment of further use of the object	Unearned tourism income (for the time of repairing/after that)	N	N	-	Y	Y	Y	N	N	-	Y	-	-
	Loss of an unidentified source of scientific data and education and training	N	Y	-	Y	N	Y	N	N	-	Y	-	-
	Determination of positive effect of the object over its environment	N	N	-	Y	N	-	N	N	Y	Y	-	-

Designations used in the Table: "Y" – yes, "N" – no, "-" – no information available

### Looting and illegal trade of Latvian archaeological heritage

Damaging of archaeological sites in Latvia by way of looting artifacts is a comparatively frequent phenomenon. Series of the very significant cases of damage caused to archaeological sites

in Latvia occurred in the beginning of 2015, when several ancient cemeteries and more than 600 individual graves were looted in the eastern part of the country. In April 2020, more than 100 pits were detected in an ancient burial ground of state significance. Despite the gradual improvement of the situation since 2016, damage to archaeological heritage objects was detected every year. Thus, for example, according to the NHB data, 16 administrative proceedings regarding damaging of archaeological objects were initiated in 2021–2022. In 2020, the NHB fixed 134 cases where persons tried to illegally sell on the Internet antiquities characteristic to the territory of Latvia, in 2021 – 59 cases, and in 2022 – 19<sup>7</sup> (NHB, 2021, 2023). There is a reason to believe that at least part of the antiquities being illegally traded was obtained during illegal excavations in archaeological heritage sites on the territory of Latvia.

According to the author’s research in 2015–2016 (incl. survey of controlling institutions,  $n = 222$ <sup>8</sup>; Kairiss, 2017), protection of archaeological sites and artifacts largely depends on:

- public and institutional awareness-raising activities as legislative acts do not contain all the information needed for different audiences;
- understanding the factors that push to wrongdoing or influence abstention from it in the context of current political and socio-economic situation;
- implementation of the combination of informational, legal, law enforcement, analytical, coordination-related, organizational and stakeholders’ mutual cooperation activities.

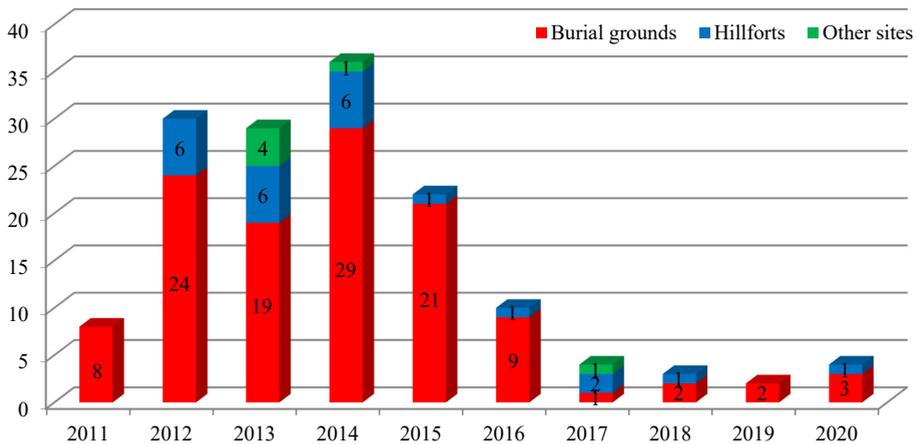


Fig. 2.2. Detected damage cases (as a result of treasure hunting) of archaeological monuments in Latvia (Kairiss, 2020, supplemented).

<sup>7</sup> It should be noted that since 2016, thanks to the development of the Catalogue of Endangered Latvian Archaeological Artefacts, the improvement of the regulatory base, improved interinstitutional cooperation and the monitoring activities of illegal antiquities trade in the Internet environment, the amount of illegal antiquities trade has significantly decreased.

<sup>8</sup> Up to the knowledge of the author, this was the only survey of controlling (law enforcement and other) institutions conducted in Latvia in the corresponding field.

## Issues of assessment of damage caused to Latvian archaeological sites

Available statistical data showed that out of all archaeological monuments ancient burial places followed by the hillforts were particularly vulnerable to the risk of looting in Latvia. That is why some calculations regarding possible commodity value or, more precise, the loss of scientific value of burial places attempted to be made. According to the information of 2015, the average value of one middle or late Iron Age tomb inventory was assessed to be around 2 700 EUR, and the loss of the scientific value of the burial averaged around 480 EUR (Latvijas Avīze, 2015). It is, however, not clear whether these numbers compensate the diminished value of the monument as a whole or relate just to the damage done to the individual graves.

The analysis of criminal case materials and case law in Latvia showed that no objective criteria for assessing damage have been introduced, i.e., material value of the damage caused to ancient burial grounds has been calculated only as an average insurance value of antiquities typically found in analogous burial grounds, thus causing the following imperfections:

- The value of antiquities, typically found in analogous burial grounds, is not determinative for all types of ancient burials, and the value may therefore vary depending on the looted burial ground.
- Other losses (e.g., expenses for inspection, documentation, putting in order the archaeological site (at least burial, reburial of mortal remains, etc.), losses related to impossibility of further research / potential use of the archaeological site) are not calculated, and no compensation for these is claimed. Besides, it is not clear, for example, at whose expense the destruction caused to the archaeological site is to be remedied, and who is to put in order for this, while transferring this task to volunteers (if the offender is known) is incorrect. This makes it possible to conclude that the actual monetary damage is greater than that determined and claimed in criminal proceedings.
- No coefficients are applied to relatively old insurance values of artifacts for exhibitions, thus adjusting insurance values to current situation.

Scientific value of the damage caused to ancient burial grounds has been calculated only in terms of the price of analysis of the anthropological material. It should be noted, however, that not only anthropological material is to be found in a grave, and therefore, morphological and biochemical analyses do not reflect the whole value of the burial place.

Approximately 70 % of criminal proceedings initiated under Section 229 of the Criminal Law (destruction or damaging of a cultural monument) have been suspended under Section 400 of the Criminal Procedure Law due to the impossibility of identifying the offenders (Kairiss & Olevska, 2021b). At least in part, this may be caused by the delayed provision of information to law enforcement agencies about the caused damage to cultural monuments, which makes it difficult to identify the offenders. Increasing the awareness of the owners of cultural monuments about the need to report the detected damage as soon as possible, while simultaneously strengthening the monitoring of the territory, could lead to greater success in the investigation of the relevant criminal

offences. Another important factor would be the higher priority afforded by law enforcement agencies to investigations of the relevant offences.

A study of case law showed that offences in actual (active) burial grounds were subject to more severe sanctions than offences in ancient burial grounds, although in both cases the desecration of burials (modern or ancient) is at stake. Besides, in the case of ancient burials, the material damage caused is frequently greater, with damage also being caused to scientific interest. Obviously, the solution is to raise awareness among law enforcement agencies, prosecutors and the courts.

Offences against cultural heritage pose a significant threat to the public interest, not only from a legal and cultural-historical point of view, but also from a socio-economic point of view. If a castle mound is destroyed, it does not mean that only a specific castle mound or its direct owner has suffered, as various interests of stakeholders at the local, regional, and even national and global levels may be affected. These interests can encompass not only economic (e.g., attracting tourists), but also social, symbolic, environmental and other aspects. The analysis of the case law showed that, at present, compensation covers only material or scientific damage caused to a specific archaeological site, but the range of other affected interests is wider.

The analysis of the problems of the monetary value of immovable cultural heritage objects and the assessment of the damage caused to them makes it possible to identify correlations between economic, legal, political, social and technological factors impacting the socio-economic potential of immovable cultural heritage. On the one hand, damage assessment has legal and economic implications, but social (e.g., public awareness and attitudes) and political (e.g., lack of coverage of the issue in planning documents) aspects are also relevant. The technological aspect is no less important, as damage to immovable cultural heritage sites has a direct impact on their state of conservation.

## **2.5. Material and Non-material Compensation for Damages of Immovable Cultural Heritage Objects**

The primary publications: Kairiss & Olevska (2020), Olevska-Kairisa & Kairiss (2023).

Heritage crimes (e.g., damage and destruction of archaeological sites, historic buildings, etc.) are never victimless. Taking into account significant number of stakeholders in the field of immovable cultural heritage, there are always suffered parties, characterized by different interests and entitled to different reparations.

The noteworthy fact is that not all stakeholders and not always are aware of the fact that they have suffered and in certain situations may submit a claim to the court for reparation under criminal or civil procedure. In the current research, the situation is observed in purely socio-economic terms, without detailed study of the legal particularities and specificities of the corresponding legal procedure. Table 2.5 represents a correlation framework between the types of parties victimized by damage to / destruction of heritage site, the nature of harm suffered by every victimized individual or group, as well as the most appropriate type of remedy corresponding to the harmed interest. The correlation framework places individuals and groups victimized by damage to / destruction of the

cultural heritage objects into four quadrants. Quadrants are characterized by the type of harm (material or non-material) and relation of this harm to the interest of the suffered parties (kind of harm: direct or indirect).

Self-recognition as a suffered party, besides direct economic loss intrinsic to Quadrant I (if the party realizes the economic loss and is able to prove it by corresponding evidence), depends, first of all, on awareness of socio-economic impact of the particular damaged/destroyed immovable heritage site and the connection between the suffered party and the site, including

- *Existence of the dependent economic link* (loss of economic opportunity; Quadrant II). If a craftsman or hotel's owner has largely based his/her business on tourism related to the particular heritage site and the site has been destroyed or damaged (thus tourists do not come anymore), he/she should be entitled to compensation for the time until the site is put back into operation (i.e., equal to the potential income if the site is accessible to tourists). The same principle should work also for the other parties having dependent economic link to the heritage site. The losses suffered by the stakeholders belonging to Quadrant II are of purely economic nature. Although these stakeholders do not have direct connection to the damaged/destroyed heritage site, there is an obvious causal link between the fact of damage or destruction of the heritage site and profit diminution of the suffered party.
- *Existence of the close connection* (Quadrant III) to the damaged/destroyed heritage site. It has been scientifically confirmed that immovable heritage sites, depending on their condition, management practice, etc., produce different socio-economic benefits for the local, religious, scientific, and other communities and individual parties, satisfying different social, symbolic, educational, scientific, and other interests. Heritage sites are often places of cultural, social, spiritual, recreational, scientific and other activities, people feel their devotion to them, these sites unite people, promote feelings of ethnic, national etc. identity. Thus, the sites are part of communities' daily life, and their destruction or damage can cause psychological vulnerability, mental pain, anguish, emotional distress, etc. as well as decreased prestige of the area, disruption of cultural/religious practices, loss of research opportunities, etc. Although the stakeholders have direct interest in heritage site, their losses are of non-material nature (unlike losses of stakeholders belonging to Quadrants I and II), and usually, it is not possible to monetize the harm caused and, e.g., socio-emotional losses of the local community and other stakeholders of Quadrant III. Therefore, possible reparation could be related to the fine directed to programs that allocate funds for culture-related activities, incl. strengthening of protective capacities. It should be noted, however, that there is no legal institute of collective claims in Latvia, so individual claims must be collected<sup>9</sup> and submitted to the court, e.g., via legal representative.

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<sup>9</sup> e.g., In England, it is common practice of the Police to ask local community members whether or not they consider themselves victims of a heritage crime – this way the suffered parties are being identified.

Table 2.5

## Suffered Interest, Type of Suffered Party and Reparations (Olevska-Kairisa &amp; Kairiss, 2023)

Primary nature of harm	Suffered interest, type of suffered party <sup>10</sup> and reparations	
	Direct interest	Indirect interest
<b>Material (economic)</b> <sup>11</sup>	<p><b>I.</b> Individual parties with direct property link (loss of property, unexpected direct expenses):</p> <ul style="list-style-type: none"> <li>- owners, possessors</li> </ul> <p>Individual parties with direct economic link (unexpected direct expenses, loss of employment), e.g.:</p> <ul style="list-style-type: none"> <li>- direct descendants of the buried at the object</li> <li>- employed-at-the-object personnel</li> <li>- scientists researching the object</li> </ul> <p>Type of reparations: direct compensation of object restoration expenses, loss of property / direct income / salary</p>	<p><b>II.</b> Individual parties with dependent economic link (loss of economic opportunity), e.g.:</p> <ul style="list-style-type: none"> <li>- object-related businesses (hotels, catering, tourism-related merchants, tourist guides etc.) / craftsmen (local food and souvenirs producers)</li> <li>- authorities – tax payments (VAT, income tax, social contributions, etc.) receivers, e.g., state, municipalities</li> <li>- object-related cultural institutions</li> <li>- object-dependent investors</li> </ul> <p>Type of reparations: compensation for the losses until the object is put into operation</p>
<b>Non-material (non-economic)</b>	<p><b>III.</b> Collective parties with the closest connection to the object concerned (loss related to decreased standard of living, decreased prestige of the area, psychological vulnerability, mental pain, anguish, emotional distress, decrease in cultural-historical value, disruption of culture / religious practices and research opportunities), e.g.:</p> <ul style="list-style-type: none"> <li>- local community</li> <li>- local religious community adherent of a certain faith</li> <li>- particular cultural heritage-related scientific community</li> </ul> <p>Individual parties with closest connection to the object concerned, e.g.:</p> <ul style="list-style-type: none"> <li>- direct descendants of the buried at the object</li> <li>- NGOs</li> <li>- religious organizations</li> <li>- heritage authorities on behalf of the State</li> </ul> <p>Type of reparations: fine directed to programs that allocate funds for culture-related activities, incl. strengthening of protective capacities</p>	<p><b>IV.</b> Collective parties with remote connection (<i>sui generis</i> harm: loss of opportunity to visit, learn et al non-use values realization), e.g.:</p> <ul style="list-style-type: none"> <li>- heritage admirers</li> <li>- students, pupils, et al learners - those who are taught history, culture and related fields</li> <li>- faithful/ those adherent of a certain faith</li> <li>- general community</li> <li>- future generations</li> </ul> <p>Type of reparations: symbolic reparations</p>

- *Realization of non-use values of the heritage site* (Quadrant IV). Non-use values relate to the value of benefits for all members of the society (in this case stemming out of cultural

<sup>10</sup> One and the same person can belong to different types of victims, e.g., representative of a local community may be at the same time a craftsman, trading souvenirs or local food to visitors.

<sup>11</sup> Victims suffering economic harm may be (mostly are) at the same time also subjects of non-material harm.

heritage sites), i.e., not only for those who have had direct contact with the heritage sites (Weinsbrod, 1964; Frey, 1997; Brooks, 2004; NZIER, 2018). These values comprise *value of existence* (people evaluate the very existence of the heritage site, without directly consuming it), *optional value*<sup>12</sup> (people think they could consume it in some future), *educational value* (heritage sites influence the consumers in intellectual manner), *prestige value* (heritage sites promote the prestige for the region of their location), *donation (bequest) value* (consumers consider it important to ensure consumption of the site by the future generations), see Fig. 2.3. Thus, damage and destruction of immovable heritage sites deprives realization opportunities of the non-use values and affects a number of stakeholders – collective parties with remote connection to the heritage sites, e.g., heritage admirers, learners, future generations, etc. Since these stakeholders do not have direct connection to the damaged/destroyed heritage sites, it is not possible in this case to estimate the reparations in economic terms, and they have to be rather symbolic, e.g., apologies in written, oral or monetary (e.g., 1 EUR) form confirming regret and admission of guilt from the part of the offender if he/she has been identified. The scope of suffering parties in this case should be identified by the court on the basis of cultural-historical value of the damaged site (for example, a monument with local, regional, national or universal value) determined by national and/or international regulation (e.g., Protection Law or UNESCO World Heritage List). Thus, in case of damage to cultural monument of regional value, the apologies of the convicted person must be addressed at least to the residents of the corresponding region.

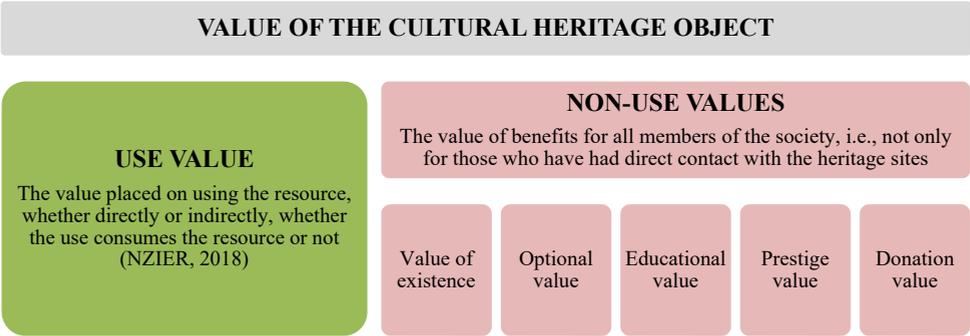


Fig. 2.3. Use and non-use values of the cultural heritage object.

The correlation framework relates rather to the “ideal” model, since currently only the stakeholders belonging to Quadrant I, are entitled to submit corresponding compensation claims to courts in Latvia. Other stakeholders belonging to Quadrants II, III (except the NHB) and IV have never been recognized as suffered parties in the course of Latvian court proceedings. They, however, have been recognized as suffered parties and awarded compensations under the international case

<sup>12</sup> In some sources it is considered as a subtype of the use value (NZIER, 2018).

law (e.g., ICC, 2016). The solution lies in raising awareness of law enforcement agencies, prosecution, courts, cultural heritage institutions, other stakeholders and the broader society regarding socio-economic impact of cultural heritage sites and large economic losses associated with damaging and destruction of the sites. Awareness-raising will enable the suffered parties involved to be aware of the damage they have suffered and of their right to be recognized as victims and receive appropriate compensation; cultural heritage institutions will be more aware of the socio-economic role of cultural heritage in society and of the damage caused to society in the event of an offence against cultural heritage; law enforcement agencies, prosecutors and courts will be more aware of the need to recognize and compensate those suffered, not only the direct owners of cultural objects, in the event of an offence against cultural heritage; the general public will better identify the socio-economic benefits of cultural heritage, thus promoting cultural patriotism on the one hand and the need to protect cultural heritage on the other, which also acts as a key preventive measure to the corresponding offences. The next step is related to improvements of the national legal system and definition of conventionally accepted criteria for the recognition of the suffered parties and awarding corresponding reparations.

Socio-economic interests (including unrealized ones) are most clearly revealed when the stakeholders suffer losses. Thus, an analysis of the interests of those who have suffered from the damage caused to immovable cultural heritage sites, as well as of the corresponding compensation, not only makes it possible to identify these interests more precisely but also shows the interrelation between all groups of factors affecting the socio-economic potential of immovable cultural heritage – political, economic, social, legal and administrative, technological and environmental, as well as the factors related to cooperation of the stakeholders.

## **2.6. Factors Affecting Socio-economic Development of Immovable Cultural Heritage**

The primary publications: Kairiss (2017); Kairiss (2020); Kairiss & Olevska (2020); Kairiss & Olevska (2021a); Kairiss & Olevska (2021b); Kairiss & Olevska (2021c); Olevska-Kairisa & Kairiss (2023); Kairiss, Geipele, & Olevska-Kairisa (2023).

Within the framework of the research, the factors affecting socio-economic development of immovable cultural heritage were conditionally divided into political, economic, social, legal and administrative, technological, environmental, and stakeholders' cooperation-related factors (impacting factors). All groups of impacting factors are closely interconnected. The impacting factors have been studied focusing on archaeological heritage sites and manors; however, they can be used in relation to other immovable cultural heritage sites.

It should be noted that there is a mutual connection between the impacting factors and opportunities/socio-economic benefits provided by development of immovable cultural heritage objects, i.e., the degree of development of immovable cultural heritage, to a certain extent, influences changes in impacting factors. For example, the development of immovable cultural heritage positively impacts the development of local production (increase in cultural tourism flow

causes an increase in development of local production); however, if there are, e.g., strong traditions of local production of food, it is one of the factors positively impacting touristic supply, thus positively impacting the possibilities of development of immovable cultural heritage sites.

It should be mentioned that the negative or positive influence of the factors explained below has to be assessed in the concrete time frame. For example, currently the level of social awareness of significance and socio-economic role of immovable cultural heritage is not high enough to facilitate the development of socio-economic potential of immovable cultural heritage sites, however it is possible that in the course of time, thanks to conducting corresponding measures, the level of social awareness will rise, thus becoming a facilitating factor. Therefore, obstacles can be transformed into facilitating factors and vice versa.

Table 2.6

Factors Impacting Development of Socio-economic Potential of Immovable Cultural Heritage

Category	Factors	Current influence in Latvian context
Political	Planning documents at the national and regional/local level	<p>Currently there are no national level planning documents in the area of tangible cultural heritage that contain concrete provisions on socio-economic development of immovable cultural heritage sites, incl. direct and indirect economic effects and the assessment of economic impact of the development of immovable cultural heritage sites on other economic areas. Both documents for the previous time period (Cabinet Order, 2014, 2006) and chronologically the latest strategic document (Cultural Policy Guidelines for 2022–2027 "Cultural State") contain relatively limited information about immovable cultural heritage objects and do not, in fact, address the socio-economic dimension of their development.</p> <p>At the local level, in most advanced municipalities in terms of cultural heritage sites development, there are some corresponding planning documents (e.g., Kuldīga Municipality Sustainable Development Strategy 2022–2046, Development Programme 2022–2028, and Sustainable Tourism Strategy until 2028; Cēsis Municipality Development Programme 2022–2028 and Cultural Development Strategy 2030). In these municipalities the immovable cultural heritage sites' socio-economic potential is being developed and protected at a high level, positively impacting not only cultural life but also social welfare.</p>
	Coordination of activities for sustainable socio-economic development	<p>Currently, there is no coordinating institution responsible for sustainable socio-economic development of immovable cultural heritage – the competence is disseminated between different institutions (Ministry of Culture, NHB, Ministry of Economics, Investment and Development Agency of Latvia, municipalities, etc.) and is fragmented by territorial (e.g., municipalities) or segment (e.g., tourism, cultural-historic dimension of cultural monuments) principle.</p> <p>Also, the protection of the immovable cultural heritage sites has interdisciplinary and inter-institutional nature, so that it cannot be effectively provided within a single government department and field (e.g., cultural) in isolation from other government departments and areas (home affairs, justice, etc.). Protection measures should be based on analysis and research of the situation, involving stakeholders: local residents, businesses, municipalities, NGOs, religious and other organizations, professionals, etc. Thus, it is vital to ensure the coordination of the activities of the institutions, organizations and</p>

		persons involved (including the identification of issues to be addressed in different areas: training, information campaigns, research areas, criminal procedural and administrative issues, etc.). Currently, there is no corresponding coordination institution for these activities in the country.
	Tax policy	Tax policy affecting immovable cultural heritage is not harmonious and motivating for development. There are no special tax reliefs applicable to owners of cultural monuments in Latvia except for real estate tax discounts, which are different in different municipalities. Real estate tax depends on cadastral value, which is much lower in areas outside Riga and large cities. Therefore, the positive impact of real estate tax reliefs in rural areas (where a significant proportion of immovable cultural heritage sites is located) is negligible. Prescribed by legal acts unified reduction of 35 % from the cadastral value of buildings (Cabinet Regulation No. 103) registered as cultural monuments of State or local significance, if their physical depreciation exceeds 35 %, is demotivating in terms of timely renovation of the immovable cultural objects.
	Public-private partnership and mutual development projects	Public-private partnerships in the area of immovable cultural heritage are significantly underdeveloped. Development of public-private partnership in the area of immovable cultural heritage development projects largely depends on the will of local administration, as in case of administration change after elections there is no guarantee of getting municipal support for successful continuation of the project.  Besides, when deciding on allocating public funds to the development of the privately owned cultural heritage site in the framework of mutual projects, municipalities are concerned about possible violations of the Law “On Prevention of Squandering of the Financial Resources and Property of a Public Person”.
	Public sector’s support for development of immovable cultural heritage sites	Immovable cultural heritage is not considered true “public good” in socio-economic terms, thus there is no harmonious nation-wide system of public sector’s support (incl. informational support, support in terms of road infrastructure development and maintenance, etc.) for the owners of immovable cultural heritage sites.
<b>Economic</b>	Tourism development	Local and foreign tourism development is one of the most significant factors positively impacting the development of immovable cultural heritage sites. In the last 20 years, the tourism infrastructure and service in Latvia have significantly improved, having a positive impact on the development opportunities of immovable cultural heritage sites. Both foreign and local tourism flow is gradually increasing in the country (local tourism received powerful development impetus also because of the COVID-19 pandemics in 2019–2020 (Expert interview, Kairiss & Olevska, 2021a). Latvia has a strong cultural tourism development potential.
	Availability of funding	Various national (state and local) and international (in particular EU) funding sources are available for the development of immovable cultural heritage sites. Realization of funding opportunities is growing in Latvia. Receiving of funding, however, largely depends on the status of cultural monument designated to the site.
	Financial burden	Financial burden on the owners of immovable cultural heritage sites is significant and relates to both renovation and maintenance expenses. If

		renovation expenses can be in many cases eased by the funding provided by national and international programs, the maintenance expenses are to be covered by the owners. The financial burden on private owners of cultural monuments is being intensified due to corresponding restrictions on economic activity as well as demotivating tax policy and costs of higher-level protection measures against different kinds of accidents (there are no discounts for cultural monuments).
	Conservation policy	Although conservation of immovable cultural heritage sites is a necessary step towards their protection, conservation as such does not provide for resources necessary for covering maintenance costs. In some cases (in particular regarding publicly owned cultural heritage sites), there are no further socio-economic development plans after conservation, thus the sustainable development of the sites is hindered.
	Road infrastructure development and maintenance	Many immovable cultural heritage sites are located in rural areas and are hardly accessible without proper road infrastructure, incl. roads of secondary importance. Roads have to be properly maintained also in the winter time, since many immovable cultural heritage objects are especially enjoyable during this season. In some cases, roads of secondary importance are not developed and/or maintained properly, thus hindering access to immovable cultural heritage objects (in particular privately owned objects). Development of local infrastructure significantly depends on the level of interdependent co-operation between the private owners of immovable cultural heritage sites and local municipalities – the number of visitors of the sites cannot be increased without the development of local road infrastructure; however, without the increase of the visitors' flow, municipalities cannot benefit from the visitors' ancillary spending.
	Local production and crafts	Strong traditions of local productions of food, beverages, souvenirs, etc. positively impact the possibilities of investment in the development of immovable cultural heritage objects because of the attraction of visitors and touristic services diversification. Important is also availability of local craftsmen who provide different creative workshops for the visitors of immovable cultural heritage sites.
	Development vision and prioritization	Development of immovable cultural heritage sites requires significant resources. Thus, if in particular territory there are many cultural heritage sites, it is important to prioritize objects (e.g., according to historical period) to make the major investment in (e.g., accent on Viking era heritage in Grobina, Duchy of Courland period in Kuldiga). For the objects in private ownership, it is important to have a clear vision of development and promoting specificity of the site, since the competition is high and the investments have to correspond to the market niche to be occupied. Most of the failures in the development of privately owned manors had to do with improperly allocated investments.
<b>Social</b>	Social awareness	Social awareness of the significance of immovable cultural heritage is an underlying factor of the development of immovable cultural heritage sites. This factor determines not only the local cultural tourism and sites visiting traditions but also the support to the development of immovable cultural heritage sites and the level of social responsibility. The level of social awareness in Latvia, and, in particular regarding socio-economic benefits provided by immovable cultural heritage sites, is currently not high enough to influence the development of corresponding governmental support in the area. The other negative aspect is the misconception that qualitative cultural services can be provided free of

		charge. The lack of understanding of the local multiplier effect stemming from the development of immovable cultural heritage sites explains that, in some cases, there is insufficient public support for the development projects in the area. On the other hand, raising the corresponding social awareness is not considered to be governmental priority (existing planning documents do not contain any particular provisions on that; cultural heritage education is not a part of the school program etc.), extensive socio-economic indicators reflecting positive changes in result of cultural heritage-related development projects are usually not being used to raise the level of social awareness.
	Use of immovable heritage sites in cultural activities	The level of use of immovable cultural heritage sites (especially the ones located in or near more densely populated areas) in cultural activities (celebrations, concerts, open-air parties, intangible cultural heritage-related activities, etc.) is quite high in Latvia. Thus the significance of immovable cultural heritage sites is being promoted, positively impacting the level of social awareness.
<b>Legal and administrative factors</b>	Status of a cultural monument	Designating an immovable cultural heritage site the status of a cultural monument has a positive effect in terms of confirming the authenticity of the site and raising its prestige, thus promoting an increase <i>inter alia</i> in the flow of visitors. On the other hand, designating a corresponding status implies certain legal and economic restrictions, negatively impacting the financial burden on the owners. This has an especially strong effect in the case of newly discovered archaeological heritage sites when the owner used or had the intention to use the land for other economic purposes, so he/she suffered economic losses due to restrictions on economic activity in his/her land. Designating a cultural monument status has to be accompanied by much more efficient economic support measures to ease the financial burden on the objects' owners and motivate them to develop socio-economic potential of the owned immovable cultural heritage sites.
	Legal regulation of the treasure hunting	Illegal treasure hunting in the territory of archaeological sites is still an issue in Latvia. Damages done to the sites due to illegal activities significantly lower their cultural-historical value and hinder the development of socio-economic potential of the sites. Despite useful amendments to the legal regulations to discourage treasure hunting, there are still several loopholes, allowing the perpetrators to escape the liability for their illegal actions.
	Damage assessment and support of suffered parties	Damages done to cultural monuments – immovable cultural heritage sites – resulting from illegal activities are being assessed just in terms of cultural-historic value, without paying due attention to socio-economic consequences of such damages. The numerous suffered parties are not being identified and currently cannot protect their interests in the court (except for the State interests represented in the court by the NHB). Social awareness regarding protection of socio-economic interests of the suffered parties is not being promoted, so the suffered parties are not aware of their rights to corresponding reparations. Thus, legal protection of immovable cultural heritage sites is less efficient, hindering the development of their socio-economic potential.
	Administrative aspects	Certain administrative requirements stemming from the status of the cultural monument assigned to the immovable cultural heritage object hinder the free operation with the object. While certain requirements are justified on the grounds of protection of cultural monuments, they place additional administrative burden to the owner who is not compensated in any way by the State. The administrative requirements include the State's right of first refusal, inspections and controls, the necessity to receive additional permissions for

		reconstruction or renovation works, as well as the requirement of performing mandatory archaeological research and supervision before starting reconstruction works.
<b>Technological and environmental factors</b>	Technical condition (level of preservation) of immovable heritage sites	A large part of Latvian immovable cultural heritage objects is in poor technical condition. Successful development of these objects (incl., their energy efficiency as well as conformity with modern sanitary and other standards) is significantly hindered by the necessity to invest substantial resources into renovation and restoration of immovable cultural heritage objects. Besides, according to the rules of cultural monuments' protection, any of these works should be performed using materials and technologies, which conform to the original. It should be mentioned that illegal treasure hunting represents a significant threat to the preservation of archaeological heritage in the country.
	Environmental aspects	Environmental factors (e.g., soil erosion, floods, etc.) significantly threaten the preservation of immovable cultural heritage objects, in particular – archaeological objects. This threat relates to Latvian archaeological objects as well (e.g., Turaida castle); therefore timely implementation of preventive measures is necessary. Another aspect relates to threats to the environment (e.g., pollution) and the technical condition of the immovable cultural heritage site due to the massive flow of visitors. Therefore there is a need for assessing the permissible load of particular objects' and, in case of necessity, introducing corresponding restrictions on the visitors' flow.
<b>Cooperation-related factors</b>	Marketing aspects	Marketing of immovable heritage site is mutually beneficial for the owner and the municipality and is largely dependent on the level of cooperation. Information on the site in the municipal and broader level touristic guides and internet sources benefits as much the owner, because of intensification of touristic flow, as the municipality because of tourists' ancillary spending as well as promoting of the attractiveness of the area.
	Scientific research and education	The development of the archaeological heritage potential is significantly related to the development of scientific research. Archaeological research, <i>inter alia</i> , provides valuable information and ensures evidence base for the development of the archaeological potential of the site or area, including facilitating the discovery of new monuments. Research is one of the most important aspects of proving the significance of an archaeological site: e.g., Grobiņa archaeological ensemble was not accepted for inclusion in the UNESCO World Heritage List because the current state of knowledge and research on the object and its context is not sufficiently well advanced to justify the proposed Outstanding Universal Value.  Currently, the landowners and municipalities may not have sufficient information or understanding about the possibilities of using the results of archaeological research in promoting the significance and recognizability of an archaeological site.  Immovable cultural heritage objects in many cases are being successfully used for the purposes of secondary education as well as students' practice, thus strengthening cooperation between owners of the immovable cultural heritage objects, municipalities and academic institutions, promoting cultural patriotism and social awareness.
	Cooperation between stakeholders	Cooperation between immovable cultural heritage site owners and the public sector (first of all – NHB and municipalities) has been gradually improving over the last 10–20 years; however, it is hampered by the fragmentation of site ownership (e.g., owners cannot agree on activities, costs, etc.), lack of public policy in the field of immovable cultural heritage sites development, as well as

		<p>unprofessionalism of some municipal employees. In Latvia, cooperation in the field of immovable cultural heritage protection is developing between the NHB and municipalities, as well as between municipalities and NGOs. Several municipalities, based on the developed strategic documents, systematically implement measures for the protection and development of immovable cultural heritage sites, thus promoting cooperation, <i>inter alia</i>, with private owners.</p> <p>On the contrary, insufficient cooperation between the owners of immovable cultural heritage sites, the private, nongovernmental, municipal and public sectors, in a situation of the lack of economic support for the private owners, create a mismatch between the interests of the site owners and the public. Consequently, the development of the potential of immovable cultural heritage sites is hindered.</p> <p>Regarding business-related cooperation, there is a positive trend in cooperation between manors as well as between manors and service providers/local suppliers to combine various services in the complex offer.</p>
	Informational support	<p>Informational support is important for raising awareness of actual and potential owners of immovable cultural heritage sites. The main types of informational support include consultations regarding renovation, restoration, etc. of a cultural monument, seminars and workshops, raising awareness about funding opportunities, consultations and awareness raising in legal, tax and other issues. Some informational support is being provided by the NHB, municipalities, and professional associations, however, there is no single contact point for accumulating necessary information (e.g., there is no single source of information on different national and international funding opportunities) and answering questions of the interested parties.</p>

In 2023, an analysis was carried out by the author to determine the positive and negative influence of the factors on the development of the immovable cultural heritage, as well as the significance of the influence. The significance of a factor's influence is determined by how strong the factor impacts the development of immovable cultural heritage in terms of:

- stakeholders' well-being and societal attitude to the development of immovable cultural heritage objects;
- optimal allocation of available resources facilitating planned and coordinated actions;
- facilitating development opportunities of immovable cultural heritage objects;
- promoting stakeholders' cooperation;
- facilitating access to and use of immovable cultural heritage objects.

Table 2.7

Factors' Current Influence on the Development of Socio-economic Potential of Immovable Cultural Heritage

Category	Factors	Predominant current <sup>13</sup> influence*	Factor's significance**
<b>Political</b>	<b>Planning documents at national and regional/local level</b>	-	xxx
	<b>Coordination of activities for sustainable socio-economic development</b>	-	xxx
	<b>Tax policy</b>	-	xxx
	<b>Public-private partnership and mutual development projects</b>	-	xxx
	<b>Public sector's support for development of immovable cultural heritage sites</b>	-	xxx
<b>Economic</b>	<b>Tourism development</b>	+	xxx
	Availability of funding	+	xx
	Financial burden	-	xx
	Conservation policy	-	xx
	Road infrastructure development and maintenance	-	xx
	Local production and crafts	+	xx
	Development vision and prioritization	-	xx
<b>Social</b>	<b>Social awareness</b>	-	xxx
	Use of immovable heritage sites in cultural activities	+	xx
<b>Legal and administrative</b>	<b>Status of a cultural monument</b>	--/+	xxx
	<u>Legal regulation of the treasure hunting</u>	-/+	xx
	<b>Damage assessment and support of suffered parties</b>	-	xxx
	Administrative aspects	-	x
<b>Technological and environmental</b>	Technical condition (level of preservation) of immovable heritage sites	-	xx
	Environmental aspects	-/+	xx
<b>Cooperation-related</b>	Marketing aspects	+	x
	Scientific research and education	-	xx
	<b>Cooperation between stakeholders</b>	-	xxx
	Informational support	-	x

\* Predominantly positive (opportunities) "+", negative (threats) "-", both (in corresponding aspects) positive and negative "-/+"; more negative than positive "--/+".

\*\* Very significant factors "xxx", significant factors "xx", less significant factors "x".

The analysis identified the following as the most critical obstacles to the development of immovable cultural heritage in Latvia:

- insufficient public awareness of the importance of immovable cultural heritage and its socio-economic role;
- underestimation of socio-economic aspects in the legal framework and strategic planning (including restrictions and additional costs related to the status of a cultural monument, underestimation of damage to cultural heritage sites from a socio-economic point of view)

<sup>13</sup> As of August 2023.

and lack of protection of socio-economic interests of the suffered parties in case of damage to cultural heritage objects);

- insufficient cooperation between stakeholders (in particular the private and public sectors).

The factors contributing to the development of immovable cultural heritage in Latvia are:

- gradual development of domestic and international cultural tourism and the significant improvement of tourism infrastructure and services (including the use of immovable cultural heritage objects for cultural activities, activities related to the production of local products and crafts); the development of tourism is also linked to an increase in the implementation of immovable heritage objects development projects;
- availability of national and international funding for the renovation of immovable heritage objects.

It should be noted that another factor contributing to the development of immovable cultural heritage is related to the motivation, care and professionalism of owners of immovable cultural heritage objects (Kairiss & Olevska, 2021a).

Approbation of the research of certain impact factors, as well as groups of factors, was carried out through expert interviews/approbation, as well as through scientific conferences, e.g.:

- Political factors: Kairiss & Olevska, 2021a, 2021c (experts' interviews), ; international scientific conference "Culture Crossroads 2021", international scientific conference "27th annual conference of the European Association of Archaeologists"; focused meeting of experts of the Ministry of Culture of the Republic of Latvia and the Latvian Association of Local and Regional Governments.
- Economic factors: Kairiss & Olevska, 2021a, 2021c (experts' interviews), ; international scientific conference "Culture Crossroads 2021", international scientific conference "27th annual conference of the European Association of Archaeologists"; international scientific conference "ICEREE 2021"; focused meeting of experts of the Ministry of Culture of the Republic of Latvia and the Latvian Association of Local and Regional Governments.
- Social factors: Kairiss & Olevska, 2021c (experts' interviews); ICOMOS international scientific conference 2022; international scientific conference "27th annual conference of the European Association of Archaeologists".
- Legal and administrative factors: international scientific conference "Culture Crossroads 2020"; Kairiss & Olevska, 2021a, 2021c (experts' interviews); international scientific conference "28th annual conference of the European Association of Archaeologists"; international scientific conference "ICEREE 2022"; international scientific conference "29th annual conference of the European Association of Archaeologists"; Olevska-Kairisa & Kairiss, 2023 (experts' interviews).
- Technological and environmental factors: Kairiss & Olevska, 2021a, 2021c (experts' interviews).
- Cooperation-related factors: Kairiss & Olevska, 2021a, 2021c (experts' interviews); focused meeting of experts of the Ministry of Culture of the Republic of Latvia and the Latvian Association of Local and Regional Governments.

The list of developed factors was submitted to the experts of the NHB and the UNESCO Latvia in the course of the approbation of the methodological framework of the immovable cultural heritage management and its socio-economic development.

## **2.7. Socio-economic Indicators for Sustainable Cultural Heritage Development Projects**

The primary publication: Kairiss, Geipele, & Olevska-Kairisa (2023).

Appropriate indicators are usually used to demonstrate sustainability, societal and socio-economic rationale of the new fields within the industry and development projects (Geipele et al., 2015; Nocca, 2017). Conservation, restoration of and other investments in immovable cultural heritage sites (e.g., historic buildings, castles, manors, archeological sites, etc.) are no exception and request full justification of project sustainability. The corresponding indicators are being required from the part of the sponsoring and funds-controlling institutions. Thus, for instance, the institution/organization submitting an application for cultural heritage project to the European Regional Development Fund must conduct a financial and economic analysis including corresponding socio-economic indicators (Cabinet Regulation No. 635).

Socio-economic benefits and monitoring indicators as part of requirements requested by current governmental instructions (described in methodological materials attached to Latvian legal regulation, e.g., Ministry of Culture, 2016a, 2016b) for approving the project proposal are quite simple and relate to:

- benefits of an increase in the flow of tourism: a day trip by a local tourist (for this and the following benefits – data on average length of stay for local and foreign tourists as well as average amount of local and foreign tourist’s expenses for transport, catering, accommodation, etc. are provided by the Latvian Central Statistical Bureau: to calculate the benefits of attracting local one-day tourists; the increase in the number of tourists and the percentage of local tourists will be calculated first. The resulting figure is multiplied by the average amount left by the traveler per day (22.30 EUR in 2015 according to Latvian Central Statistical Bureau data);
- benefits of an increase in the flow of tourism – a several-day trip by a local tourist;
- benefits of an increase in the flow of tourism – a day trip by a foreign tourist;
- benefits of an increase in the flow of tourism – a several-day trip by a foreign tourist;
- benefits from tax revenue on jobs created;
- expected increase in the number of visits to supported cultural heritage sites and tourism sites compared to 2015<sup>14</sup>;
- number of supported cultural heritage sites;
- number of newly created services in supported cultural heritage sites.

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<sup>14</sup> 2015 was a base year used for this particular methodology.

The above-mentioned indicators are convenient for use and can be quite easily measured using average quantities, however, they appear to be insufficient to measure public utility of the project due to the following reasons:

- they relate to some characteristics of tourism, tax revenues, number of supported sites and newly created services only. There are other important areas that the immovable cultural heritage objects' produced socio-economic benefits have impact on (starting from promotion of cultural activities and local production to social inclusiveness, well-being etc.);
- they do not fully reflect socio-economic benefits for the local community and other stakeholders in the areas that the projects concern directly or indirectly.

Taking the aforementioned into consideration, a set of socio-economic indicators for sustainable implementation of immovable cultural heritage development projects (to assess the multidimensional benefits produced by conservation/regeneration of cultural heritage objects) has been created in the framework of the current research. These indicators characterize (positive) socio-economic changes occurred (or planned to occur) in the result of development of immovable cultural heritage projects, e.g., thanks to renovation of the old castle (development project), there are more visitors coming to the municipality (indicator 1 – (growing) number of visits to the site/designated area), so it creates grounds for production and trade of local food and souvenirs (indicator 2 – (growing) number of artisans/manufacturers of crafts).

The indicators were defined by analyzing scientific literature, 22 approved EU co-funded Latvian project applications, policy planning documents, legal regulation, national and international methodological material and recommendations. Practical utility of the set of indicators relates to possibilities of their immediate use in public policy (incl. raising public awareness of the utility of immovable cultural heritage development projects) and project applications to increase the competitiveness of projects.

The indicators were subdivided into ten impact categories (certain major categories were subdivided into sub-categories) that composed the comprehensive matrix for impact assessment – altogether 96 individual indicators. Pilot testing of the initially created indicators' list and respective division of indicators into categories was performed in Tukums municipality.

Table 2.8

Categories of Socio-economic Indicators in Immovable Cultural Heritage Development Projects  
(Kairiss, Geipele, & Olevska-Kairisa, 2023)

Category and subcategory (number of indicators)	Measurement area (changes to be measured)/ predominantly short/ long-term impact <sup>15</sup> / direct/ indirect relation to results	Currently measured in Latvia in the project development area
1. Tourism development (27) 1.1. Demand (8) 1.2. Supply (15) 1.3. Economic impact (4)	Flow of visitors, subsequently resulting in public economic benefits 1.1. Short-term impact and direct relation 1.2–1.3. Long-term impact and indirect relation	Number of local/foreign tourists' visits (one or several-day trips) x average amount left by the traveler per day; number of newly created services in supported cultural heritage sites
2. Cultural activities (15) 2.1. Demand (3) 2.2. Supply (6) 2.3. Economic impact (6)	Development of cultural life and related public economic benefits 2.1–2.2. Short-term impact and direct relation 2.3. Long-term impact and indirect relation	-
3. Local production (8)	Local craftsmanship/food production and related public economic benefits. Long-term impact and indirect relation	-
4. Social inclusion (7)	Involvement of local residents (incl. less protected groups of people) in cultural activities, development of NGOs etc. in the field of culture. Long-term impact and indirect relation	-
5. Real estate and infrastructure (12)	Construction (incl. public infrastructure), rent, buildings usage and other areas, and related public economic benefits. Long-term impact and indirect relation	-
6. Restoration of cultural property (8)	Condition of historic buildings and other sites, usage of sites and other areas, and related public economic benefits. Short-term impact and direct relation	Number of supported cultural heritage sites
7. Financial impact (3)	Changes in tax revenues (at both national and local level), income of local population, etc. Long-term impact and indirect relation	Benefits from tax revenue on jobs created in supported cultural heritage sites
8. Well-being of the residents; environment (8)	Level of local residents' satisfaction in the field of public infrastructure, environment, employment, public revenues etc., as well as level of proud of belonging to the particular territory. Long-term impact and indirect relation	-
9. Education and science (6)	Scientific research, publications, heritage objects-related education, student practice, etc. Long-term impact and indirect relation	-
10. Mass media and social networks (2)	Mass media interest and social networks activity. Short-term impact and direct relation	-

In the course of the analytical work, a hypothesis has been proposed that the effective implementation of the indicator system in Latvia is hindered by the lack of necessary measurement

<sup>15</sup> The terms are conditional and refer to time limits of how soon after the completion of the project the socio-economic development affected by the results of the project will be identifiable. It is assumed that short-term is up to 1 year, long-term – more than 1 year (in some cases – several years).

data on the one hand, and insufficient awareness/understanding of the broader socio-economic impact (and impact in other areas) of cultural heritage objects' development projects by the involved parties (project implementers, local residents and project supervisors) on the other hand. Thus, the focus is shifted towards the indicators that are mostly directly linked to project results and do not characterize long-term development.

Each indicator was supplemented with information on measurement units and initial sources of information to be used for the measurement.

The following assumptions were taken into consideration:

- all indicators characterize the situation in the specified period of time (e.g., annual, seasonal, monthly, etc.) and in the territory (e.g., the municipality or settlement);
- the indicators are not always directly related to the development of cultural heritage sites, as socio-economic changes may be influenced by other factors;
- for simplicity, it was assumed that the indicators describe a development that benefits society, without taking into account the potential risks (e.g., a significant increase in the number of tourists may produce an increase in environmental pollution, etc.);
- the different categories of indicators are interlinked and can describe several areas of socio-economic development.

In order to appraise the list of indicators, a survey of Latvian municipalities, Local Action groups,<sup>16</sup> several public institutions and associations was conducted in May–June 2022. The aim of the survey was to assess the suitability of the indicators, estimate the possibilities to obtain data for their measurement as well as supplement information on data sources for measurements within each indicator. The major respondent groups were selected due to large number of immovable heritage development projects implemented by the municipalities and members of the Local Action groups.

The questionnaire was prepared in Latvian and sent to all Latvian municipalities (43 municipalities), all Local Action Groups (35), the Latvian Hotel and Restaurant Association, the Latvian Association of Castles, Palaces and Manors, the Tourism Department of the Investment and Development Agency of Latvia and the Rural Support Service of the Republic of Latvia by e-mail. Replies were received by e-mail. MS Excel and Jamovi software were used to process the survey results.

Answers were provided by 20 municipalities (13 municipality governments and 7 State cities (46.5 %), 3 Local Action Groups (8.6 %), the Latvian Association of Castles, Palaces and Manors, as well as the Tourism Department of the Investment and Development Agency of Latvia and the Rural Support Service of the Republic of Latvia. As the content of the questions in the survey covered several related areas, several representatives of the same responding organization usually participated in filling in the questionnaire.

The questionnaire given to respondents for evaluation comprised the following data:

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<sup>16</sup> Local Action Group is an association of public and private partners operating in a defined area with a population of: for Rural Development Program measure from 10 to 65 thousand, for Operational programs for the event from 10 to 125 thousand <https://www.lad.gov.lv/lv/leader-pieejas-istenosana-2014-2020>

- pre-given data sets: category/subcategory (unifying category of indicators); indicator (particular indicators under every category/subcategory); suggested measurement (EUR, number, percentage or other measurement units);
- data sets to be filled-in: applicability (level of applicability of every indicator on a scale from “0” (not suitable) to “3” (well-suited)); data accessibility (ability to obtain data for measurement on a scale from “0” (impossible to obtain measurement data) to “3” (easy to obtain measurement data)); and other possible measurement data acquisition sources/comments.

The results of the survey within municipalities are presented in Fig. 2.4. The response rate in the Local Action Groups was not high enough and the responses of other individual responding organizations are not statistically comparable with the results of the survey within municipalities.

Respondents were asked to evaluate "applicability" and "data accessibility" dimensions of all indicators. This way ranking of indicators within each category and subcategory was performed.

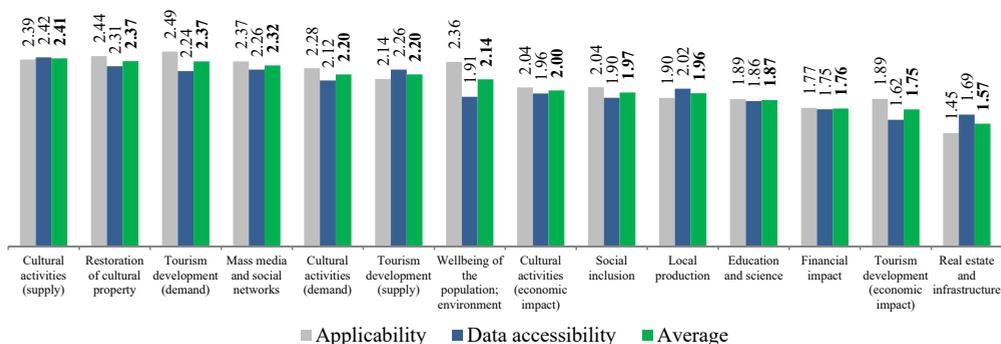


Fig. 2.4. Evaluation of indicators categories/subcategories by municipalities ( $max = 3$ ) (Kairiss, Geipele, & Olevska-Kairisa, 2023).

For some categories of indicators, the difference in dimension values is significant, for example, for *Well-being of the population; environment* it exceeds 19 % ("applicability" prevails), *Real estate and infrastructure* – 16 % ("data accessibility" prevails), *Tourism development (economic impact)* – 14 % ("applicability" prevails), *Tourism development (demand)* – 10 % ("applicability" prevails). The fact that "applicability" prevails might in certain cases indicate the municipalities' understanding of the potential importance of this or another group of indicators, but it signals difficulties in obtaining relevant data (non-accumulation or insufficient use) at the municipal level. As the cause for these difficulties the respondents have mentioned, *inter alia*, shortage of resources of the municipalities, incl. tourism information centers, in collecting and processing of data, difficulties in obtaining data from private parties and NGOs. In certain cases the municipalities acknowledged non-collecting of specific data since they have not previously seen the usefulness of the particular indicator.

Cases where “data accessibility” prevails indicate a smaller apparent or real interconnection (according to the respondents’ opinion) between the category of indicators and its potential impact on the results of the implemented project, which are especially characteristic of groups of long-term development (impact) indicators, such as *Real estate and infrastructure*.

The results show that the indicators that are easier to measure (*Tourism development (demand)*, *Tourism development (supply)*, *Cultural activities*, *Mass media and social networks*) were rated the highest. Similarly, indicators directly related to project results (*Restoration of cultural property*) were highly rated as well. Thus, from the six categories/subcategories of indicators (*Cultural activities (supply)*, *Restoration of cultural property*, *Tourism development (demand)*, *Mass media and social networks*, *Cultural activities (demand)*, *Tourism development (supply)*), which shared the first five places, five categories are characterized by short-term impact and direct relation to project's results.

Indicators related to financial calculations and forecasts (*Economic and financial impact*), long-term development (*Real estate and infrastructure*), *Social inclusion*, *Scientific and educational development* have been evaluated most modestly by all the municipalities. Indicators related to the *Well-being of the population and the environment* were evaluated at the average level.

The analysis of the results leads to the assumption that, sometimes, the indicator is well suited, but there is not enough data to measure it (for example, there are no relevant statistics at the municipal level), or on the contrary – the data is or can be available, but the indicator is used less often because it is not really clear whether and how to apply it. The former cases, therefore, require paying more attention to the acquisition and processing of data, the latter – to the possibilities of using the indicator itself, addressing it to the relevant interested parties.

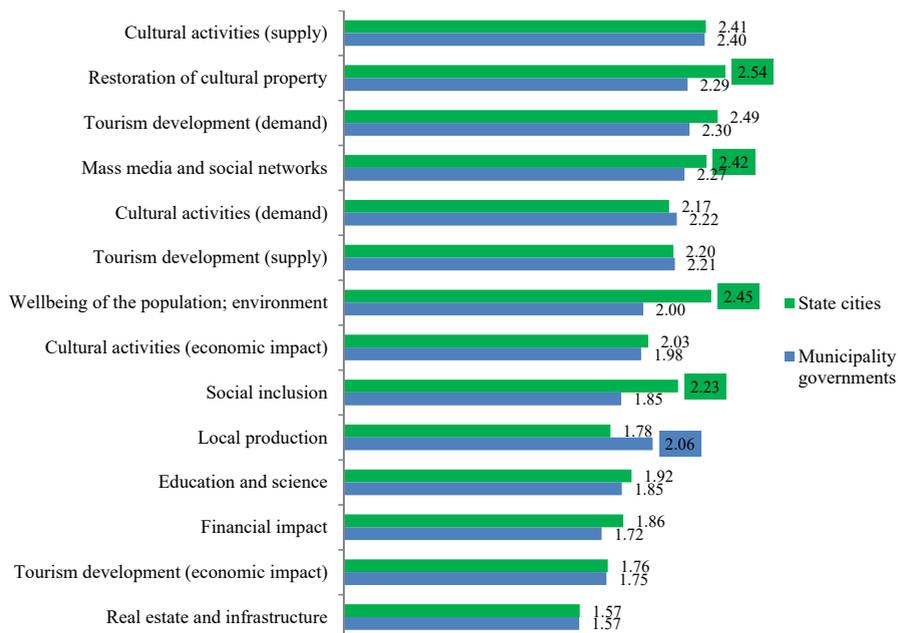


Fig. 2.5. Evaluation of indicator categories in the State cities and municipality governments (Kairiss, Geipele, & Olevska-Kairisa, 2023).

*Dimension values that exceed the value of the other dimension by 10 % are marked with a corresponding color.*

Figure 2.5 shows significant differences in the opinions of the State cities and municipality governments regarding several groups of indicators, which are most likely grounded in the solution of current social issues. Thus, the State cities place more emphasis on well-being, environment, social inclusion, restoration of cultural property, mass media and social networks, while municipal governments stress the importance of local economic traditions (local production). State cities value the use of financial and economic impact as well as tourism development (demand) indicators a little higher.

In general, the lowest ranking was given to indicators related to financial and economic impact, education and science development and, especially, real estate and infrastructure development, which most probably indicates complexities with their estimation and connection to the long-run development.

Table 2.9

Top 10 Indicators Ranked by Total, Applicability and Data Accessibility (Kairiss, Geipele, & Olevska-Kairisa, 2023)

Indicator	Unit of measure	Average score (max = 3)			Rank (out of 96 indicators)		
		Total	Applicability	Data accessibility	Total	Applicability	Data accessibility
6.1. Immovable cultural monuments in the territory of the municipality (distributed by type and significance)	number	<b>2.711</b>	2.684	2.737	<b>1</b>	<b>2</b>	<b>1</b>
<i>1.1.4. In-person visits to tourism information centers</i>	number or %	<b>2.675</b>	2.650	2.700	<b>2</b>	<b>3</b>	<b>3</b>
2.2.4. Cultural institutions (including museums, galleries, theaters, etc.)	number or %	<b>2.658</b>	2.579	2.737	<b>3</b>	<b>5</b>	<b>2</b>
<i>1.1.1. Visits to the site/ designated area</i>	number or %	<b>2.625</b>	2.950	2.300	<b>4</b>	<b>1</b>	22
<i>1.2.15. Cultural heritage objects (hillforts, castles, castle ruins, historical buildings, etc.) that are accessible to visitors</i>	number	<b>2.575</b>	2.550	2.600	<b>5</b>	<b>8</b>	<b>7</b>
1.1.5. Visits to the municipality's tourism website (if possible – with data on the cultural objects (separating those that were covered by the projects) lookups in it)	number or %	<b>2.575</b>	2.500	2.650	<b>6</b>	11	<b>4</b>
6.7. Renovation/restoration projects of historical buildings and other cultural objects	number	<b>2.526</b>	2.526	2.526	<b>7</b>	<b>9</b>	11
2.2.5. Material exhibitions	number or %	<b>2.500</b>	2.556	2,444	<b>8</b>	<b>7</b>	15
2.2.2. Organized cultural events	number or %	<b>2.474</b>	2.368	2.579	<b>9</b>	20	<b>8</b>
1.2.11. Cultural objects included in the Latvian language materials of the tourism destination	number of copies per year; number of objects included	<b>2.466</b>	2.300	2.632	<b>10</b>	34	<b>5</b>
10.1. Reports, broadcasts, publications in the mass media	number	<b>2.447</b>	2.526	2.368	11	<b>10</b>	18
1.2.12. Cultural objects included in the foreign language materials of the tourism destination	number of copies per year; number of objects included	<b>2.425</b>	2.300	2.550	13	35	<b>9</b>
4.7. Song, dance, etc. collectives that operate in (use) cultural objects	number	<b>2.421</b>	2.211	2.632	14	43	<b>6</b>
<i>1.1.3. Domestic visitors</i>	number or %	<b>2.325</b>	2.600	2.050	21	<b>4</b>	50
3.4. Licenses issued for trade during cultural events (e.g., holidays, festivals, etc.).	number or %	<b>2.275</b>	2.000	2.550	28	57	<b>10</b>
8.1. Residents who are satisfied with the supply of cultural services	%	<b>2.263</b>	2.579	1.947	30	<b>6</b>	58

*The serial number of the indicator shows its belonging to the particular unifying category and/or subcategory of indicators. The indicators marked in italics are the ones partially corresponding to*

*the current project evaluation criteria, provided for in the national legislative acts (including methodology and guidelines).*

<i>Indicator is in all 3 tops</i>
<i>Indicator is in 2 tops</i>
<i>Indicator is in one top only (either in the top by applicability or data accessibility)</i>

Table 2.9 shows those indicators that are included in the top 10 both by total average score and by applicability and data accessibility average scores. Only four indicators by total average score are included in the top 10 by applicability and data accessibility average scores. Indicator applicability or data accessibility average scores mostly (sometimes significantly) differ. This means that the inclusion of an indicator in the applicability or data accessibility top 10 does not guarantee its inclusion in the top 10 by total average score and indicates that both dimensions must be taken into account when evaluating the implementation of indicators in practice.

Looking at the top 10 indicators by the total average, it can be assumed that they are largely chosen according to interrelated criteria: direct links with the object visits/tourism (7 out of 10, e.g., visits to objects and websites, accessibility of objects, marketing materials, cultural events and organizing exhibitions, etc.) and ease of measurement (7 out of 10, e.g., organizing cultural events, visiting tourist information centers, statistics of marketing materials, etc.), direct links with project results. Some of the indicators included in the top 10 are static in nature and do not directly relate to the results produced by the project (e.g., number of immovable cultural monuments in the territory of the municipality or number of cultural institutions) – they rather describe the pre-project environment. On the other hand, if the indicators are indirectly related to the project results or refer more to the well-being and satisfaction of the needs of local residents, they appear relatively more often in the top 10 by applicability or data accessibility average scores (e.g., domestic visitors, song, dance, etc. collectives that operate in (use) cultural objects, licenses issued for trade during cultural events, residents who are satisfied with the supply of cultural services). Most likely, the reason for this are the difficulties in linking indicators with the results of the project (e.g., less understanding of economic benefits which the municipality and the local residents get from trade during cultural events (cultural events are often organized in cultural objects or in their immediate vicinity, thus, objects are playing the role of the cultural-historical background) or that it is useful for folk dance and song collectives to operate in a cultural-historical context in their activities (thus enriching the performances and attracting visitors) or difficulties in obtaining relevant measurement data (e.g., residents who are satisfied with the supply of cultural services or attraction of domestic visitors).

It should be noted that indicators reflecting financial and long-term economic impact, social inclusion, education and science were not included in the top 10.

Looking at the top 10 indicators both by total average score and by applicability and data accessibility average scores, it can be seen that only some indicators partially correspond to the current project evaluation criteria defined in the corresponding legislative acts and guidelines.

Summing up the results of the indicators-related research, it can be concluded that the majority of indicator categories (economic benefits and financial impact, local production, well-being, social inclusion, education and science, real estate and infrastructure) are currently not particularly used to inform residents or the supervising authorities. Indicators characterized by easier

quantification, data accessibility and easier/faster visualization of the achievements (short-term impact) are rated the highest, while the indicators requiring financial calculations and forecasts as well as surveys, showing long-term development (impact), incl. social inclusion, scientific and educational development, are rated the most modestly (perhaps this is due to a need for a substantial period of time and/or additional administrative and material investments in the aforementioned fields for the indicators to show development).

The results of the indicators-related research confirmed the proposed hypothesis and allowed to conclude that project implementers are generally less supportive of indicators that:

- are associated with a larger investment in obtaining measurement data;
- refer to the long-term impact;
- are indirectly related to the results of the project;
- might be related to additional further material investments.

The indicators-related survey also identified (offering the respondents to answer corresponding questions) the ways of informing the local residents about the heritage-related project planning and implementation as well as socio-economic utility of the projects, to what extent the opinion of the local population influences the possibilities of the implementation of the project, whether the use of socio-economic indicators can make informing the local population about the socio-economic utility of the project more effective. Thus, the survey identified aspects of cooperation between the project planners and developers on the one side and the local residents and other stakeholder groups on the other.

Project implementers mostly support the use of indicators to inform local residents about the socio-economic returns of projects during their planning, initiation and implementation phases (65 % of municipalities support, incl. 100 % of the State cities and 46.2 % of municipality governments; 30 % of municipalities could not give an unequivocal answer, 5 % predominantly do not support; 46.2 % of municipality governments could not give an unequivocal answer, 7.6 % – predominantly do not support). Local residents, however, are not always informed about the socio-economic benefits provided by these projects (55 % of municipalities regularly inform (42.9 % of the State cities, 61.5 % of municipality governments), 35 % do so irregularly (42.9 % of the State cities, 30.8 % of municipality governments), and 10 % usually do not inform (14.3 % of the State cities, 7.7 % of municipality governments)). Moreover, the opinions of local residents are not always taken into account during project planning and implementation (61 % of municipalities take opinions into account, 17 % could not give an unequivocal answer, and 22 % predominantly do not take opinions into account). Besides, State cities find it more useful to take into account the opinion of the local residents than municipality governments (71.5 % of the State cities v. 54.6 % of municipality governments).

Difference of opinions between the State cities and municipality governments is likely to be related to greater experience of using indicators, more monolithic economy, as well as peculiarities of accounting and reporting procedures in the State cities. Another explanation is related to more expressed consideration of residents' opinion in planning or implementing a project in the State cities.

The developed indicators can be used in the planning and implementation of immovable cultural heritage development projects already now (the results of the indicator research are available to Latvian municipalities, the Ministry of Culture and other institutions), increasing the competitiveness of projects through the introduction of additional indicators. However, their consistent practical implementation would probably be most appropriately carried out simultaneously with the development and implementation of the methodology for the management and socio-economic development of immovable cultural heritage (see Subchapter 2.8).

The set of indicators developed is quite broad (96 indicators), but as the results of the survey of municipalities show, not all indicators are equally usable (e.g., for objective reasons there is not enough data at municipal level to measure them). Thus, it is necessary to discuss the use of indicators within the framework of inter-institutional cooperation (including the participation of municipalities (their associations), the Ministry of Culture, NHB, the Central Finance and Contracting Agency, etc.) and to agree, inter alia, on the following issues:

- key performance indicators for immovable cultural heritage development projects;
- use of indicators (mandatory and recommended indicators to be used, "weight" of recommended indicators depending on their values) in cultural heritage development projects with national and international (e.g., EU) (co-)funding;
- use of indicators in the project planning phase to inform stakeholders (e.g., local population) about the socio-economic usefulness of the planned project;
- sources of data to be used in the measurement of the indicators (identifying, if necessary, the possibilities for collecting (if not collected) and processing additional data).

The set of socio-economic indicators for immovable cultural heritage development projects should be approved by the Cabinet as part of the methodology for management and socio-economic development of immovable cultural heritage or by the Ministry of Culture as methodological material for development projects.

## **2.8. Methodological Framework of the Immovable Cultural Heritage Management and its Socio-economic Development**

The primary publications: Kairiss (2015); Kairiss (2017); Kairiss (2020); Kairiss & Olevska (2020); Kairiss & Olevska (2021a); Kairiss & Olevska, (2021b); Kairiss & Olevska, (2021c); Olevska-Kairisa & Kairiss (2023); Kairiss, Geipele, & Olevska-Kairisa (2023).

Methodological framework of the immovable cultural heritage management and its socio-economic development is based on the research carried out in the course of all the author's previous publications. The methodological framework has been developed as the first necessary and essential step in the development of a methodology for the management and socio-economic development of Latvia's immovable cultural heritage (no such methodology has been developed and implemented in Latvia). The methodology for the management and socio-economic development of the immovable cultural heritage should be developed and implemented in close cooperation with the

stakeholders (first of all – the Ministry of Culture, NHB, municipalities (their associations) and associations of owners of cultural heritage sites, with the participation of other institutions and organizations, e.g., the Ministry of Education and Science, the Central Finance and Contracting Agency, the Tourism Department of the Investment and Development Agency of Latvia, planning regions, the State Police, NGOs – professional associations in the field of cultural heritage, etc.). The methodology should be approved by the Cabinet as part of an existing medium-term policy planning document (e.g., cultural policy guidelines) or as a stand-alone methodological document.

The created methodological framework is practical, i.e., it is focused on solving practical problems and is based on several grounds:

- determination of immovable cultural heritage stakeholders and their socio-economic interests;
- analysis of impact of political, economic, social, legal, administrative, technological, environmental, and cooperation-related factors, incl., public and institutional awareness, quality of planning documents and legislative acts, public-private-NGOs cooperation as well as cooperation with academia and mass media;
- use of socio-economic indicators.

The methodological framework distinguishes between national and local levels. The basis for this distinction is the scale and direction of the activities to be carried out: while the activities to be carried out at national level are more concerned with support, monitoring, improving legislation, securing sources of funding, collecting best practice, building strategic cooperation, those at local level are more concerned with specific development projects, cooperation with the local community, improving the living environment, meeting specific socio-economic interests. It should be noted that the methodological framework is also partly applicable to regional planning, where the activities to be carried out (e.g., several municipalities developing a project) concern more than one municipality. This can ensure coordination at regional level and promote cooperation between stakeholders.

The steps of the methodological framework (Fig. 2.6) follow from each other. According to the information available to the author, the system of inventorying cultural heritage objects at the national level is currently in the process of development, therefore, the methodological framework introduces an introductory phase – "Assets' estimation", because without an initial assessment of the existence and condition of available resources, their management and development is not possible. This introductory phase is only relevant for the first use of the methodology developed on the basis of methodological framework, as it is then integrated into the "Implementation and maintenance" phase, becoming part of the *maintenance*. The key question in the assets' estimation stage is: "What is the current development base?"

The analysis and planning phase covers the identification of stakeholders and their socio-economic interests (including explaining the socio-economic rationale of development to stakeholders), analysis and planning of national, regional, local policies, analysis of influencing factors, identification of applicable socio-economic indicators, initial socio-economic assessment, financing planning, project planning, planning and initiation of necessary cooperation, etc.

activities. The key questions of the analysis and planning phase are: “What exactly should be developed and what factors determine it? To whom and to which socio-economic interests does the development correspond? What is needed for the development to take place? How will the sustainability of the projects be ensured and the results measured?”

The implementation and maintenance phase is concerned with taking practical measures to improve national, regional, local policies and legal frameworks, providing support for development projects and project implementation, ensuring maintenance of cultural sites, ensuring public and institutional awareness (focusing on socio-economic interests and benefits), and ensuring assets’ evaluation. The key question of the implementation and maintenance phase is: “What needs to be done to ensure that development is implemented as far as possible in line with the analysis, planning and predefined socio-economic interests?”

The results monitoring phase covers the assessment of achieved progress, compliance with key performance indicators, identification and analysis of non-compliances and gaps, and evaluation of the impact of amendments introduced to the legal framework and planning documents. The key questions of the results monitoring phase are: “Has the planned development been implemented and to what extent? Why is this the outcome? Are the achieved results sustainable?”

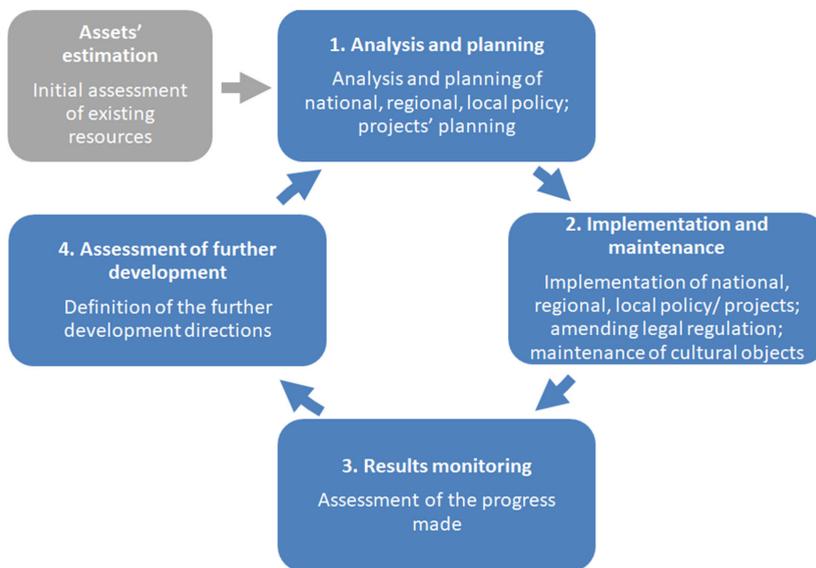


Fig. 2.6. Phases of methodological framework of the immovable cultural heritage management and its socio-economic development.

It should be noted that the “Results monitoring” phase is more concerned with evaluating the activities implemented in the previous phase, but the conclusions drawn from the initial basis for the “Assessment of further development” phase (during which, taking into account the reached conclusions, a vision for future development is formulated), thus forming an uninterrupted cycle and launching the new development period.

Each phase contains a number of activities, the rationale and necessity of which are indicated in the author's publications concerning results of the research.

The institutional affiliation of the activities may be determined, taking into account the functions of the institutions involved, during the development of the methodology for the management and socio-economic development of the immovable cultural heritage. As regards the timeframes for the implementation of the activities, it should be noted that some of them (especially in the framework of the assets' estimation and analysis and planning phase) require more significant time and labor resources only in the case of their initial implementation, and relatively less resources for their updating later on (e.g., identification of stakeholders and their socio-economic interests; definition of a set of indicators to measure the socio-economic impact of cultural heritage-related projects and identification of key performance indicators). Thus, the methodology can provide for certain differentiated deadlines for implementation in case of first-time implementation and further updating (e.g. first-time implementation by a given date, e.g., 30 June 2027, updating by a given point in time before the start of the planned development phase, e.g., the start of the call for proposals for EU co-funded projects (it should be noted that the relevant implementation period or completion time may be set also by external legislation)). For activities implementation of which is not directly regulated by external legislation (e.g., identification of specific socio-economic benefits resulting from the development of sites and provision of justification to stakeholders, or carrying out a survey among project implementers to assess the quality of support provided), implementation timeframes may be set indicatively, e.g., 12–6 months before the start of project implementation (or within a specified period before the submission of a project application) or, respectively, within 3 months after project completion. Some activities are of a permanent nature, e.g., ensuring regular evaluation of assets or ensuring proper maintenance of cultural sites – for these activities, if necessary (if they have not yet started and are expected to start in the future, e.g., after restoration of cultural sites), only the moment of their start should be fixed.

The activities to be implemented within the specific phases of the methodological framework may sometimes be continued in other stages, e.g., a socio-economic indicator may already be defined during the implementation of a project, against which the progress of the project would be assessed; enforcement of protection of cultural objects may be further analyzed already during the implementation and maintenance stage, etc.

Table 2.10

Methodological Framework of the Immovable Cultural Heritage Management and Its Socio-economic Development

Stages  Level	Assets' estimation	Analysis and planning	Implementation and maintenance	Results monitoring	Assessment of further development
<p><b>National (the Cabinet, Ministry of Culture, the NHB and other competent agencies)</b></p>	<p>Initial assessment of existing resources</p> <ul style="list-style-type: none"> <li>• Assessing availability of cultural objects (number, type of the object, ownership, condition, status, significance level and type of cultural monument, etc.).</li> <li>• Assessing availability of funding sources.</li> </ul>	<p>Analysis and planning of national, regional, local policy; project planning</p> <ul style="list-style-type: none"> <li>• Defining stakeholders and their socio-economic interests.</li> <li>• Defining a set of indicators to measure the socio-economic impact of cultural heritage-related projects. Defining key performance indicators.</li> <li>• Making initial socio-economic estimation (using available data) at national level, using indicators.</li> <li>• Determining of missing national level data for purposeful and meaningful use of socio-economic indicators.</li> <li>• Making analysis of political, economic, social, legal and administrative, technological and environmental, and cooperation-related factors, incl.:               <ul style="list-style-type: none"> <li>○ detecting necessary measures to weaken the negative and strengthen the positive impact of the factors;</li> <li>○ assessing existing and achievable level of public-private-NGOs cooperation as well as cooperation with academia and mass media in the framework of cultural heritage objects development;</li> <li>○ assessing enforcement of cultural objects protection;</li> <li>○ making analysis of national planning documents, legal regulation (focusing in particular on socio-economic and legal justice aspects), institutional competence and administrative capacity. Detecting gaps and necessary improvements;</li> <li>○ assessing necessary improvements in regional/</li> </ul> </li> </ul>	<p>Implementation of national, regional, local policy/projects, amending legal regulation, maintenance of cultural objects</p> <ul style="list-style-type: none"> <li>• Implementing practical measures to address the impact of political, economic, social, legal, administrative, technological, environmental, and cooperation-related factors, incl.:               <ul style="list-style-type: none"> <li>○ raising public and institutional awareness, focusing on stakeholders' socio-economic interests and benefits;</li> <li>○ promoting public-private-NGOs cooperation and cooperation with academia and mass media in the framework of cultural heritage objects development;</li> <li>○ ensuring enforcement of cultural objects protection;</li> <li>○ amending national planning documents and legal regulation (incl. assessment of amendments' proposals submitted from the part of planning regions and municipalities). Adjusting institutional competence and administrative capacity;</li> <li>○ submitting proposals for improvements in regional/local planning documents and legal regulation.</li> </ul> </li> </ul>	<p>Assessment of the progress made</p> <ul style="list-style-type: none"> <li>• Making socio-economic estimation of the progress made (using indicators).</li> <li>• Determining compliance to the key performance indicators. Determining inconsistencies and gaps.</li> <li>• Assessing impact of the amendments to the legal regulation and planning documents.</li> <li>• Conducting survey of the project developers to assess the quality of the support provided.</li> <li>• Summarizing and disseminating best practices of regional/ local level entities in development and protection of cultural objects.</li> </ul>	<p>Definition of the further development directions</p> <p>Further development vision of national policy</p>

		<p>local planning documents and legal regulation.</p> <ul style="list-style-type: none"> <li>• Allocating financial programs to support development and maintenance of cultural heritage objects.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensuring necessary legal, financial, administrative and informational (incl. cultural tourism-related marketing and organizing exchange of best practices) support for development projects (incl. public-private partnership projects).</li> <li>• Ensuring availability of necessary national level data for the use of socio-economic indicators.</li> <li>• Ensuring regular assessment of the assets.</li> </ul>		
<p><b>Local (municipalities, Local Action Groups and other stakeholders)</b></p>	<ul style="list-style-type: none"> <li>• Assessing availability of cultural objects (number, type of the object, ownership, condition, status, significance level and type of cultural monument etc.).</li> <li>• Basic estimating the development potential of the objects</li> <li>• Assessing availability of potential resources for development (financial, labor, time etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Selecting cultural objects for development and selecting objects-related historical period to focus on<sup>17</sup>.</li> <li>• Defining stakeholders and their socio-economic interests. Detecting and substantiating particular socio-economic benefits for the stakeholders stemming from objects development.</li> <li>• Defining services to be offered thanks to objects development.</li> <li>• Defining and ensuring necessary regional/ local level data for purposeful and meaningful use of socio-economic indicators.</li> <li>• Making initial socio-economic estimation (using available data) at local level, using indicators.</li> <li>• Making analysis of political, economic, social, legal and administrative, technological and environmental, and cooperation-related factors.</li> <li>• Assessing existing and achievable level of public-private-NGOs cooperation, as well as cooperation with academia and mass media in the framework of cultural heritage objects development. Assessing public-private partnership opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>• Implementing practical measures to address the impact of political, economic, social, legal, administrative, technological, environmental, and cooperation-related factors, incl.: <ul style="list-style-type: none"> <li>○ raising public and institutional awareness, focusing on stakeholders' socio-economic interests and benefits;</li> <li>○ promoting public-private-NGOs cooperation and cooperation with academia and mass media in the framework of cultural heritage objects development;</li> <li>○ ensuring infrastructure development solutions to promote the use of cultural objects;</li> <li>○ ensuring enforcement of cultural objects protection.</li> </ul> </li> <li>• Amending local planning documents and legal regulation.</li> <li>• Implementing cultural objects development projects (incl., public-</li> </ul>	<ul style="list-style-type: none"> <li>• Making socio-economic estimation of the implemented development projects' progress made (using indicators).</li> <li>• Determining compliance of the implemented projects' results to the key performance indicators. Determining inconsistencies and gaps.</li> <li>• Assessing impact of the amendments to the legal regulation, planning documents and cultural tourism development strategy.</li> </ul>	<p>Further development vision of local policy</p>

<sup>17</sup> For example the available cultural objects are culturally and historically linked to the Vikings and another historical periods, so a specific era should be chosen to focus existing resources on the development of the objects belonging to that era – there are usually not enough resources to focus on all eras.

		<ul style="list-style-type: none"> <li>• Raising public awareness on benefits of cultural objects development, using socio-economic indicators.</li> <li>• Finding/allocating financial and other resources for development and further maintenance of cultural objects.</li> <li>• Planning and drafting development projects. Selecting key performance indicators to measure the socio-economic impact of the planned projects.</li> <li>• Estimating objects development-related direct and indirect effect (income).</li> <li>• Assessing current or drafting new cultural tourism marketing strategy.</li> <li>• Planning cultural objects conservation projects with clear vision of their further development and maintenance.</li> <li>• Making analysis of local planning documents and legal regulation (focusing in particular to socio-economic and legal justice aspects and anticipating cultural objects' development in territorial development plans). Detecting gaps and necessary improvements.</li> <li>• Assessing enforcement of cultural objects protection.</li> <li>• Assessing necessary improvements in national planning documents and legal regulation.</li> </ul>	<ul style="list-style-type: none"> <li>private partnership projects).</li> <li>• Ensuring proper maintenance of cultural objects.</li> <li>• Implementing cultural tourism marketing strategy.</li> <li>• Ensuring availability of necessary local level data for use of socio-economic indicators.</li> <li>• Submitting proposals for improvements in national planning documents and legal regulation.</li> <li>• Ensuring regular assessment of the assets.</li> </ul>		
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### 3. CONCLUSIONS AND PROPOSALS

In the framework of the Doctoral Thesis, the theoretical and practical aspects of the development of socio-economic potential of the immovable cultural heritage sites have been studied and the factors influencing the aforementioned development have been identified, analyzed and explored, allowing to determine the main obstacles and solutions to overcome them.

Theoretical findings and the results of the research substantiate that the aim of the Doctoral Thesis has been achieved, the question of the Doctoral Thesis has been answered and the hypothesis has been proven.

Taking into account the results of the conducted research, the answer to the question of the Doctoral Thesis is that the existing management (regulation) system of immovable cultural heritage in Latvia does not sufficiently facilitate the sustainable preservation and socio-economic development of cultural heritage.

The hypothesis has been proven by

- analyzing legal regulation, planning documents, methodological materials and approved project applications as well as making international comparisons;
- analyzing the data obtained in surveys and expert interviews;
- approbating the results of the research in scientific articles, conferences, surveys, as well as in consultations with specialists in the corresponding fields.

The main conclusions and the resulting proposals are given below.

#### Conclusions

1. Interests of different stakeholders towards the immovable cultural heritage sites can be conditionally classified into interests of economic and non-economic (for instance, symbolic, spiritual, aesthetic, sense of belonging, etc.) nature. The economic interests predominate, but they are not homogeneous (there might be also destructive economic interests) and their types are largely dependent on stakeholders.
2. Immovable cultural heritage sites, provided they are properly managed and developed, play an important socially useful role and contribute to the socio-economic development of the surrounding area. Successful sustainable development of the immovable cultural heritage sites depends on several interconnected political, economic, social, legal and administrative, technological and environmental, as well as cooperation-related factors. The most significant development obstacles are:
  - 2.1. Insufficient level of awareness of the significance of immovable cultural heritage and the socio-economic role it performs in the society. Political, legal and certain economic factors are largely dependent on this factor.
  - 2.2. Underestimation of socio-economic aspects in the legal regulation and strategic planning (incl. insufficient use of corresponding socio-economic indicators to raise awareness of local residents and other stakeholders), leading to the lack of support for development of immovable cultural heritage sites through demotivating tax policy, increase of financial

burden on private owners, unsustainable investments, insufficient local residents support etc.

- 2.3. Insufficient cooperation between stakeholders (in particular – private and public) in the field of immovable cultural heritage, causing lack of realization of socio-economic opportunities provided by the development of immovable cultural heritage sites and affecting a mismatch between interests of private owners of the sites and the public.
3. The most significant facilitating factors for the development of immovable cultural heritage sites are:
  - 3.1. Gradual development of local and international cultural tourism and significant improvement of the tourism infrastructure and service in Latvia over the last 20 years.
  - 3.2. Motivation, diligence and increasing professionalism of immovable cultural heritage sites owners. Many owners develop their cultural heritage property despite economic losses, because often their motive is largely related to the desire to do something for the benefit of the society and preserve cultural heritage.
  - 3.3. Availability of national and international funding.
  - 3.4. Increase in implementation of immovable cultural heritage-related development projects (incl. implemented by municipalities).
4. Significant number of authentic immovable cultural heritage sites (the level of preservation of the sites is different) and large natural resources in Latvia (VARAM, 2020) constitute a strong base not only for cultural tourism but also for combined cultural and natural tourism.
5. There are different types of socio-economic use of immovable cultural heritage sites in Latvia, and there are substantial opportunities for diversification of the services offered.
6. Cultural monument status of an immovable cultural heritage object can be both a facilitating and a restricting factor of its development. The benefits of this status, such as greater value in the eyes of authenticity admirers and greater eligibility for grants, are significantly reduced by additional obligations, site modification restrictions and financial investments resulting from the requirements applicable to cultural monuments. The maintenance and development of immovable cultural heritage sites requires time, labor and financial resources, but the existing compensation mechanisms available to the owners of cultural monuments are inadequate to cover the relevant (including maintenance-related) costs.
7. There is a lack of public-private partnership projects in the field of immovable cultural heritage in Latvia. The reasons for this include unpredictability in cooperation between the private sector and municipality, certain degree of mutual distrust, and municipality's anxiety to violate the Law "On Prevention of Squandering of the Financial Resources and Property of a Public Person". As a result, some immovable cultural heritage sites (in particular – manors) are not restored and used in economic activities, and thus gradually fall to decay.
8. Significant aspects in the development of the socio-economic potential of manors are related to a clear development vision and original approach (to attract guests and stand out from similar service providers) and availability of sufficient financial resources (various financial programs and grants can help). Currently, the preservation and development of manors in Latvia is mostly based on wealthy private owners – enthusiasts who possess creative thinking, additional sources of income as well as readiness not to recover investments even in the long run.

9. The owners of immovable cultural heritage (in particular – archaeological) objects are not always aware of the possibilities of socio-economic use of their property, therefore, conservation (as a necessary and controlled measure) is brought to the fore, without sufficient attention to the means by which the preserved object will be further maintained.
10. The accessibility and development of immovable cultural heritage objects (in particular – archaeological sites) depends significantly on the development of local infrastructure. This works also for the benefit of the local businesses (e.g., an increase in the number of visitors of the site affects the development of catering, accommodation and other services).
11. While different types of archaeological sites have different economic potential, even those sites with modest potential, e.g., ancient burial grounds, when properly maintained and developed, can not only fulfil their basic scientific and cultural functions but also generate revenue.
12. Despite the developed regulatory framework in the field of protection of immovable cultural (including archaeological) heritage, there are several uncertainties in the regulatory enactments related to the obligations of owners of archaeological objects concerning objects' maintenance and keeping up, as well as notification of found antiques and their belonging (if found outside ancient sites/territories, which have not yet been granted the protection status).
13. Scientific research, publication of its results and accessibility to the local community play an essential role in the development of the socio-economic potential of immovable cultural heritage sites (in particular – archaeological sites). At present, there are certain gaps in the awareness of municipalities and private owners of archaeological sites about the role and importance of scientific research, and the mechanism for engaging archaeologists in conducting research. The identified gaps also concern access to higher education in archaeology and the (insufficient) number of practicing archaeologists.
14. Offences against immovable cultural heritage objects pose a significant threat to the public interest not only from a legal and cultural-historical point of view but also from a socio-economic point of view as various interests of stakeholders at the local, regional, and even national and global levels may be affected. It must be noted, however, that currently in Latvia the suffered parties are not being identified and cannot protect their interests in the court (only the State interests are represented in the court by the NHB). Social awareness regarding protection of socio-economic interests of the suffered parties is not being promoted, so they are not aware of their rights to corresponding reparations. Thus, legal protection of immovable cultural heritage sites is less efficient, hindering the development of their socio-economic potential.
15. Treasure hunting and accompanying destruction and damages is a significant threat to preservation of archaeological sites worldwide and, despite the progress made in recent years, also in Latvia. Harm caused to the immovable heritage sites hinders their socio-economic use and affects financial expenses for many stakeholders. Countries' approaches and practices in evaluation of immovable cultural (archaeological) monuments and the damage caused to them differ. In the majority of the examined countries, an assessment of the damage to the cultural monument is carried out and, in most cases, it also includes a monetary assessment of the various costs involved in restoring the cultural monument. Some countries have developed detailed damage assessment methodologies and appropriate damage calculation formulas.

16. In most of the examined countries, external or internal regulation lays down some criteria for assessing damage done to immovable cultural heritage sites. The criteria usually do not take into account the socio-economic impact of the loss on the future use of the immovable cultural monument and the potential income (e.g., stemming from the development of cultural tourism, etc.).
17. In Latvia, monetary valuation of the entire immovable cultural (incl. archaeological) monument is not being done. No objective criteria for assessing damage have been introduced, e.g., material value of the damage caused to ancient burial grounds, which are the most numerous and endangered archaeological sites in Latvia, has been calculated only as an average insurance value assessed for the purposes of outside-museum exhibitions of antiquities typically found in analogous burial grounds (however, no coefficients are applied to the insurance values of relatively old exhibitions). Other losses (e.g., expenses for inspection, documentation, putting in order the archaeological site (at least burial, reburial of mortal remains, etc.), losses related to impossibility of further research/potential use of the archaeological site) are not calculated, and no compensation for these is claimed. This makes it possible to conclude that the actual monetary damage done to Latvian archaeological sites due to illegal actions is greater than that determined and claimed in criminal proceedings.
18. The administrative capacity of Latvian institution (the NHB) that carries out the damage assessment is an important factor that largely determines the possibility of making monetary valuation and the assessment of damage caused to cultural monuments. At the same time the question of the monetary valuation of all immovable cultural monuments prior to the damage is likely to be guided by the principle of utility in assessing whether the cost of valuation will not outweigh its benefits. The monetary valuation of publicly owned cultural monuments should also be viewed from another angle – as it is significantly related to the management of public property and the development of its socio-economic potential, valuation of public capital assets, accountability to the public, etc., then monetary valuation both before and after the damage is essential.
19. Analysis of legal regulation showed that in Latvia it is not determined at whose expense the damage caused to the archaeological site is to be remedied and who is to put the site in order, while transferring this task to volunteers is considered to be incorrect in cases where the person who caused the damage has been identified.
20. The facts that indicate unauthorized long-term non-culture related economic activity in the territory of archaeological monuments reflect, on the one hand, the ignorance or lack of information of the owners of cultural monuments, while on the other hand, the possible insufficient monitoring of the situation by the responsible institutions. Owners of land (cultural monuments) may be in a difficult economic situation, so they want to broaden their economic activities as much as possible.
21. Latvian legal framework concerning the protection of archaeological heritage against damage and illegal acquisition of antiquities is generally aligned to the current situation (in certain cases it is possible to initiate criminal proceedings, forward them for prosecution and trial), but practical implementation of the legal norms presents challenges. These challenges include qualification of offences simultaneously under several Sections of the Criminal Law (e.g.,

desecration of burials and illegal acquisition of antiquities), aspects of proof (e.g., illegal acquisition and/or transfer of antiquities), damage assessment, and application of appropriate penalties.

22. Approximately 70 % of criminal proceedings initiated under Section 229 of the Criminal Law (destruction or damaging of a cultural monument) until January 1, 2022 have been suspended under Section 400 of the Criminal Procedure Law due to the impossibility of identifying the offenders. At least in part, this may be caused by the delayed provision of information to law enforcement agencies about the caused damage to cultural monuments, which makes it difficult to identify the offenders. In absence of the offender, it is not possible to claim compensation for the damages done even under the civil procedure.
23. A study of case law showed that offences in active burial grounds are subject to more severe sanctions than offences in ancient burial grounds, although in both cases the desecration of burials (modern or ancient) is at stake. Besides, in the case of ancient burials, the material damage caused is frequently greater, with damage also being caused to scientific and other interests.
24. A study (incl. a survey of project implementers – municipalities) of socio-economic indicators in the field of immovable cultural heritage-related development projects in Latvia showed that
  - 24.1. Currently just some simplistic and non-exhaustive socio-economic indicators are being requested by governmental instructions for approving the heritage sites development-related project proposals. The indicators in simplistic way relate only to visitors flows, employment opportunities, number of cultural sites and services affected, however, they do not reflect other important sustainability and well-being-related aspects in the field of economic benefits and financial impact, local production, social inclusion, education and science, environment, real estate and infrastructure, etc.
  - 24.2. Indicators characterized with easier quantification, data accessibility and easier/faster visualization of the achievements (short-term impact) are rated by the projects' implementers the highest, while the indicators requiring financial calculations and forecasts as well as surveys, showing long-term development (impact), incl. social inclusion, scientific and educational development, are rated most modestly.
  - 24.3. The use of many indicators is hampered by the difficulty in obtaining measurement data at the municipal level or the need to invest more significant administrative resources to obtain them (especially for the indicators showing financial and economic impact, changes in well-being, real estate and infrastructure).
  - 24.4. Some categories of indicators, in particular the ones not reflecting an obvious direct connection with the implementation of projects (a direct causal relationship is not immediately visible), were evaluated less strongly (like the impact on education and science), showing that municipalities may not have sufficient experience in using them or there is an absence of deep-rooted traditions in the use of these indicators.
25. Latvia does not currently have in place a methodology for the management and socio-economic development of immovable cultural heritage based on
  - 25.1. determination of stakeholders and their socio-economic interests;

- 25.2. analysis of impact of political, economic, social, legal, administrative, technological, environmental, and cooperation-related factors;
- 25.3. use of socio-economic indicators.

### **Proposals**

1. Development of intellectual society and ensuring appropriate education in the field of cultural heritage (already from primary school) as well as promoting development of feelings of respect for cultural heritage from early childhood (e.g., in the family) is a necessary precondition for gaining public understanding and interest. Such development must become a priority of public policy in the field of culture, involving cultural and educational institutions (*inter alia*, Ministry of Culture, Ministry of Education and Science, NHB), NGOs, as well as religious and other organizations. Particular attention should be paid to explaining socio-economic significance of the cultural heritage, incl. immovable cultural heritage sites.
2. Raising awareness of the local community and involvement of local residents in enjoying, popularizing and protection of immovable cultural heritage sites should be promoted at the highest possible level. This is a joint task for local municipalities, NGOs, owners of immovable cultural heritage sites and other stakeholders.
3. A general policy (incl. strategic planning documents) for the conservation and development of immovable cultural heritage sites taking into account socio-economic aspects, information provided by stakeholders and certain identified needs should be developed by the Ministry of Culture and the NHB (at the local level – by the municipalities).
4. It must be ensured at the state policy level that owners of immovable cultural heritage sites (in particular – cultural monuments) do not at least suffer losses from the ownership of such property, implementing adequate mechanisms of support and compensation of the restrictions imposed on the owners. The support should include, *inter alia*, compensations for the restricted/suspended economic activity, support for conservation measures, and free of charge consultations on the socio-economic development aspects of cultural heritage objects. Since safeguarding of cultural heritage is socially beneficial, it is recommended to introduce discounts to monuments owners on inspections/checks targeted at preservation of cultural monuments.
5. A uniform procedure for the application of real estate tax by municipalities should be introduced (e.g., by setting a minimum tax relief threshold for cultural monuments, which municipalities can increase based on their financial capabilities) in order to exclude unequal treatment of cultural monuments owners in different regions of Latvia. This is a common task for the Ministry of Culture, NHB, Ministry of Economics, Ministry of Finance and municipalities (and/or their associations).
6. The cadastral value size should be detached from the cultural monument's depreciation rate. Positive dependence of cadastral value on the restoration of the object should be introduced (the better condition of the monument, the higher the cadastral value), thus making a clear perception of a cultural monument as a privilege not as a burden. Simultaneously, it is recommended to develop a complete tax policy, letting the owners of restored and well-maintained cultural monuments to enjoy major tax discounts (e.g., real estate, VAT, income tax). The discounts should be based, *inter alia*, on the amount of investments made in

conservation, maintenance and restoration of the sites. These changes adopted jointly would motivate the owners to invest into and facilitate restoration and preservation of their cultural property. This is a common task for the Ministry of Culture, NHB, Ministry of Economics, Ministry of Finance (State Revenue Service), Ministry of Justice (State Land Service) and municipalities (and/or their associations).

7. The conservation of archaeological sites must be carried out from the outset, paying close attention to their further use, as conservation alone does not ensure the development of the socio-economic potential of the sites. Raising the awareness of owners of immovable cultural heritage (in particular – archaeological) sites (both private and public) should become part of public policy, shifting the emphasis from the conservation of cultural heritage to the development of its potential. This would promote the preservation of heritage sites, finding means for their maintenance and more efficient performance of the socially useful function of these objects. This is a common task for the Ministry of Culture, the NHB and the Ministry of Economics.
8. Taking into account the positive effect of the development of immovable cultural heritage sites on business development and increase of well-being of the population in the region, support to owners of immovable cultural heritage sites in the field of improvement/maintenance of public infrastructure (primarily – road infrastructure) should be provided. This is a task of municipalities.
9. A single website (e.g. as a section on one of the existing websites of the institutions), which would contain information on the most important/larger seminars, consultations and other services (e.g., in connection with restoration, legal aspects, etc.), methodological materials for the owners of immovable cultural heritage sites, as well as information on opportunities to attract financing for restoration and other construction/maintenance works of cultural monuments and other immovable cultural heritage sites should be created. This is a common task for the Ministry of Culture and the NHB.
10. Advertising activities of privately-owned immovable cultural heritage sites at the municipal and state level, paying special attention to advertising activities in materials and media available to foreign interested parties, should be continued. This is a task for the municipalities (Tourism Information Centers) and the Investment and Development Agency of Latvia.
11. Increased attention to the development opportunities of public-private partnership projects in the field of immovable cultural heritage should be paid by collecting and analyzing information on obstacles to cooperation and, if necessary, developing recommendations for the development of the corresponding public-private partnership projects. This is a common task for the Central Finance and Contract Agency, the Ministry of Culture and the NHB.
12. Those cultural monuments divided in terms of property rights should be identified as soon as possible and a plan of measures to ensure their protection and preservation should be drawn up. This is a task for the NHB, the Ministry of Culture, and the State Land Service.
13. Mutually beneficial cooperation between the owners of immovable cultural heritage sites and municipalities should be established and facilitated. This is not only a precondition for the development of cultural heritage objects but also a factor of the socio-economic development

of the municipal territory. This is a common task for the municipalities, the owners of immovable cultural heritage sites and the NGOs operating in this field.

14. Increasing the awareness of the owners of immovable cultural heritage sites (incl. cultural monuments) about the need to report the detected damage as soon as possible, while simultaneously strengthening the monitoring of the territory, could lead to greater success in the investigation of the relevant criminal offences and, therefore, should be promoted. This is a task for the NHB and the State Police.
15. The awareness among law enforcement agencies, prosecutors and the courts should be raised (in particular drawing the attention to significant socio-economic damage done and a large number of suffered parties) to afford higher priority to investigations and prosecutions of the heritage-related offences. This is a common task for the NHB, Ministry of Culture, Ministry of the Interior, State Police, Prosecutor's Office and the Court Administration.
16. The existing regulatory framework regarding the assessment of damage caused to cultural monuments, the restoration of damaged cultural monuments and determination of liability should be improved (task correspondingly for the NHB, Ministry of Culture, Ministry of the Interior, Ministry of Justice, and State Police). This applies to
  - 16.1. Stipulating clear criteria according to which the assessment of the caused damage shall be performed, incl. in monetary terms (respectively Protection Law and Cabinet Regulation No. 720; if the legal act does not provide for the detailed criteria, then developing and publishing the damage assessment methodology would be beneficial).
  - 16.2. Amending the vague provision in Section 28 of the Protection Law, determining that damage assessment (not only diminishment of cultural and historical value) shall be performed for all cultural monuments, regardless of their property rights and stipulating particular procedures thereof. It should be taken into account that the assessment of cultural and historical value only after the damage caused (as it is currently provided for in Section 28, i.e., without existent initial evaluation of the cultural monument) does not clearly show the diminishment of value or the amount of losses caused by the damage.
  - 16.3. Establishment of clear procedures for the financing of keeping-up, emergency conservation and restoration of cultural monuments damaged as a result of illegal actions of third parties. It is necessary to determine the rules, terms and procedures for the restoration of damaged cultural monuments, the procedure for financing these works, especially in case the perpetrators have not been identified or the court proceedings (and, consequently, compensation for damage) are lengthy. It would also be useful to develop methodological materials for the owners of cultural monuments regarding the action to be taken in determining the damage caused to the monument by third parties.
  - 16.4. Advisability to draft clarification of the Supreme Court and developing doctrine on the applicability and substance of Article 229 of the Criminal Law, establishing the object of the criminal offence, how the damage amount should be calculated or objected, how and which exactly threatened interests lay the basis for applicability of this regulation.
17. Explaining the practical significance of scientific research, contributing to the improvement of the cooperation mechanism between owners of archaeological sites (private and public) and archaeologists, and increasing the educational/training opportunities for archaeologists should

become a part of public policy. Important role in fulfilling this task have NGOs and higher education institutions, as well as the Ministry of Culture and the NHB. Best practice examples show that when developing the potential of the archaeological heritage on the particular territory, it is useful to focus on certain periods of time and objects. Archaeological objects are often associated with significant historical events or personalities – it is important to rely on the results of scientific research to make such links.

18. It is likely that unauthorized long-term economic activity in the territory of archaeological monuments cannot be effectively addressed through bans and restrictions alone, and so a dialogue needs to be developed between landowners, responsible public authorities (the NHB, Ministry of Culture, Ministry of Justice) and municipalities, in order to provide appropriate support to landowners and prevent unauthorized economic activities from affecting archaeological sites. It is important that the landowners' perception of archaeological monuments on their land is changed from that of a burden or hindrance to economic activity to one of carriers of socio-economic development opportunities.
19. Improvements in the legal framework regarding archaeological monuments should apply to (the common task of the Ministry of Culture and the NHB)
  - 19.1. adoption of guidelines for the maintenance of archaeological monuments, taking into account the types of sites;
  - 19.2. development of the procedure for keeping up archaeological monuments if they have been damaged by treasure hunters and the perpetrators have not been identified (or before they have been identified);
  - 19.3. improvement of regulation of the obligation to notify (and liability for undue notification) of the antiquities accidentally found outside state protected cultural monuments or newly-discovered cultural monuments under investigation;
  - 19.4. clarification of property rights over newly discovered antiquities found outside state protected cultural monuments or newly-discovered cultural monuments under investigation.
20. A set of reliable socio-economic measurable indicators appropriate for Latvia should be introduced (extracting key performance indicators), methodologically determined and used for the assessment of socio-economic impact stemming out of development of immovable cultural heritage sites (incl. for assessment of sustainability of immovable heritage development-related projects). Thus, a full list of socio-economic indicators developed within the research should be provided to both the municipalities and other projects' implementers and the supervisory authorities in order to promote the discussion on the selection and approval of such indicators at the national level, which would comprehensively picture the results of project implementation. Thus, the quality of projects will be improved, awareness of local residents will be raised, and funding will be more effectively allocated for the implementation of projects in the field of cultural heritage objects development. This is a task for the author (full list of socio-economic indicators has been already submitted to the municipalities and presented to the representatives of the Ministry of Culture and the Latvian Association of Local and Regional Governments) and responsible supervisory institutions (Ministry of Culture, NHB, Central Finance and Contract Agency).

21. The projects' implementers should take into account the following considerations:
  - 21.1. It is important to evaluate the possible socio-economic impact and the use of indicators at the very initial stage (design phase) of the project.
  - 21.2. It is beneficial to use socio-economic indicators to inform local residents and supervising institutions to increase support for project implementation (by linking personal benefits and project implementation) and the competitiveness of projects.
  - 21.3. It is necessary to determine how the implemented project will affect the realization of the socio-economic needs of local residents. Strengthening cooperation with local NGOs, entrepreneurs and other stakeholders in order to receive information about their practical interests and to obtain measurement data necessary for the use of indicators is one of the key aspects for successful project implementation.
  - 21.4. It is expedient to use different categories of indicators to inform local residents and different social groups, paying attention also to the indirect impact of the cultural heritage objects development projects. For a large part of the local population, the economic benefit or the very "takeaway" of the project is relatively important, so more attention should be paid to the economic and financial impact. Infrastructural solutions are often important for visitors and other stakeholders (for example, the castle has been renovated, but it is difficult to approach it or park the car nearby). Young families care about the environment and the health of their children, so well-being and environmental indicators are important for them. Social inclusion might be important for retirees who are or want to be socially active, and as long as they are good artisans and local food makers, then also indicators of the development of local production. Indicators that characterize the long-term socio-economic impact are important for those wishing to settle down, work or develop business in stable and well-maintained environment, so these indicators can be successfully used for creating a positive image of the area.
22. It would be useful to introduce a methodology for the management and socio-economic development of immovable cultural heritage in Latvia that is based not only on cultural and heritage protection interests, but also on the socio-economic interests of the stakeholders and their support.

# ANNEX

Annex 1

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Irina Oļevska-Kairiņa, LL.M., Diploma in Art Law, Māstrihtas universitātes PhD iur. cand.

Dalībnieki:

1. Uldis Zariņš, Kultūras ministrijas Valsts sekretāres vietnieks kultūrpolitikas jautājumos,
2. Baiba Mūrniece, Kultūras ministrijas Kultūrpolitikas departamenta direktore,
3. Ilze Rokpelne, Kultūras ministrijas Eiropas Savienības fondu departamenta Eiropas Savienības fondu uzraudzības nodaļas vecākā eksperte,
4. Andreļita Blusanoviča, Kultūras ministrijas Eiropas Savienības fondu departamenta Finanšu instrumentu attīstības nodaļas eksperte,
5. Mudīte Juhna, Latvijas Pašvaldību savienības ģenerālsēkretāre,
6. Rīta Vectirāne, Latvijas Pašvaldību savienības Izglītības un kultūras komitejas priekšsēdētāja, Jelgavas pilsētas domes priekšsēdētāja vietniece sociālo lietu, veselības un kultūras jautājumu programmā.

Sanāksmes darba kārtība:

13:00-14:00 Prezentācija. Galvenās apskatītās tēmas:

- Materiāla kultūras mantojuma izmantošanā ieinteresēto pušu un to sociāli-ekonomisko interešu raksturojums.
- Ieinteresēto pušu (vietējo iedzīvotāju) informētības aspekti par plānotiem un/ vai īstenotajiem kultūras mantojuma attīstības projektiem.
- Sociāli-ekonomisko indikatoru saturs un to novērtējums veiktā pētījuma ietvaros.
- Sociāli-ekonomisko indikatoru raksturojumi.
- Nekustamā kultūras mantojuma pārvaldības un sociāli-ekonomiskās attīstības metodoloģijas prezentācija un pamatjautājumu izskaidrošana (A.Kairiņa zinātniski-praktiskā izstrādne).
- Secinājumi un rekomendācijas turpmākai darbībai.

Prezentācija balstās veiktās izpētes rezultātos: 2022.gadā tika veikta aptauja par sociāli-ekonomisko indikatoru izmantošanu kultūras mantojuma attīstības projektos. Aptaujā piedalījās 20 Latvijas pašvaldības, Latvijas Investīciju un attīstības aģentūras Tūrisma departaments, Lauku atbalsta dienests, 3 Vietējās rīcības grupas un Latvijas piļu un muižu asociācija.

Veiktā pētījuma rezultāti tika daļēji atspoguļoti publikācijā: Kairišs, A., Geipele, I., Olevska-Kairisa, I., 2023, Sustainability of cultural heritage-related projects: use of socio-economic indicators in Latvia. Sustainability 2023, 15(13), 10109, ISSN: 2071-1050. <https://www.mdpi.com/2071-1050/15/13/10109>

14:00-14:30 Jautājumi un atbildes.

14:30 Sanāksmes noslēgums.

Secinājumi: sanāksmes dalībnieki atzina veikto izpētes darbu sociāli-ekonomisko indikatoru jomā un izstrādāto nekustamā kultūras mantojuma pārvaldības un sociāli-ekonomiskās attīstības metodoloģiju par lietderīgu un potenciāli izmantojamu turpmākajā darbībā.

Latvijas Pašvaldību savienības ģenerālsēdētāre uzaicināja prezentētājus dalīties ar pētījuma rezultātiem un izstrādātas nekustamā kultūras mantojuma pārvaldības un sociāli-ekonomiskās attīstības metodoloģijas skaidrojumu Latvijas Pašvaldību savienības Izglītības un kultūras komitejas sēdē 2023.gada septembrī.

Rīgā, 2023.gada 31.jūlijā

Kultūras ministrijas  
Valsts sekretāres vietnieks kultūrpolitikas jautājumos

(paraksts\*)

Uldis Zariņš

\* Dokuments ir parakstīts ar drošu elektronisko parakstu

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