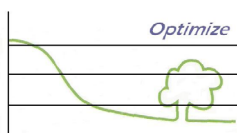




# VALUING HERITAGE IN IRELAND



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A report by Keith Simpson and Associates, Lansdowne Market Research,  
Optimize Consultants, and the Heritage Council.

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## **1.0 Introduction and Summary**

### **1.1 The Heritage Council**

The Heritage Council was established under the Heritage Act, 1995, to propose policies and priorities for the identification, protection, preservation, and enhancement of the national heritage including monuments, archaeological objects, heritage objects, architectural heritage, flora, fauna, wildlife habitats, landscapes, seascapes, wrecks, geology, heritage gardens and parks, and inland waterways.

One of the Heritage Council's objectives is to ensure that heritage forms part of the core of public life, and heritage is considered and informs national policy programmes and infrastructure planning.

### **1.2 Background and Goals of the Study**

This study follows surveys carried out by Lansdowne Market Research in 1999, 2004 and 2005 for the Heritage Council on levels of awareness and public attitudes to our national heritage. Research previously carried out provides evidence that public attitudes to heritage are changing in a positive direction. In late 2005, the Heritage Council decided that an assessment of the economic value placed on heritage by the general public was required, to inform the Council's future policy advice to government and forthcoming plans and projects. In addition, it was also decided to conduct a comprehensive review of the attitudes, opinions and experiences of the general public regarding heritage and heritage issues. This survey is considerably more in-depth than earlier studies. It tracks the emerging trend of increased awareness of, and thus improved attitudes towards, heritage and heritage protection. As a stand-alone piece of research, it produces an interesting analysis of trends and responses and the implications of these. Importantly, it places the valuation (both monetary and non-monetary) of heritage (including tangible and intangible, natural and man-made) within the economic domain.

### **1.3 Objectives of the Study**

**The specific objectives of the study can be summarised as follows:**

- To explore, through survey and analysis, the overall attitudes, opinions and experiences of the Irish public regarding heritage and heritage protection;
- To determine the aspects of heritage upon which the public places most

- value, particularly in the context of current general public spending;<sup>1</sup>
- To establish the extent to which the public is willing to pay (in the form of a proposed notional taxation) for extra heritage protection or provision.
  - To establish the contributing factors towards the valuation of heritage, in terms of socio-economic background, attitudes, information and personal values;

The Heritage Council's brief for this project set out the preferred methodology of nationwide face-to-face interviewing in order to ascertain the financial value placed on Ireland's heritage by the general public. The brief also suggested using proven methodology, such as Contingent Valuation. This approach not only analyses the perceived value of heritage amongst the general public in Ireland, but also the value of particular types of heritage and the amount of additional money that people would be willing to pay for protection and/or improvement.

## **1.4 Study Team, Survey Design & Methodology**

The team responsible for undertaking the study included Lansdowne Market Research, a company that has conducted previous research for the Heritage Council in this area, Craig Bullock from Optimize, who is recognised for his experience of the Contingent Valuation methodology, and Keith Simpson & Associates, a multi-disciplinary built environment consultancy with considerable experience in strategic report writing.

The design of this survey has been based on a range of analytical tools, including:

- a) A qualitative research approach, comprising a series of focus groups.
- b) The use of a quantitative face-to-face survey approach, using a visual information card to explain the wide range of aspects of the built and natural environment included within the definition of "heritage";
- c) The use of a specific analysis package, Max Diff analysis, which was

---

<sup>1</sup> *Heritage is a public good. It is typically provided freely to everyone and protected largely through State spending. Consequently, it is often necessary to use non-market valuation methods that aim to create a surrogate market. If this is done properly, estimates of the economic value of heritage can be derived that are comparable to the value of other market goods, e.g. holidays, cars, etc., that also contribute to people's utility. These values can then be aggregated to the total adult population to demonstrate the overall value that people place on the increased protection of heritage. In this project, a survey approach was used that incorporated a contingent valuation method (CVM) question. People were asked if they were willing to forego income in the form of annual tax increments for the purpose of enhancing the protection of heritage. The approach is explained in more detail in Appendix B.*



significant in terms of “trading off” and prioritising spend on heritage against other public spending;

- d) The use of the contingent valuation methodology to ascertain “willingness to pay”;

The study took place between March and April 2006. The quantitative phase involved face-to-face interviews amongst a nationally representative sample of 1008 adults (aged 15+). The study was quota controlled in order to be representative of key demographics and took place at 100 randomly selected sampling points, throughout the Republic of Ireland. In addition to the above, a pilot study was conducted, with approximately 50 adults being asked a short series of questions. The purpose of this pilot study was to set the maximum and minimum values for the contingent valuation section of the main survey and to test the viability of the “choice conjoint” design, which was initially considered.

The research methodology uses tried and tested methods and follows standard norms. The research design complies with internationally accepted best practice standards and the margin of error attached to the main quantitative study is +/- 3%.

### ***A Note on Terminology/ Methodology***

*A more complete explanation for the methods, methodologies and the key terms used in this report is included in the “Glossary of Terms” in Appendix C.*

## **1.5 Summary Overview and Key Headline Findings**

***Several Key Headline Findings have come from this Survey, as follows:***

### **1. How is Heritage<sup>2</sup> Defined by the Public?**

The definition of heritage varies according to the level of individual contact and age. Younger people (primary school and teenage cohorts) tend to associate heritage with anything “old” or historical. All respondents except the primary school pupils understood heritage to include the natural environment. Indeed historic places and surprisingly, sports were often included in the definition of heritage. The young to middle-aged (25-45) cohort most closely identified heritage with local and national identity. For those aged 50+, heritage is associated with cultural and social changes, and particularly the loss of “the way things were”.

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<sup>2</sup> “Heritage” is defined in the Glossary of Terms in Appendix C. Please note that throughout the quantitative study, ‘heritage’ is frequently referenced as ‘natural environment and heritage’.

## 2. How to Address Heritage Protection?

- Over 90% of people think it is very or fairly important to protect our heritage. There is a strong desire for heritage protection, and penalties for those who damage heritage.
- The fundamental issue of responsibility for heritage matters was discussed in the focus groups, where few participants claimed awareness of the Heritage Council.
- Three main proposals arose as means/ mechanisms for heritage protection:
  - (i) Through an empowered national body with widespread powers, including a significant budget allocation and strong influence on national policy-making;
  - (ii) At grass roots/ community level – through a “bottom up” approach using a strong network of volunteers;
  - (iii) By increasing public awareness – education, particular at primary school level was universally endorsed.

## 3. How is Heritage Protection Funded?

The need for heritage protection was acknowledged in the light of the current level of property development. Focus group reaction towards a defined tax contribution for heritage was very positive, but this needs to be “ringfenced” for heritage spending and its use needs to be accountable and transparent.

## 4. Attitudes towards Heritage

- The survey shows that 25% of Irish people aged 15+ claims to be very interested in the environment or heritage.
- The main reason behind interest in heritage and the environment is motivated by personal interests, with a total of 68% citing reasons of personal health (such as clean air, clean water, diet, exercise).
- Of the participants interviewed, seven percent belong to a heritage or environment organisation, with the incidence being higher than average amongst men and those living in the Leinster region.
- Nearly one in three members of the public visit a heritage site seven or more times per year, with one in four claiming never to visit a heritage site. The average claimed distance from home to a heritage site is 4.6 miles. Amongst those who visit heritage sites fewer than five times per year (over half of those interviewed), the main reason cited for the relatively low number of such visits is the lack of heritage sites nearby.
- On average, Irish adults claim to make eight visits to heritage sites each year, which rises to 11 for Dubliners and 13 for those very interested in the environment or heritage.

- The majority of visitors to such sites visit outside of holidays, with the presence of dependent children being a key-motivating factor.

## 5. Importance of Heritage Protection

- The vast majority agree that heritage should be protected, which is slightly higher than responses from 2005. 92% agree that people should be penalised for damaging any aspect of our heritage.
- 86% of people feel that schools should play a more active role in heritage education. The proportion of those requesting that government incentives generate more school education in the area of heritage has increased since a similar survey in 2005.
- Despite a majority believing that heritage should be protected, slightly more than half (58%) agree that “protecting our heritage should not interfere with necessary development of our infrastructure”, which has risen 6 percentage points from responses in 2005.

## 6. Perceived Benefits of Protecting Heritage

The results on this topic indicate that there has been a slight shift away from preserving heritage for tourism enhancement and towards preservation for the purposes of education and reasons of national pride.

The most significant benefits associated with the preservation of heritage are:

- (i) Keeping in touch with the past for future generations;
- (ii) Preserving our identity/ cultural traditions;
- (iii) Pride in our own country/nationality;
- (iv) Preserving culture/ old things and an attractive natural environment;
- (v) Health benefits;
- (vi) Educating people;
- (vii) Knowing the past/ where we came from.

Younger people are more likely to endorse tourism enhancement as a benefit and older people are more likely to endorse the health benefits and protection of roots.

## 7. Prioritising Government Spending – Heritage vs. other areas of spending

- In terms of overall government spending, it is not surprising that the vast majority of those interviewed prioritise spending on improved services in hospital A & E Departments. “Safeguarding and improving access to our national heritage” ranking as 5<sup>th</sup> on the list of 8 priorities for public spending but receives a marginally higher ranking than “further improvements to our road networks” as well as a higher ranking than “additional training for the long-term unemployed” and “increased support for the visual arts and performance arts” ranking 8<sup>th</sup> (last).

- In terms of spending specifically on heritage, the preferred allocation of tax revenue is as follows:
  - Restoration of canals and rivers (29.4%)
  - Safeguarding and improving coastal landscapes (22.3%)
  - Protection and improvement of habitats for native wildlife and plants (12.3%)
  - Improve heritage and environment education through projects in schools and funding of TV/ radio programmes (10.4%)
  - The least popular allocation of funding was towards museums to include better exhibitions and visitor facilities (1.7%).

These ranked preferences arose as a direct result of respondent's stated preferences for the allocation of tax revenue (using the Max Diff method).

### **8. Willingness to Pay for Additional Heritage Protection**

Willingness to pay (WTP) for heritage can be explained in terms of the amount the public are willing to pay for improvements to heritage through **additional** tax payments. A dichotomous choice question was posed, where each respondent was asked whether they would be willing to pay a particular amount in a range from €5 to €200 (the minimum and maximum parameters having been established through a pilot study). Depending on the answer to this initial question, respondents were asked a second follow-up question, which either doubled the value of the potential additional payment (in the case of those willing to pay) or halved the value of this initial potential payment (in the case of those not willing to pay).

**The average additional payment is estimated at €46.83 per person per year** excluding all protest bidders and accounting for all those who are not willing to pay anything. The report has found that 66% of respondents were prepared to pay for enhanced heritage protection. In total, **the aggregated additional WTP figure for all people aged between 25 and 65 years amounts to €89.54 million.**

## 2.0 Survey Methodology

The study comprised two distinct phases, one qualitative and the other quantitative. The primary purpose of the initial qualitative phase was to review, in some depth, the attitudes, opinions and experiences of the general public regarding heritage and heritage related issues. Findings from this first phase were also considered when designing the questionnaire for the subsequent 'quantitative' survey.

### 2.1 Phase 1: Qualitative Review (Focus Groups)

The qualitative review was structured on eight focus groups that were surveyed between 4th and 20th of April 2006 as a distinct first phase of this study. Details of these groups are outlined in the table below (see Technical Appendix C for the definitions of social classes) along with their geographical spread in Ireland.

Group No.	Sex	Age	Social Class	Life stage	Location
1.	Male	11-12 yrs	C1C2	Students	Kilkenny
2.	Mixed	15-16 yrs	C1C2	Students	Cork
3.	Mixed	35-45 yrs	BC1	Family	Dublin
4.	Mixed	35-50 yrs	C1C2F	Family	Donegal
5.	Mixed	50+ yrs	BC1	Empty nesters	Dublin (expert group)
6	Mixed	55+ yrs	C1C2F	Empty nesters	Galway
7.	Mixed	18-25 yrs	BC1F1	Single/no children	Galway.
8.	Mixed	25-35 yrs	C1C2	No children	Portlaoise

**Table 2.1 Breakdown of the focus groups (Qualitative phase)**

In addition the "expert group" in Dublin were chosen as having the following characteristics:

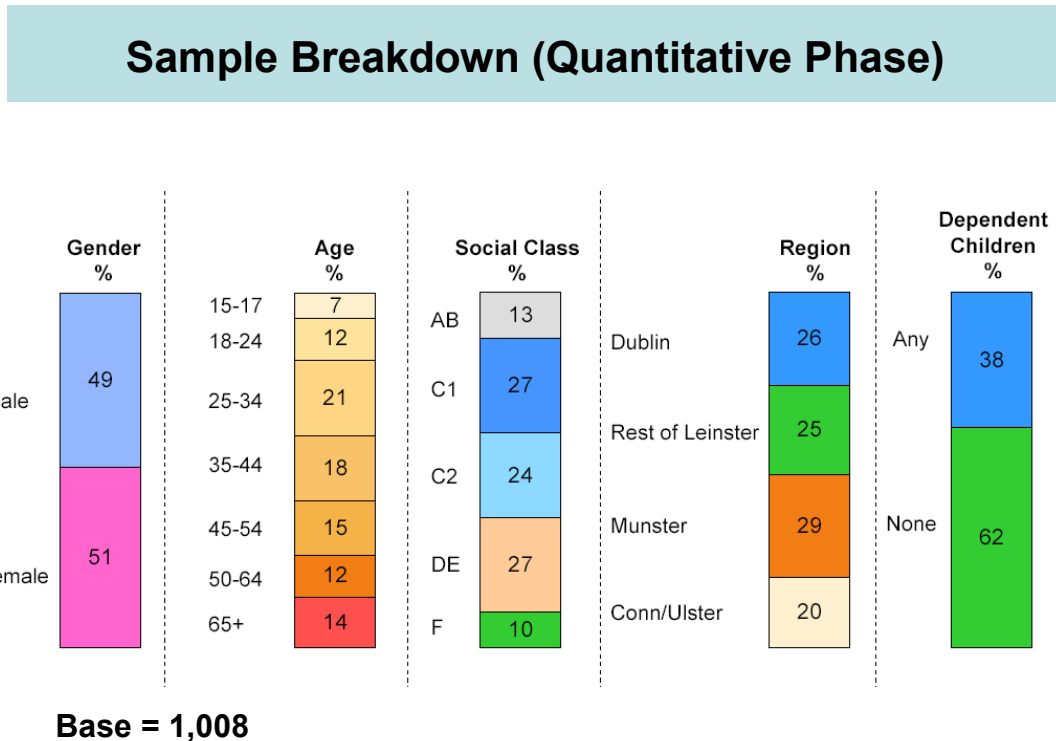
- I. All interested in heritage/wildlife, archaeology or architecture
- II. All actively involved in/ familiar with heritage issues

## 2.2 Phase 2: Quantitative Survey

This second phase of the study took the form of an initial pilot study, (conducted to establish the price parameters for the Contingent Valuation section of the main stage survey), followed by the main study which comprised a nationally representative sample of 1,008 adults aged 15+ years. Details of the pilot study and its purpose are outlined under Section 2.4 *Pilot Study*.

The main stage survey of 1,008 adults was quota controlled to be nationally representative by key demographics. All interviewing took place face-to-face at 100 randomly selected sampling points. All interviewing was conducted between March 29<sup>th</sup> and April 20<sup>th</sup> 2006. In accordance with standard survey techniques, weights were applied to the resulting data to bring it back in line with quotas set.

The final sample breakdown is shown below and matches the national demographic profile of all adults aged 15+ years.



**Figure 1**

## 2.2.1 Research Design

The research design considered three of the Heritage Council's key information requirements, with an initial pilot study being carried out to test and refine some of the survey's design considerations.

These three pieces of information are as follows:

### **1) Establishing the extent to which the public is willing to pay for extra heritage protection or provision:**

A key element of the project was to determine the value that people place on the protection and enhancement of heritage. This value provides a measure of the personal utility or, in other terms, the contribution to quality of life, that people associate with heritage. It also has the added benefit of demonstrating the degree of interest, or conviction that people have for heritage in that requests for a monetary willingness-to-pay (WTP) imply that income must be foregone in return for heritage protection.

Heritage is a public good. Typically, it is provided freely to everyone and protected largely through State spending. Excepting instances where entrance fees are charged to specific sites, it is not possible to estimate the value that people place on heritage through market prices. Consequently, it is often necessary to use non-market valuation methods that aim to create a surrogate market. If this is done properly, estimates of the economic value of heritage can be derived that are comparable to the value of other market goods, e.g. holidays, cars, etc., that also contribute to people's utility. These values can then be aggregated to the total adult population to demonstrate the overall value that people place on the increased protection of heritage.

In this project, a survey approach was used that incorporated a contingent valuation method (CVM) question. People were asked if they were willing to forego income in the form of annual tax increments for the purpose of enhancing the protection of heritage. Given that

government spending on heritage is not derived from targeted tax payments (as occurs, for example, with motor tax), increments to general taxation provide the best alternative. The approach is explained in more detail in Appendix B.

**2) The requirement to estimate the relative value of various components of Government expenditure, specifically heritage, in relation to other components (e.g. roads development):**

Lansdowne Market Research utilized a specific analysis tool 'Max Diff' in order to obtain preference/importance scores for multiple items (i.e. the various areas of public expenditure presented to respondents for evaluation.). Although Max Diff shares much in common with conjoint analysis (*ref. Paragraph two, section 2.4 The Pilot Study*), it is easier to use and applicable to a wider variety of research situations. A fuller explanation of the Max Diff method is outlined in the *Glossary of Terms* in Appendix C.

**3) Explore the attitudes, opinion and experience of the general public to heritage and heritage protection:**

The questions designed to elicit this information included any questions from earlier Lansdowne Omnibus surveys deemed relevant for tracking purposes as well as those questions which explored the extent of 'spiritual well-being' associated with heritage, (the development of which was contingent on findings from the Phase 1 qualitative study (focus groups)).

### **2.2.2 The Pilot Study**

The main objective of this initial small-scale investigation was to set clear parameters for the Contingent Valuation section of the main stage study. A short series of questions was developed in order to set the maximum and minimum values that the general public was/is willing to pay towards heritage.



It also established whether or not the public is content to make a contribution through the medium of taxation.

In addition, the pilot study was used to test a methodology that was initially considered by the research team i.e. 'choice conjoint' design. People were asked to assume the government was planning how to spend its available money. Respondents were presented with a set of 'various spend packages' and invited to choose their preferred 'package'. Concern existed that respondents might find it difficult to make the required choices without very careful consideration. (See Appendix B for further information)

This pilot questionnaire was administered to a small sample of 50 adults with basic quota controls being set to ensure representation of the population at large. The results indicated that the packages of options to be considered under the **choice conjoint design** required a significantly greater amount of time to consider than the time allowed for the interview. On this basis, the alternative (Max Diff analysis technique) approach was considered to be more appropriate (refer to Section 2.3 and Appendix C).

### 3.0 Framework for Heritage Definition

Research conducted to date indicates that most people associate heritage with the built rather than the natural environment. For this study, it was agreed with the steering group that it would be important that respondents consider their responses within the context of a comprehensive definition of heritage. Each respondent was shown the image card below explaining what was meant by heritage.

# What is Heritage?

Heritage can be broadly termed as being either natural heritage or cultural heritage.



**Cultural**

Cultural Heritage is our history as represented by museum collections, traditions, historic buildings, canals and ancient monuments.

**Natural**

Natural Heritage refers to our countryside, namely farmland, mountains, forests, rivers, lakes and coastal landscapes, together with the wildlife they support.

The Heritage Council is a state body that contributes to the protection of Ireland's environment and which promotes awareness of heritage generally.

Ireland has experienced much change over the past 10 years. There has been strong economic growth that has increased employment and incomes, at least for most people. The purpose of this study is to explore where you think heritage and its protection and development 'fits' in today's Ireland

## **4.0 Key Findings**

This section details the key findings from each of the two distinct phases of the study.

### **4.1 Phase 1 – Qualitative Review**

This was an in-depth exploration of the general public's overall attitudes, opinions and experiences regarding heritage and heritage protection. Findings from this first phase were also considered when designing the questionnaire for the subsequent 'quantitative' survey.

#### **4.1.1 Summary of Key Findings**

- The majority understand what heritage is. However, associations with the built environment continue to be foremost.
- The continuing growth in Ireland's affluence and the associated spread of new development has had the effect of raising awareness of threats to heritage and the environment, both built and natural (albeit not immediately associated with heritage). Given this context, the general public appears to be more receptive to any measures that aim to protect heritage, particularly elements of our natural environment.
- Increasing the awareness of our natural heritage and its importance may impact positively on heritage engagement by the public. This is especially so when carried out in tandem with new initiatives to promote heritage through recreation, as this was seen as being a valuable benefit of heritage.
- The majority of respondents continue to be ignorant as to who is responsible for heritage in Ireland. Improving awareness of the role, responsibilities and activities of the Heritage Council is likely to be beneficial in terms of increasing the perceived importance of heritage protection and support for associated initiatives.

### **4.1.2 Changing Awareness of Heritage**

Awareness and understanding of heritage is spontaneously associated with the past. However, the level of understanding varies greatly in accordance with age. At a **micro** level, heritage is immediately identified as relating to historic/old buildings, monuments and artefacts. At a **macro** level heritage is seen to encompass wider notions of culture. “Who we are” and “where we come from” is the broadest definition and understanding of “what heritage means” to people (see figure 2).

Interestingly, when compared to results from a similar survey undertaken by Lansdowne Market Research, for the Heritage Council in 1999, concern about the impact of property development on heritage and the environment has increased in significance. Some of the key issues and local concerns related to the growth of property development in Ireland over the past 10 years were as follows:

- Lack of infrastructure to support expansion of housing development;
- Lack of intimacy/community spirit – people don’t know their neighbours anymore;
- Building on green sites - Donegal (last green area between Bundoran and the USA!);
- Development at the expense of heritage
  - Frascati House
  - Art Deco Garage in Dublin
- Commuter belt planning dramatically changing the landscape;
- Old villages being re-developed and losing their original shape/character e.g. Mountmellick and Portlaoise merging.

### **4.1.3 How Does Change Heighten Our Awareness and Inform Our Definition of Heritage?**

The economic, social, political and cultural changes that have taken place in Ireland over recent years have influenced and informed public awareness and

definition of heritage. Summarised below are the issues raised in relation to the impact of these changes on public consciousness:

### **Economic Change- The Celtic Tiger:**

- Development of the built environment impacts directly on our surrounding environment
- Ireland has more money now so should be able to better protect our heritage.
- Economic growth provides a degree of empowerment to enable us to protect heritage.
- Affluence has made us more confident about identifying parts of our history we should preserve.
- When we were less affluent celebrating or highlighting our heritage may have reinforced insecurities regarding national stereotypes e.g The Famine.

### **Social Change:**

- Old ways of life are declining; there is a need to protect these for future generations.
- Changing economic basis of society from agrarian society to post industrial society changes modes of work (“hands to machines to computers”).

### **Political Change:**

- As we continue to move forward from past events (e.g. 1916 Rising, Colonial past, the famine, the Troubles), it appears our sensitivity may be diminishing.
- Changing political environment – especially in Northern Ireland, potentially means we are becoming less sensitive. The ‘Troubles’ may become part of our heritage.

### **Cultural Change:**

- An emerging multi-cultural Ireland may result in heightening awareness of the past and our changing traditions/cultures.

#### 4.1.4 Definition and Awareness of Heritage Across Age Cohorts

Participants in the study were asked to define their understanding of the word heritage. As part of this exercise, they were asked to identify what they would and would not include in this definition. The findings, summarised below, show that our awareness and understanding of heritage becomes broader, and more developed as we get older.

<h3>Definition and Awareness of Heritage Across Various Age Cohorts (<i>Qualitative phase</i>)</h3>
---

	History (Our past , Our history)	Built Environment (Monuments, Landmarks)	Natural environment (Landscapes, Nature)	Identity (Who we are)	Social and Cultural (Traditions, Customs, Language)
PRE TEENS (11-12)	✓	✓			
TEENAGERS (13-19)	✓	✓	✓		
YOUNG- MIDDLE AGE (25-45)	✓	✓	✓	✓	✓
OLDER 50+	✓	✓	✓	✓	✓

Figure 2

#### Pre-Teens - Primary School Children (11-12 years)

Unsurprisingly there is a lack of awareness and understanding of what heritage is within the 11-12 year-old cohort. Heritage is associated with things (even people) that are **OLD**. In fact history and heritage were seen as the same thing. All respondents were readily able to identify things and areas of **HISTORIC** interest in their locality, such as the following:

Edmund Ignatius Rice House	Jerpoint Abbey	St. Canices Tower
Workhouse	Rothe House	Dunmore Caves
Kilkenny Castle	Kilkenny Cathedral	

In addition, heritage / history has geographic importance and is defined as the location of important events which took place in the past. In this sense heritage / history is something that is tangible. For this age group heritage / history is seen as taking place “a very long time ago”. All struggled to comprehend how the natural environment or specific parts of Irish culture were part of heritage.

In terms of exposure to heritage this is exclusively framed by their educational experience.

### Teenage Cohort / Age Group (13-19 years)

Again, this age groups’ understanding of heritage is identified as events or places linked with the past. Heritage was closely identified with tourist attractions; indeed, this cohort displayed an excellent awareness of such attractions in their locality and within Ireland (See figure 2 above).

Heritage was not exclusively seen in terms of the built environment. The natural environment was understood to be very much part of Irish heritage. However, examples offered were prominent natural beauty spots mostly frequented by tourists. These included:

- the Ring of Kerry, West Cork, Kinsale and Cobh

This age group displayed greater appreciation of the value of heritage sites, with statements arising from the focus groups such as:

*“I like that building, you don’t see buildings like that being built anymore”  
(Verbatim quote).*

Local heritage sites were not seen as important as national heritage sites. Proximity to such sites relegated these in importance and appreciation.

*“I can’t see how Shandon jail is as important as Kilmainham Jail”*  
(Verbatim quote).

There was also some confusion / disagreement as to whether cultural / social events were part of our heritage. The Cork focus group, for example, failed to agree whether the Capital of Culture had anything to do with our heritage. The Irish language was for some part of our heritage; whereas Munster Rugby “definitely” was part of their heritage.

Most respondents were able to interpret heritage beyond places (built or natural) but had difficulty articulating the cultural / less tangible elements of heritage.

Similar to the primary school group, teenagers’ understanding of heritage is developed through education. As a result, this does, for some, engender a certain degree of resistance to and negative associations with the subject.

### **Young – Middle Aged Group (25-45 years)**

Like the older group, this age group had a very broad and developed sense of what constituted heritage. The built and natural environment were recognised as part of our heritage (See figure 2). However there were a number of regional variations of note. Many closely identified heritage with both local and national identity. For the 25-45 cohort, heritage was about “where we came from” “where our people came from”. At a national level heritage is seen to encompass language, arts, and sports. Anything that distinguishes us from other nationalities tends to be closely identified with a sense of heritage.

At a local level heritage is seen as identifiable landmarks, local pride, songs and again sports i.e. *“What makes us different from other counties”*. Galway in particular had a developed sense of provincial identity “across the Shannon”.

Again, heritage is seen as inextricably bound to tourism. Awareness of heritage is emphasised by the numbers visiting tourist attractions such as those in Galway, for example. This was not always considered to be positive.



The economic benefits of heritage sites and the need to preserve and protect heritage sites were keenly observed. In Galway, this was categorised as a dependency. In Portlaoise and Bundoran, there was a greater sense of ownership of such heritage sites. These were not considered to be completely tourist orientated but also for local people, and therefore contributed to a sense of local identity.

### 50 + Age group

This group defined heritage in the broadest terms. This age group defined heritage as “**the way things were**”. As with the younger age groups, the built and natural environments are seen as the most obvious examples of heritage. Heritage is seen as something that is constantly evolving. This includes the way we live our lives and how we interact with each other.

Heritage for this generation is identified in **cultural** and **social** terms (See figure 2). Ireland’s recent pronounced and dramatic social and economic development has highlighted heritage and the need to protect it for future generations.

Whilst economic progress has brought its benefits there is a belief that traditional values and customs are being destroyed. Where the built and natural environment has constantly changed in their lifetime, this age group see the decline of community and dilution of Irish culture as the greatest loss.

For this group, heritage tends to be defined through changes that have been witnessed, including increased development and a perceived loss of community. This was articulated in very emotional terms along with a resigned acceptance that the loss of part of our heritage is inevitable.

#### 4.1.5 The Value of Protecting Heritage

Amongst some of the respondents to the survey there is a feeling that we haven't always been very good at protecting our heritage. Two issues arose in

regard to national identity / nation building and their impact on heritage, as follows:

- (i) A reaction against oppression resulted in the destruction of important buildings (e.g. symbols of British monarchy);
- (ii) Ireland was historically a poor nation and therefore heritage preservation was low on the public's priority.

Today, heritage protection in an affluent, confident Ireland does engender national and local pride. The importance of preserving tradition/culture/heritage for future generations was emphasised.

There was some recognition and concern (principally among the expert group) that it is important to protect our heritage from property developers. In particular, the property of religious orders has been influential in terms of maintaining historical buildings. Concern was expressed that, as vocations decrease, religious orders are moving out and buildings are passing into the hands of developers, as the state is not buying them.

There was unanimous agreement that heritage should be protected but resigned acceptance that not everything can be preserved. In terms of priority, respondents considered the protection of that which sets us apart and makes us unique as a nation, to be essential.

#### **4.1.6 Key Issue: Heritage Preservation - Setting and Reviewing the Balance**

It was unanimously accepted that progress and therefore some change, is inevitable. The quest for heritage preservation should not significantly impede the nation's necessary progress. Equally, the pursuit of this "progress" must respect the nation's heritage (see figure 3).

Most of those interviewed are resigned to the fact that shopping areas are dominated by global high street brands but feel it is important that high street

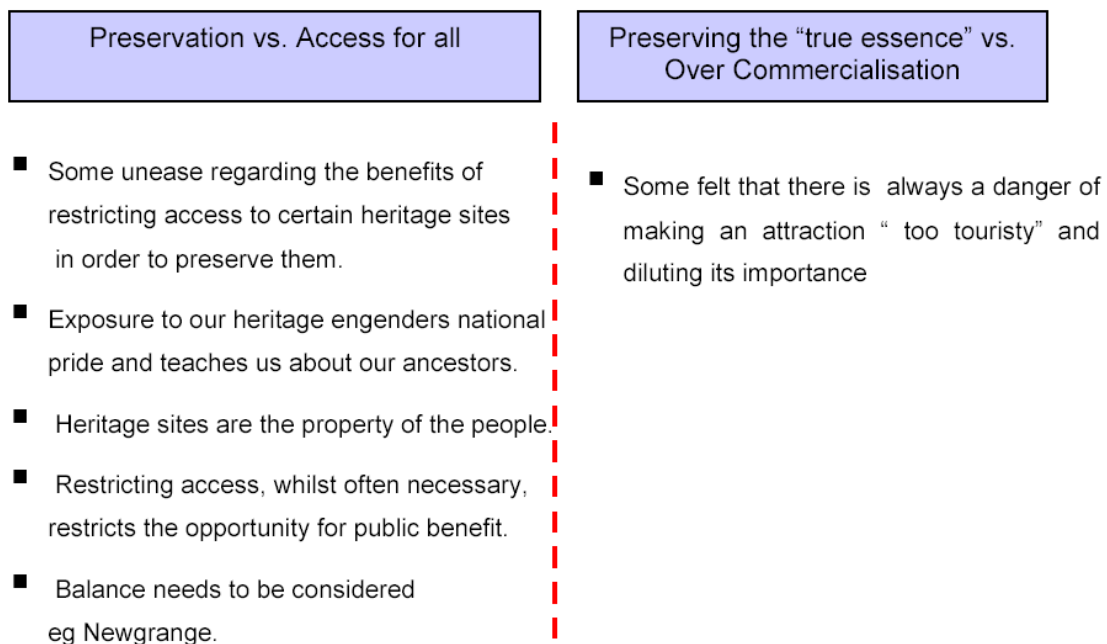
retail development is sympathetic to traditional streetscapes e.g. Shop Street in Galway is cited as a poor example compared with Quay Street close by, which has been developed more sympathetically.

There appears to be some acceptance that not everything can be preserved which led to suggestions that (within the built environment) good examples of a particular “type/form” should be preserved. For example, rising house prices force many to extend their homes rather than move. The question was raised as to how realistic it is to impose “listed building” status on all homes of a particular era. Some flexibility is necessary but it was recognised that excellent examples must be preserved.

The issue of preservation vs. access was also considered. Figure 3 below identifies some of the issues that the public had regarding preserving our heritage while at the same time providing access to heritage sites.

**Responses on Striking the Balance  
between Preservation and Access (Qualitative Phase)**

**Setting and reviewing the balance is key.**



**Figure 3**

### 4.1.7 Priorities for the Protection of Heritage

The diagram below visually represents the priority that members of the public place on the protection of different aspects of heritage identified in the qualitative review. The hierarchal structure should be read from the bottom up. Historical sites and buildings were allocated the greatest priority. **In fact, stated priorities for investment are very much in line with public perception in terms of what definitely constitutes heritage i.e. ranging from definite identification with the built environment, to less than definite identification with the natural environment and more recent/modern architecture or artefacts.** Essentially, the preservation of the ‘past for the future’ is seen as the priority for investment followed by maintaining and preserving ‘the present for the future’.

These findings are somewhat different to those identified in the quantitative study where respondents were asked to consider their responses within the context of the more comprehensive definition of heritage (i.e. both natural and cultural) detailed at the beginning of the interview.



Figure 4

Preserving / Protecting Our Heritage	
Cohorts	Responses to Heritage Preservation
<b>Pre Teens</b>	<ul style="list-style-type: none"> <li>• Were unable to identify why preservation was important.</li> <li>• Many were unable to identify what forces/factors may threaten the preservation of heritage. There was a sense that it was important to preserve history / heritage because history is important.</li> </ul>
<b>Teenagers</b>	<ul style="list-style-type: none"> <li>• Had a strong opinion that preservation should be a priority for the Government.</li> <li>• Sense that there is plenty of Government money so it shouldn't be an issue.</li> <li>• Not something they would actively get involved in.</li> <li>• Some members of this group had a direct experience of heritage preservation. Their school was a listed building and could recognise the benefits when it was being renovated.</li> </ul>

**Figure 5 Preserving/protecting our heritage (Qualitative Phase)**

'Preserving the past for the future' was deemed as being more significant in terms of the age breakdown, the table above highlights the lack of urgency or need for heritage protection in the under – 20 cohort, which is unsurprising.

#### **4.1.8 Means of Protecting our Heritage**

In response to this issue, three proposals regarding mechanisms for protecting heritage were suggested:

1. Through an empowered national body with widespread powers.
2. At grass roots / community level.
3. By increasing public awareness.

##### **1. Through an Empowered National Body with Widespread Powers**

Many believe that heritage protection and preservation should be the responsibility of a high level state organisation with a significant budget and the power to make and enforce policy, (few claimed awareness of the Heritage Council).

This body should be able to achieve the following:

- Advance consultation regarding all proposed developments within a certain radius of known heritage sites.
- Influence national policy regarding the declaration of heritage sites and plans/laws related to its protection.
- Enhance and enforce planning restrictions intended to protect areas/sites of national heritage.
  - *Many view developers with disdain and whilst they believe there may be heritage protection provisions in place, their perception is that these provisions are not enforced.*
- Identify heritage items/monuments/sites, which warrant preservation orders.

Such an organisation should also have significant budget allocation to enable the compulsory purchase of endangered significant buildings to prevent these passing into the hands of the perceived common modern-day enemy - the developer!

There was frequent reference to the 'system in the UK' (although none seemed familiar with the details). Many perceive heritage protection and preservation to be at an advanced level in England (frequent references to well-maintained heritage towns and villages, the National Trust, well-signposted and documented heritage sites and trails etc.). Many perceive that heritage protection in England is accorded a higher national priority than in Ireland. This was indicated particularly by the 'expert' focus group.

## **2. Preserving/Protecting our Heritage at Grass Roots/Community Level**

### *(i) Through Education*

This is considered key. Focus at the primary school level was unanimously recommended.

- Educating the young about the importance of our national heritage will encourage them to place a value on it.

- Education ultimately saves the state money as it encourages a common respect and helps prevent the destruction of our heritage through ignorance (e.g the destruction of important flora/fauna with mowers etc).
- The scout movement is highly regarded as an educator in this regard but concern exists about the future in our current “time poor society” (The availability of volunteers may decrease).
- To be a truly effective preservation tool, there is a perception that heritage education needs to become part of the syllabus.

*(ii) Through Local Community Involvement*

A “bottom up” approach is favoured by many (especially favoured in the expert group), which includes the following:

- Engage the public who are already involved at a local level (i.e. volunteers, the private collectors, etc.).
- Empower those involved locally by supporting them at a national level via legislation and grant aid (and make them aware that this support exists).

A potentially strong network of willing volunteers is perceived to be currently available (especially through active retirement associations), which could be harnessed relatively cheaply. Some of those with an active interest in heritage protection have become involved at their own expense including maintaining collections of artefacts. Many are of the opinion that community involvement needs to be supported and promoted urgently as the changing nature of Irish society may mean that this resource will cease to exist in the future.

**3. Increasing Public Awareness / Consciousness**

There appears to be little awareness of heritage preservation initiatives. Raising awareness of the work currently being done may assist in raising the importance of heritage preservation in the public eye.

Also, the majority of the public do not readily recognise elements of the natural environment as part of our heritage. Many describe any engagement with a heritage monument or site as engendering a feeling of national pride.

Encouraging these feelings and similar feelings about the natural environment may eventually contribute to public pressure/support for preservation.

#### **4.1.9 Bodies / Agencies with Responsibility for Heritage**

Few of those interviewed claim to be aware of the Heritage Council and those who are, have a very hazy knowledge of its role. There was only minority awareness of individual county heritage plans (one person in Portlaoise).

There was a confused response regarding who is responsible for heritage. Most cite “the Government” but have difficulty being more precise. Various bodies were mentioned but most were unsure of the exact role of each body e.g. Local County Councils, the OPW, Dúchas (including some debate about whether or not this still exists). The Heritage Council was not mentioned. A number of participants reference “the general public” (whom they believe are currently very proactive within the local community).

#### **4.1.10 Funding for Heritage Protection**

Generally, there was an assumption that the taxpayer is the key source of funding. Some query whether or not some money comes via the National Lottery (and many believe it should). The possibility of taxation to fund heritage was further explored. There was a mixed reaction to a notional 1% increase in taxation.

All were in favour of a defined tax contribution for heritage, provided it is controlled and managed from a central source. Many assume that the various bodies with a responsibility for heritage as part of their portfolio are currently fighting amongst each other, to secure funding (i.e. a free for all, with little control). This would suggest a “ringfenced” tax could be acceptable.

Some reacted negatively to the concept of a 1% increase in taxation for **any** purpose (primarily younger, more downmarket respondents); others are perhaps surprisingly open to the idea (older, upmarket respondents). However, this “buy-in” is conditional on the following caveats:



- (i) They need to be convinced that the money will be used for heritage and nothing else.
- (ii) They require full accountability – published accounts of how this money has been spent.

Alternative sources / mechanisms for funding heritage protection were discussed, with responses as indicated in the table overleaf.

<b>Body / Mechanism</b>	<b>Comments / Responses</b>
<b>Public / Private partnership</b>	<p>Nearly all acknowledge the work that is being done by individual members of the public to preserve elements of our national heritage. In some cases this is an untapped “free labour force” who, with support, are willing to give time and effort.</p> <p>Some suggestions (particularly among the expert group) that formalised relationships (through funding or other support) between the Government and members of the public who are individual collectors, will result in effective preservation of places or items that will otherwise be lost.</p> <p>It was also suggested that effort should be made to seek viable commercial solutions that result in self financing heritage protection e.g. the collector of old buses who believes they could be used to ferry visitors between individual heritage sites in Dublin (a heritage trail).</p>
<b>Developers</b>	<p>Almost unanimous belief (amongst adults) that some form of arrangement should exist to ensure that a percentage of the potential profit should be allocated for heritage preservation.</p> <p>Most are unaware about the extent to which it is already in place and overwhelmingly believe that, if it is, it is not enforced.</p>
<b>Stamp Duty</b>	<p>Minority mention as a source of potential revenue.</p>
<b>Corporate Finance</b>	<p>Mentioned by a minority and very contentious – “Striking the right balance”. Corporate investment or sponsorship has a role but preservation in this way must be balanced against a national or community ownership.</p> <p>Hospitality trade donations should be encouraged as these businesses benefit directly from tourism in their local area.</p>
<b>Fee Bearing</b>	<p>Some feeling that some of our heritage could be branded/packaged better to become destination driven revenue-generating places of interest. Achieving this was generally described in terms of focussing on interactive experiences e.g. folk villages, Dublinia-type exhibitions.</p>
<b>Entrance Fees</b>	<p>Perceived Advantages: (i) Earns revenue (ii) Creates a perception of value which may encourage increased attendance.</p> <p>Perceived Disadvantages: (i) Restricts access by all (ii) Creates feelings of resentment especially when charges levied outside of "Built" heritage environment e.g. Cliffs of Moher, Powerscourt Waterfall.</p>

**Figure 6 Reaction to potential sources of funding– (Qualitative Phase).**

The survey was designed to include an explanation of how people might prioritise spending on heritage protection across a number of categories and

also against other government expenditure. The table below indicates some of the responses.

Within the heritage sector	Versus other Government Expenditure
<p>Important to develop definitive list of what is/is not considered being heritage by sector i.e. excellent examples of a specific type.</p> <p>Some believe that priority status should be given to sites or buildings most at risk of becoming destroyed (within category).</p> <p>Priorities should be divided between what is important to preserve from the past and what is important to preserve for the future (e.g. land and wildlife).</p>	<p>Most find it difficult to prioritise and conclude that heritage protection/preservation should be considered in tandem with any other expenditure that impacts directly on the built or natural environment e.g. roads, housing, alternative energy.</p> <p>Some believe that inevitably heritage protection is likely to be a casualty of progress. Minimising impact is key.</p> <p>If there is a straight contest between heritage and roads or alternative energy, heritage comes at the bottom of the list. However the respondents were of the opinion that heritage shouldn't be destroyed e.g. Glen of the Downs.</p>

**Figure 7 Prioritising spending on heritage (Qualitative Phase)**

#### **4.1.11 Factors Influencing Engagement with Heritage**

There are a number of factors that influence how people define their level of interaction or engagement with heritage. Engagement with heritage is viewed solely in terms of visiting a particular place of interest:

- (i) Despite defining heritage in broad terms (social, cultural, identity etc.), participating in such activities does not necessarily equate with consciously engaging with heritage. For example, a walk on the beach is viewed as exercise, fresh air, etc. Attending an Irish music festival is not engaging with heritage but simply seen as attending / listening to music.
- (ii) Heritage sites and places of interest in Cork and Galway were seen by some people as being the preserve of tourists for the region.
- (iii) Proximity to places of interest can also negate the level of engagement. A perception exists that places of interest will always be there, and those in close proximity to where people live

are of less significance than those further away, particularly for those living outside Dublin.

The following figure shows the level of engagement in heritage by age group.

Level of Engagement by Age Group	
Age Group	Levels of Engagement
<b>Pre Teens</b>	<ul style="list-style-type: none"> <li>▪ Heritage interaction tends to take the form of school trips or Sunday drives.</li> </ul>
<b>Teenagers</b>	<ul style="list-style-type: none"> <li>▪ This age group are not particularly interested in heritage.</li> <li>▪ However, they do see the benefits of heritage in terms of helping their education.</li> <li>▪ There is some recognition that certain places do look “cool”.</li> </ul>
<b>Young to Middle Aged</b>	<ul style="list-style-type: none"> <li>▪ There is limited engagement (particularly outside Dublin).</li> <li>▪ Maybe if a friend were visiting, they would visit a heritage site, but rarely on one’s own accord.</li> <li>▪ However they would visit sites when abroad. Visiting heritage sites is seen as a tourist activity.</li> <li>▪ Heritage does have a recognised value in entertaining children.</li> </ul>
<b>50+</b>	<ul style="list-style-type: none"> <li>▪ This age group has over their lifetime visited many heritage sites “when the kids were young”.</li> <li>▪ Their visits now tend to be when “the relatives are home from the States”.</li> <li>▪ The visiting exception in this was the recent group who more regularly engage with heritage.</li> </ul>

**Figure 8 Levels of engagement by age group (Qualitative Phase)**

Overall, the benefits most likely to be associated with heritage engagement reference developing or building a sense of national pride and identity (see Figure 9 overleaf). Engaging with heritage, particularly the natural environment also has benefits in terms of relaxation and stress relief.

<b>Benefits Associated with Engaging with Heritage</b>	
<b>At Local Level</b>	<b>At National Level</b>
<p>More likely to be rooted in natural heritage.</p> <p>Pride associated with living in an area of scenic beauty.</p> <p>The beauty of local wildlife (with specific reference to curlews and corncrakes).</p> <p>Pride in local area, feel-good factor associated with the ability to 'display' your home ground to visitors.</p> <p>Connection with family roots.</p> <p>Walking the land of your ancestors.</p>	<p>More closely associated with feelings of national pride.</p> <p>Educational entertainment (especially for children).</p>

**Figure 9 Benefits associated with engaging with heritage (Qualitative Phase)**

The value of heritage for recreational purposes was discussed in the focus groups specifically in relation to hill walking and canals (see Figure 10). The concept of encouraging heritage interaction via recreation receives a very positive reception and some people have questioned why this has not been encouraged to a greater extent. Also, there are frequent references to England amongst the expert group. There is admiration for the value that appears to be placed on heritage in England and access to the natural environment. Some perceive there to be a lack of interest in heritage in Ireland.

<b>Heritage and Recreation</b>	
<b>Hill Walking</b>	<b>Canal Runs / Cycle Tracks</b>
<p>Current problems concern access and security.</p> <p>Insufficient car parking facilities.</p> <p>Car parks close too early.</p> <p>Vandalism on subsidiary roads.</p> <p>Various grades of walks required to encourage greater participation (plus improved signposting). Walkway damage can be minimised by altering the routes.</p>	<p>Very positive reaction-easy, enjoyable, level ground.</p> <p>Should be similar to England i.e. secure car parking and daily bike hire on site.</p> <p>Two canals running all the way into Dublin but there no facilities currently existing along the route.</p>

**Figure 10 Heritage and Recreation (Qualitative Phase)**

#### **4.1.12 Summary and Key Findings from Qualitative Phase**

The majority understand what is heritage. However, in the absence of any prompted definition, associations with the built environment continue to be top of most peoples' minds.

Ireland's continuing affluence and the resulting explosion in terms of property development has helped to raise the profile and the importance of protecting both our natural environment (albeit not immediately associated with heritage) and elements of our built heritage (villages and towns). This atmosphere of increased national consciousness has caused the public to be more receptive to measures aimed at increasing public awareness of heritage aspects of the natural environment.

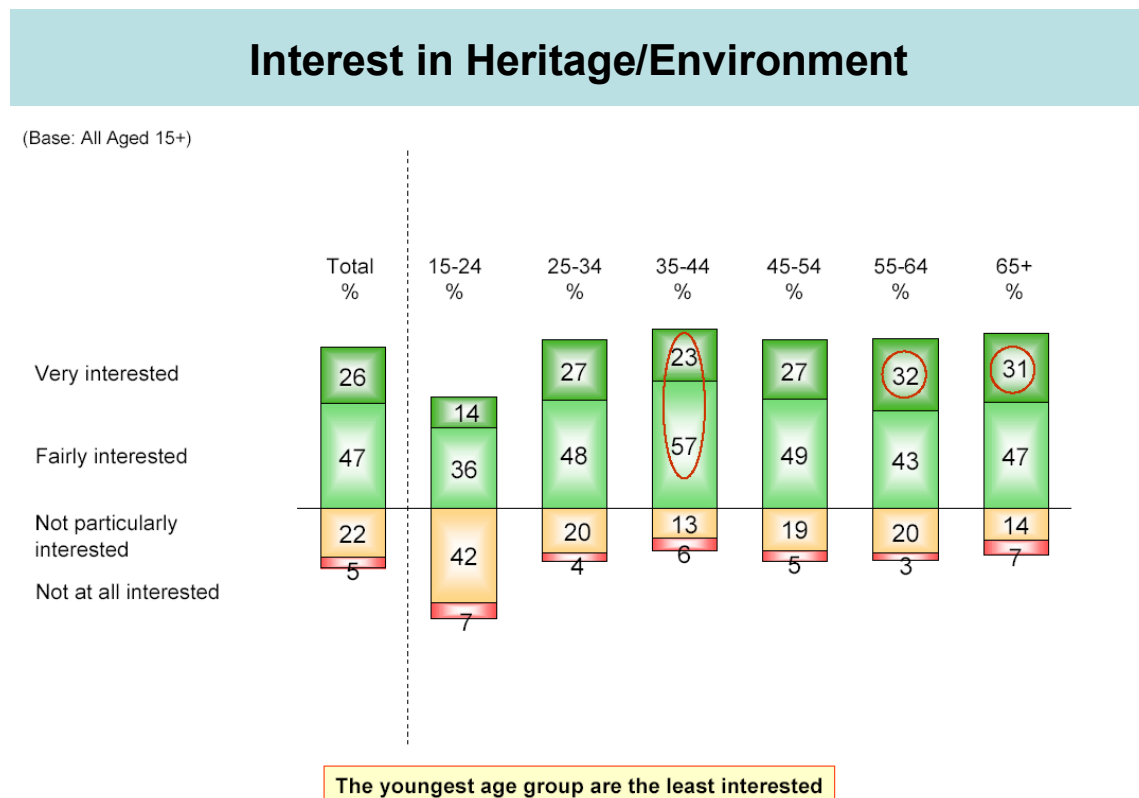
Increasing awareness of our natural heritage and its importance may impact positively on heritage engagement (especially in tandem with new initiatives to promote heritage through recreation).

The majority continue to be ignorant regarding who is responsible for heritage in Ireland. Improving awareness of the role and responsibilities of the Heritage Council is likely to be beneficial in terms of increasing the perceived importance of heritage protection and support for associated initiatives.

## 4.2 Phase 2 – Quantitative Survey Exploring the Value Irish People Place on Heritage in Ireland

The following section highlights the findings from the quantitative phase of the study which sought to establish the level of interest in heritage and the environment and ascertain the drivers of this interest. This was achieved by using a questionnaire to interview a nationally representative sample of 1008 adults aged 15+ years. The study sought to find out more about the depth of heritage interest including involvement in heritage organisations and consumption of heritage-related newspaper articles and TV programmes, and to find out how much heritage engagement existed by asking various questions about visiting heritage sites, frequency of visits and the reasons for visiting those sites. Attitudes towards heritage protection are then examined and the benefits of protection are finally explored. A copy of the questionnaire used for this survey is included in Appendix D of this report.

### 4.2.1 Interest in Heritage



Q. 5 How interested would you say you are in the environment or heritage?

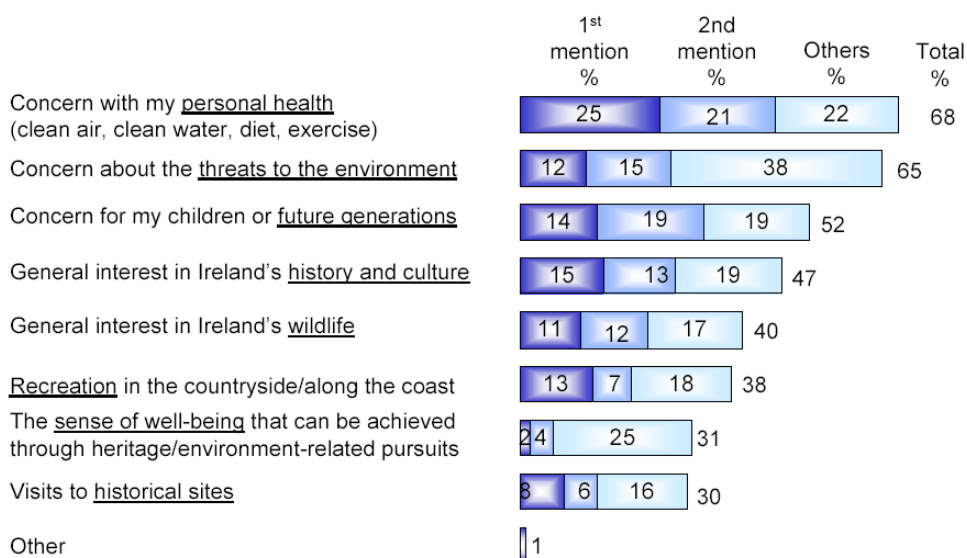
**Figure 11-Quantitative Phase**

One in four Irish people aged 15+ or more claim to be very interested in the environment or heritage. Nearly one in two claim a fair degree of interest. The challenge is to enhance interest and make the environment and heritage more relevant to day-to-day lives.

In addition, a sharply lower level of interest is evidenced among 15-24 year olds. A campaign to stimulate interest is highly desirable for both of these sub-groups. In terms of social class, unskilled blue-collar families (DE) are also somewhat less likely to be interested.

## What is Driving Interest in Heritage/Environment?

(Base: All Who Are Very/fairly Interested in Heritage/environment)



**More personally focused than altruistic.**

Q. 6 Which of the following is this interest mostly associated with?

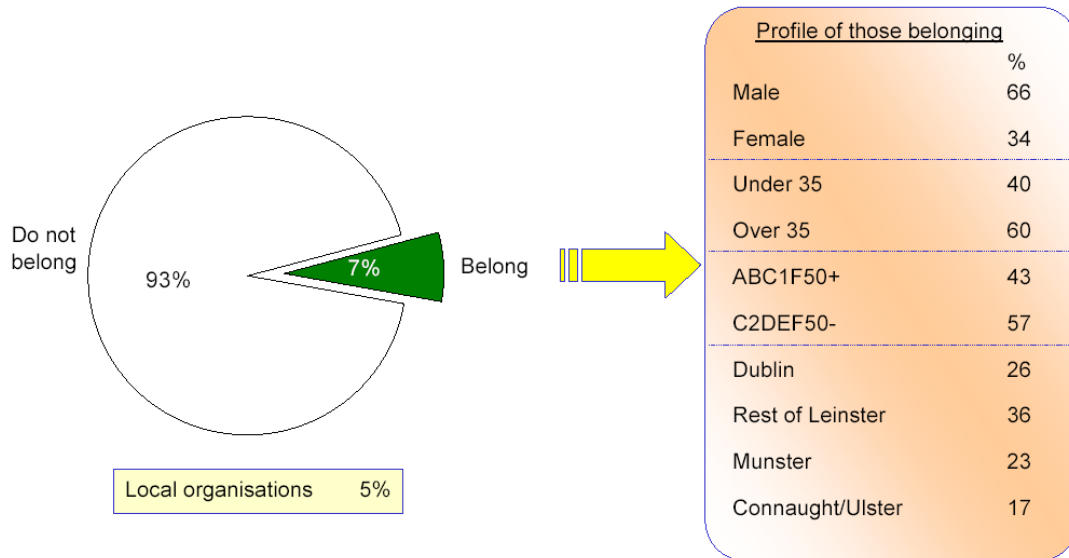
**Figure12- Quantitative Phase**

Amongst those who have an interest in heritage and the environment, this interest appears to be (when prompted) more closely motivated by concern for personal health than altruism (see figure 12 above). The greater public good comes second to the individual and their children (and grand children).



## How Many People Belong To A Heritage/Environment Organisation?

(Base: All Aged 15+)



Q. 4 Do you belong to any environment or heritage organisations?

### Figure13- Quantitative Phase

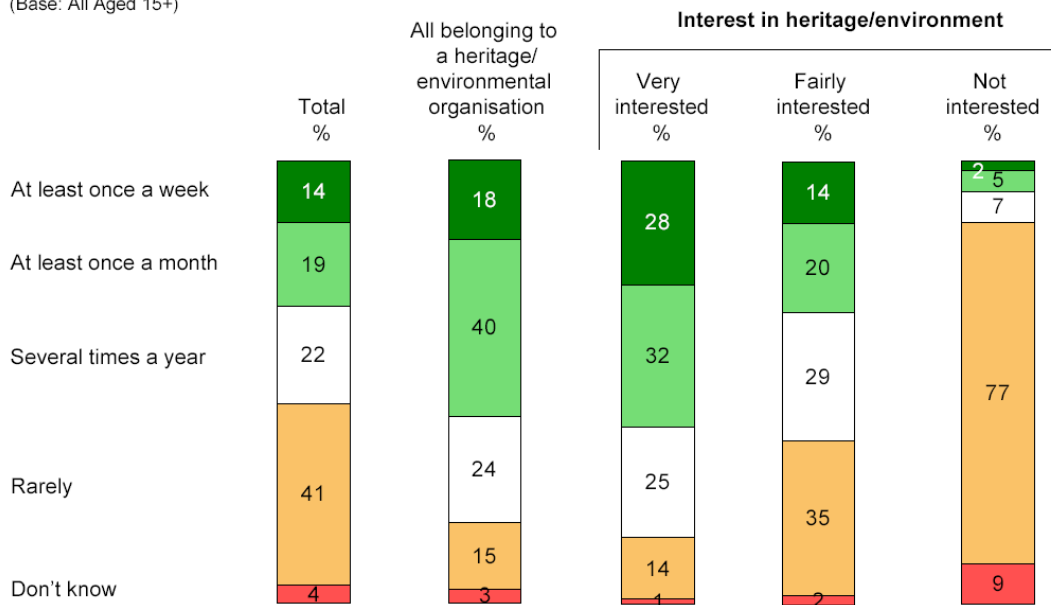
One in every fourteen of the adult population belongs to an environment or heritage organisation (the majority being local rather than national organisations). Members are significantly more likely to be male rather than female. This shows that there is a lack of organised involvement in heritage in Ireland (see figure 13).

#### 4.2.1.2 Consumption of Heritage Related Issues in the Media

Figure 14 on the next page shows the frequency with which the general public claims to listen to or watch programmes on the environment or heritage in the media.

# Frequency of Tuning into Radio/TV Programmes on Heritage/Environment

(Base: All Aged 15+)



Q. 3a How often do you listen to or watch programmes on the environment or heritage on the radio or TV?

**Figure 14-Quantitative Phase**

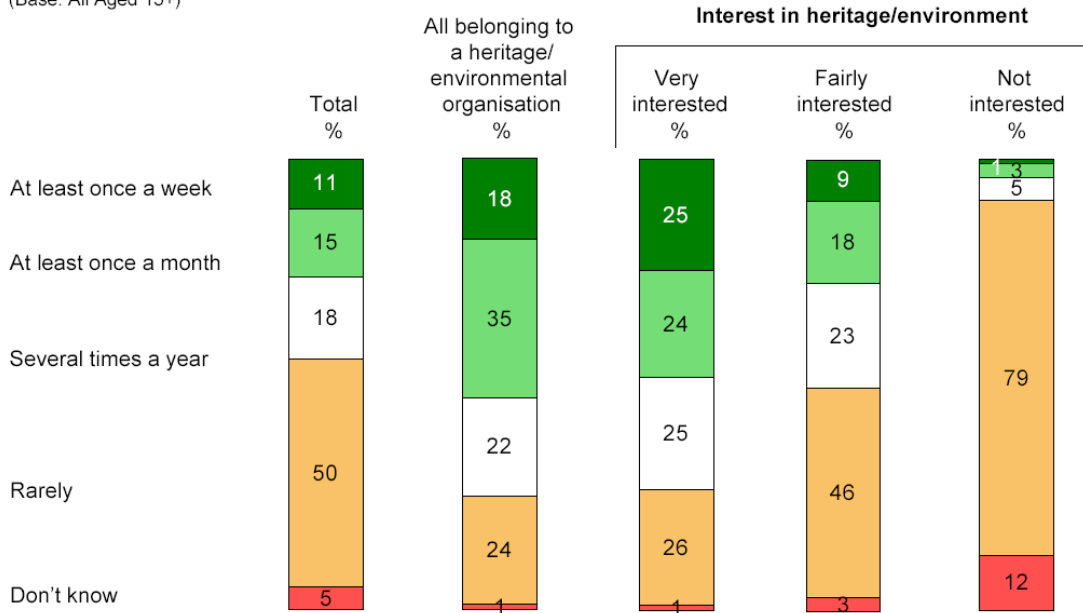
One in three tune in to heritage related programmes on the radio or TV at least once a month or more often. Approximately one in every four reads about the subject in the print media. Not surprisingly, this frequency increases dramatically amongst those claiming a strong interest in the area (over half consuming related media coverage monthly or more frequently).

## 4.2.2 Heritage Engagement – Proximity and Frequency

The average **claimed** distance from home to the nearest site of heritage interest is 4.6 miles. Because of prevailing perceptual associations between heritage and the ‘built’ environment, this ‘nearest site’ chiefly refers to a historical site, monument or building (rather than landscape features), and therefore it may not be accurate.

## Frequency of Reading about Heritage/Environment

(Base: All Aged 15+)

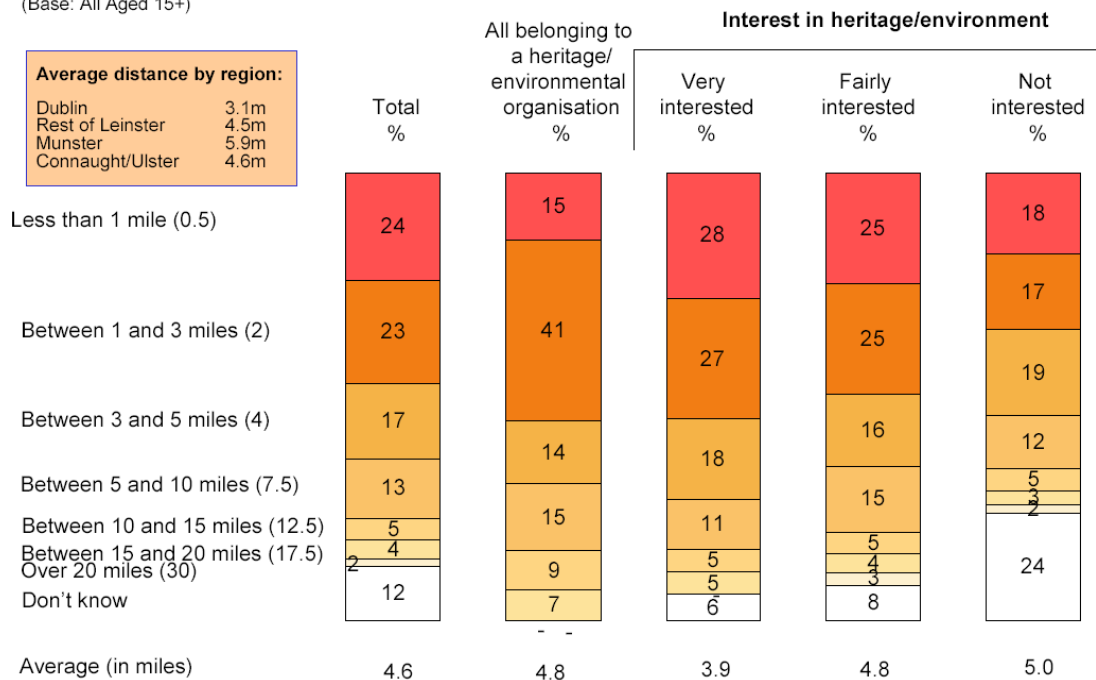


Q. 3b How often do you listen to or watch programmes on the environment or heritage on the radio or TV?

Figure 15- Quantitative Phase

## Perceived Distance From Heritage Sites

(Base: All Aged 15+)



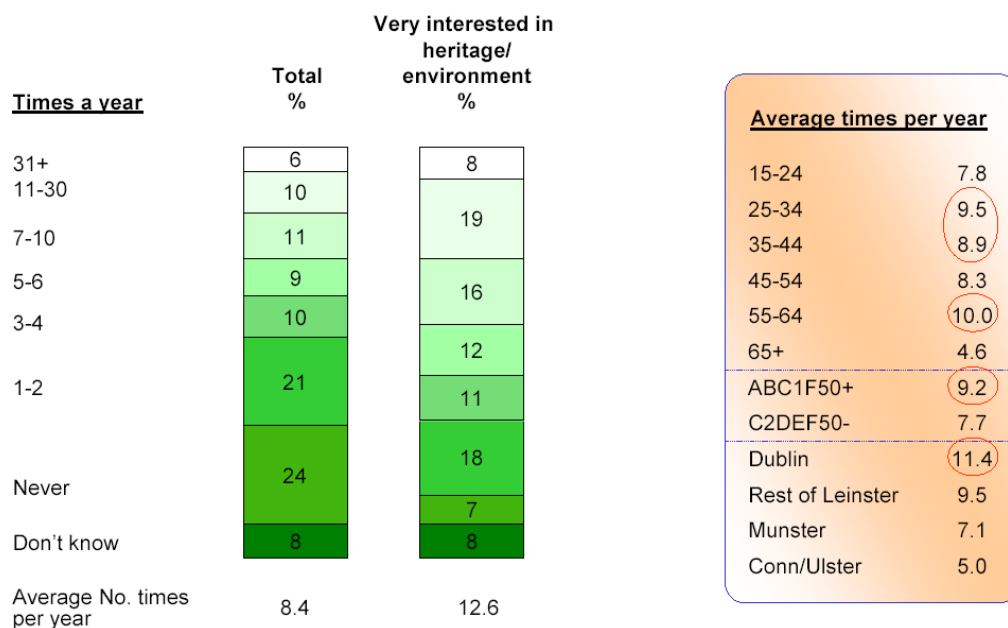
Q. 7 As far as you are aware, about how far do you live from a site of heritage interest?

Figure 16- Quantitative Phase

Nearly half of those interviewed claimed to live within three miles of a heritage site (figure 16). A significantly greater proportion of those belonging to a heritage/environmental organisation, claim this proximity.

## Estimated Frequency of Visiting Heritage Sites

(Base: All Aged 15+)



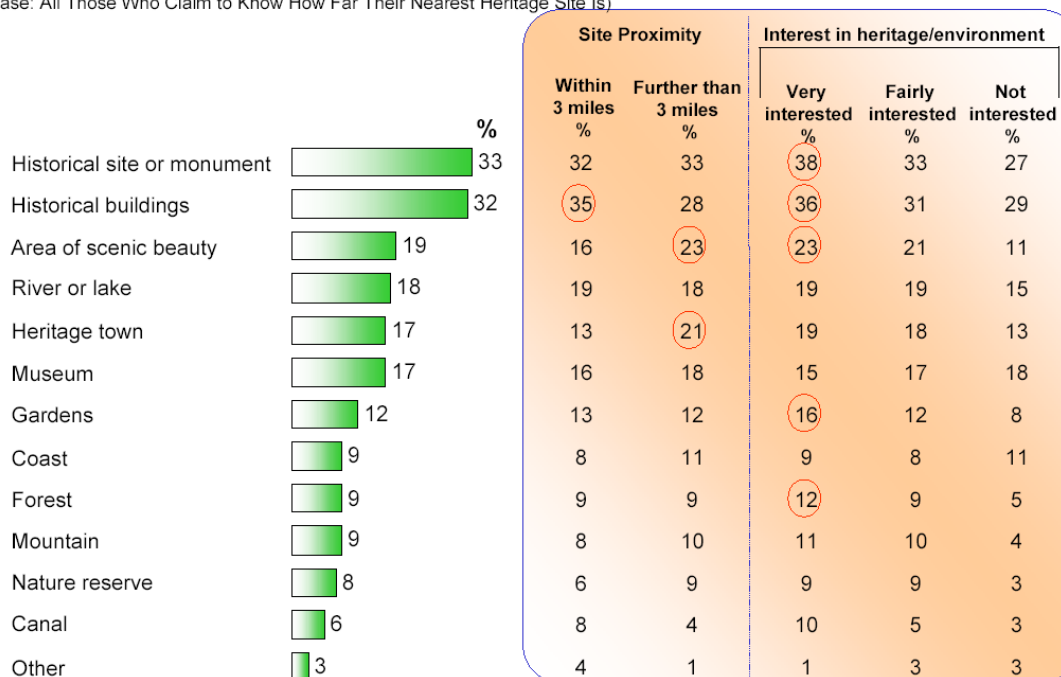
Q. 9 About how often do you visit such heritage sites in an average year?

**Figure 17: Quantitative Phase**

On average, Irish adults claim to make eight visits a year to heritage sites (included in the question definition were museums, historical sites, beauty spots, gardens or inland waterways). It rises to just over 11 for Dubliners and approximately 13 for those very interested in the environment/heritage. One in four in the population never visit such sites and at the other end of the scale, one in six visits ten or more times per year (see figure 17). The frequency of visiting tends to be highest amongst the upper socio-economic groups and those in the age group 25-44 (family stage) or 55-64.

## What Type of Heritage Site is Nearest?

(Base: All Those Who Claim to Know How Far Their Nearest Heritage Site Is)



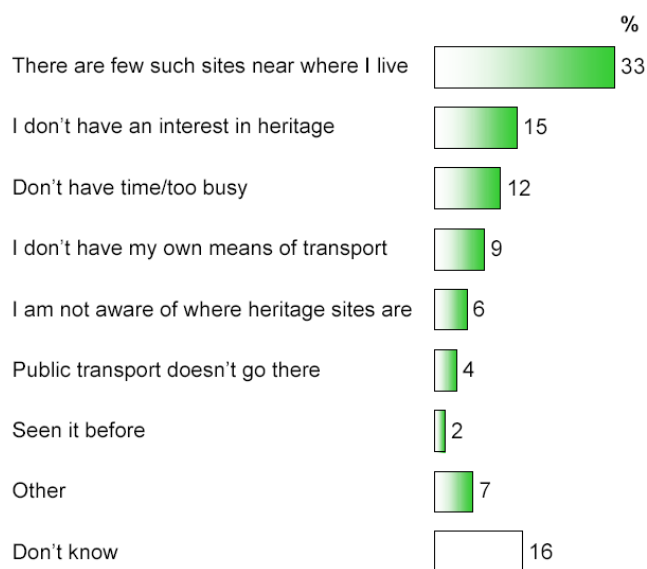
Q. 8 What type of heritage site is this? (e.g. a museum, beauty spot, historical site, gardens, inland waterway, etc.)

**Figure 18 - Quantitative Phase**

Amongst those visiting a site fewer than five times a year, the most common reason given refers to a perception that there are few such sites near their home. This perception may in part be influenced by how broad or narrow their definition of heritage is i.e. whether or not it includes the natural environment as is demonstrated in figure 19.

## Reasons for Visiting Heritage Sites Fewer Than 5 Times a Year

(Base: All Those Who Visit Heritage Sites Fewer Than 5 Times a Year, n= 321)



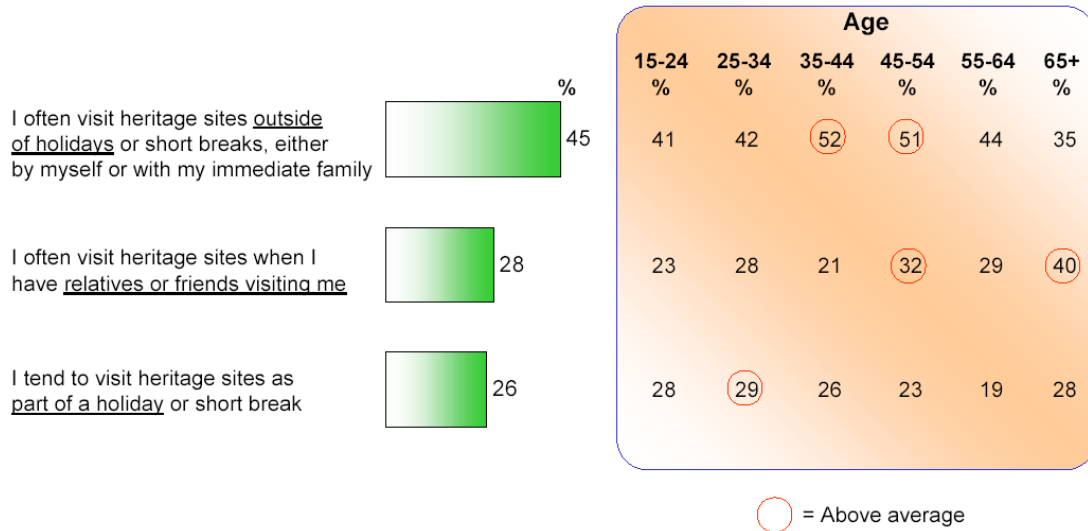
Q. 10 What are the main reasons why you don't visit such heritage sites more than \_\_\_\_\_ (read out number of visits mentioned at Q.9) times in any average year?

**Figure 19 – Quantitative Phase**

Of those who do make at least one visit per year, it is encouraging to note that just under half do this outside of holidays or short breaks and over a quarter visit sites when they have friends or relatives to entertain. Figures 20 and 21 suggest that the presence of dependent children in the household exercises a strong positive influence on visiting heritage sites when not on holiday or entertaining visitors. This leads to peak behaviour among 35-54 year olds, who would traditionally be in the household-formation cohort.

# What Prompts Visiting Heritage Sites?

(Base: All Visiting Heritage Site at Least Once a Year)



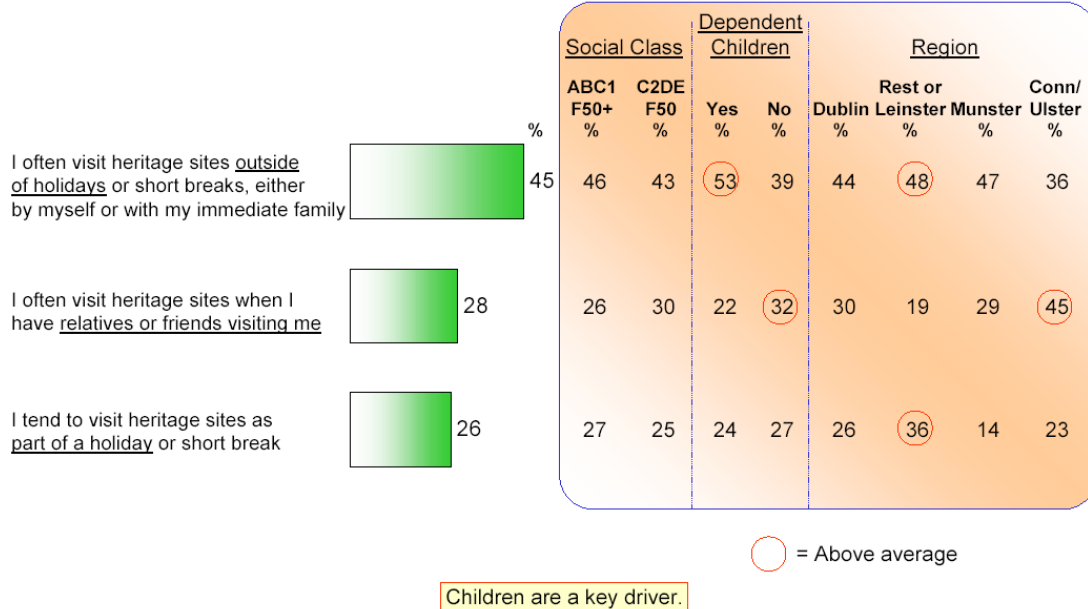
Q. 11a Which of the following usually applies when you visit such heritage sites?

## Figure 20 – Quantitative Phase

Amongst those who visit sites as part of a holiday or short break, the majority rate the significance of these visits as being on an equal footing with other holiday activities. Just one in every ten consider the visits to be the most important part of their trip and the incidence of this claim increases to nearly one in every three of those who are affiliated to a relevant organisation.

# Which of The Following Usually Applies When You Visit Such Heritage Sites

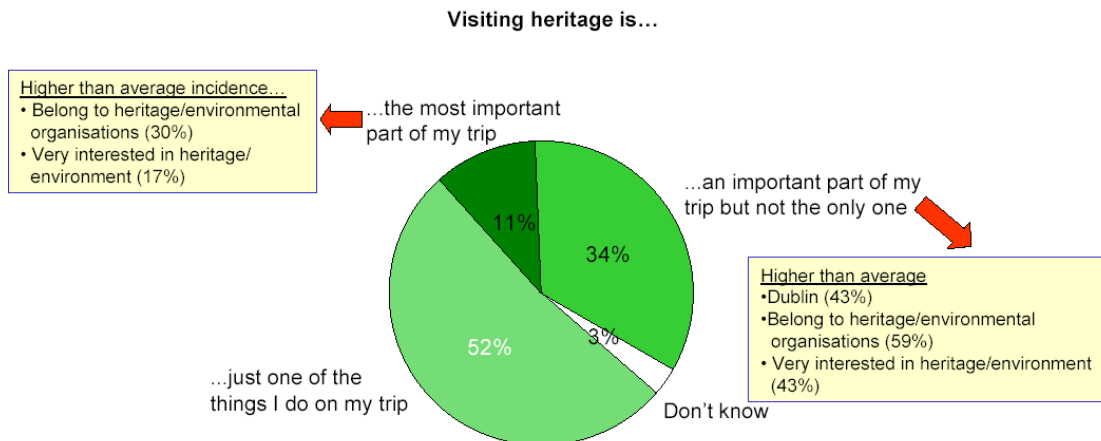
(Base: All Visiting Heritage at Least Once a Year)



Q. 11a Which of the following usually applies when you visit such heritage sites?

Figure 21 – Quantitative Phase

## Significance of Heritage On Holidays



Q. 11b Which of the following usually applies when you visit such heritage sites on holiday or during a short break?

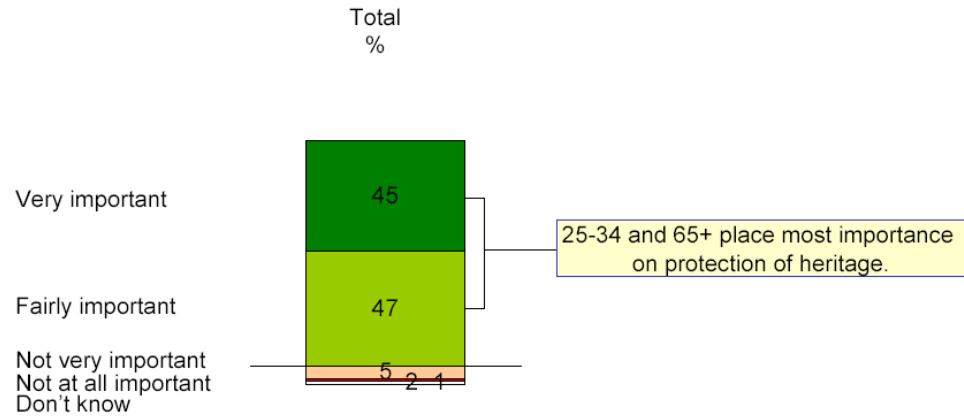
Figure 22 – Quantitative Phase



### 4.2.3 Attitudes Towards Heritage Protection

## Importance of Protecting Our Heritage

(Base: All Aged 15+)



Q. 12 Which of these statements best describes your opinion about how important or not it is to protect our **Heritage**?

#### Figure 23 – Quantitative Phase

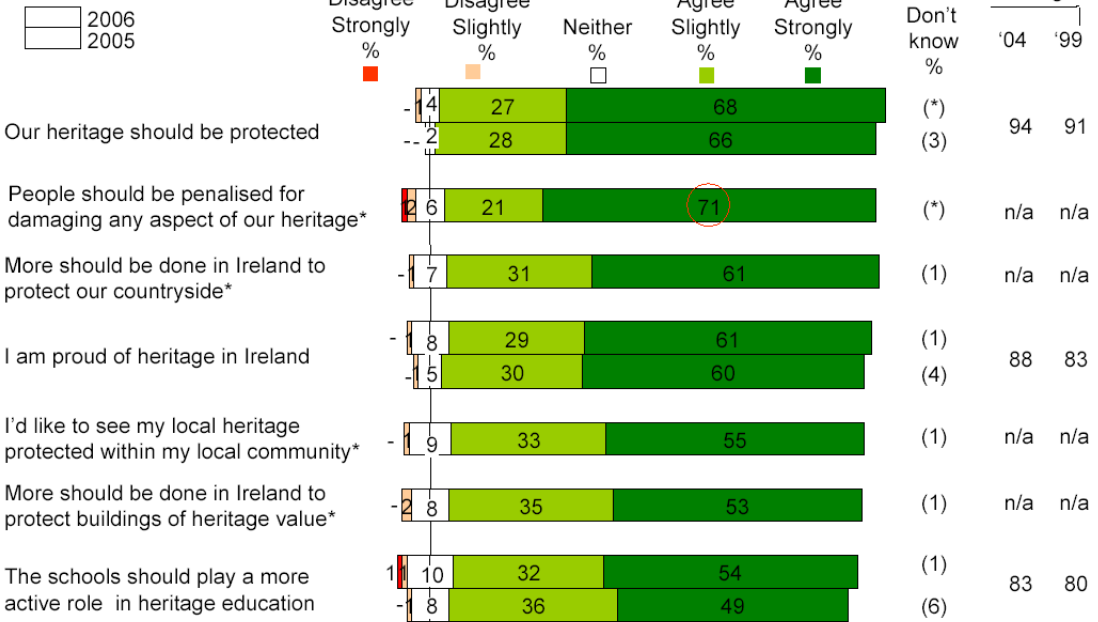
Over nine in ten believe it is very or fairly important to protect our heritage – but half of these rate it as fairly important, suggesting that other priorities may overtake it as an issue.

The Irish general public are strongly in favour of penalties for damage-makers. They feel more should be done to protect a heritage they are proud of. More school education is endorsed, as are Government incentives and this proportion has increased since 2005 (from the results of a similar survey)<sup>3</sup>.

<sup>3</sup> 41104573, Attitudes towards heritage – omnibus study undertaken for the Heritage Council July 2005

## Attitudes to Heritage

(Base: All Aged 15+)



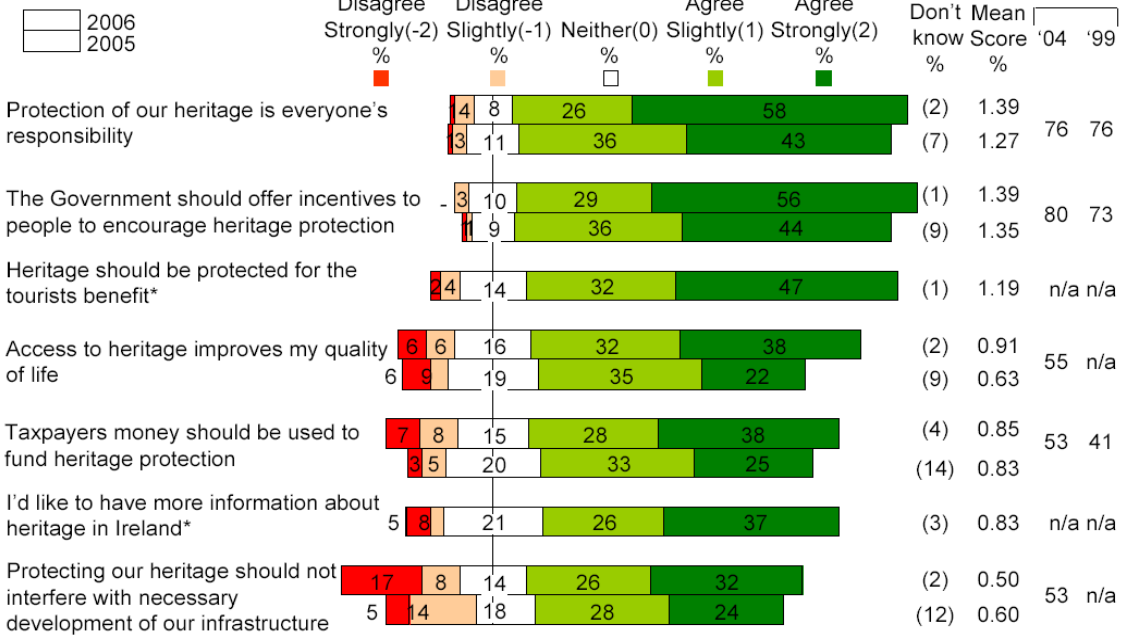
\*New statements in 2006

Q.14 I am going to read our statements people have made in relation to Heritage – using one of the phrases on this card can you tell me to what extent you agree or disagree with each statement?

Figure 24 - Quantitative Phase

## Attitudes to Heritage

(Base: All Aged 15+)



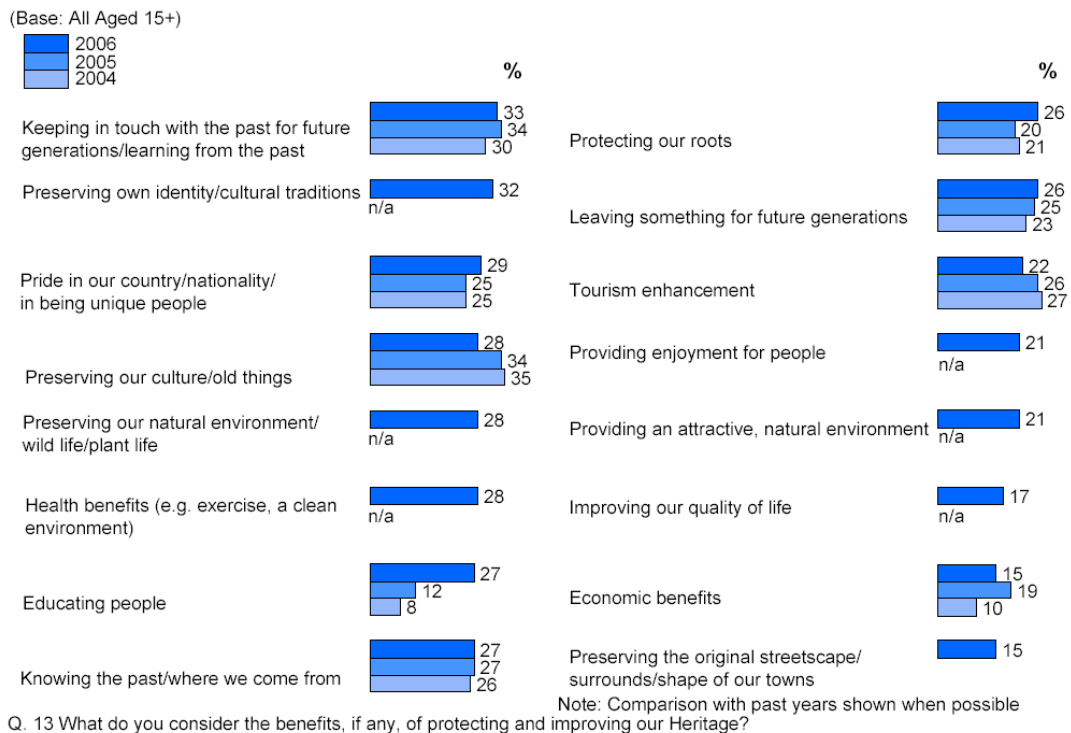
Q.14 I am going to read our statements people have made in relation to Heritage – using one of the phrases on this card can you tell me to what extent you agree or disagree with each statement?

Figure 25 - Quantitative Phase

More than half of the survey participants agree that, “protecting our heritage should not interfere with necessary development of our infrastructure”. One in four disagree with this “carte blanche” for development (up from one in five in a similar study conducted in 2005).

Survey participants were also asked what they considered to be the benefits, if any, of protecting and improving our heritage. The question was administered without prompting and the charts below summarise the findings. A similar question was included in previous surveys conducted by Lansdowne Market Research on behalf of the Heritage Council in 2005 and 2004. Comparative responses have been shown where data is available.

## Perceived Benefits of Protecting Heritage



**Figure 26 - Quantitative Phase**

# Perceived Benefits of Protecting Heritage

(Base: All Aged 15+)

	Total %	Age				Social Class	
		15-24 %	25-40 %	41-54 %	55+ %	ABC1 F50+ %	C2DE F50- %
Keeping in touch with the past for future generations/learning from the past	33	33	37	32	30	33	34
Preserving our identity/cultural traditions	32	28	34	32	30	31	32
Pride in own country/nationality/in being unique people	29	21	32	29	30	29	28
Preserving our culture/old things	28	27	32	24	26	26	29
Preserving our natural environment/wild life/plant life	28	31	27	33	21	28	27
Health benefits	28	25	30	25	29	26	29
Educating people	27	29	31	30	18	30	25
Knowing the past/where we come from	27	27	31	26	23	27	27
Protecting our roots	26	19	28	30	27	27	26
Leaving something for future generations	26	18	29	32	23	26	26
Tourism enhancement	22	28	23	21	19	23	21
Providing enjoyment for people	21	20	21	24	20	22	20
Providing an attractive, natural environment	21	18	22	23	20	22	20
Improving our quality of life	17	15	17	19	15	18	16
Economic benefits	15	17	18	12	14	17	14
Preserving the original streetscape /surrounds/shape of our towns	15	17	18	11	12	15	15

Q. 13 What do you consider the benefits, if any, of protecting and improving our Heritage?

 = Above average

**Figure 27 - Quantitative Phase**

'Keeping in touch with the past' and 'preserving our identity/cultural traditions' are perceived to be the two main benefits of heritage protection. However, virtually all the listed benefits receive similar levels of endorsement, indicating a belief that the benefits are widespread. Younger people i.e. those aged between 15 and 24 years, are most likely to endorse "tourism enhancement" as a benefit of protecting our heritage along with relatively strong endorsement of the preservation of our natural environment, including wildlife and plant life. Perhaps unsurprisingly, given their age, they have a somewhat lower than average endorsement of benefits relating to the preservation of our roots or cultural identity for future generations.

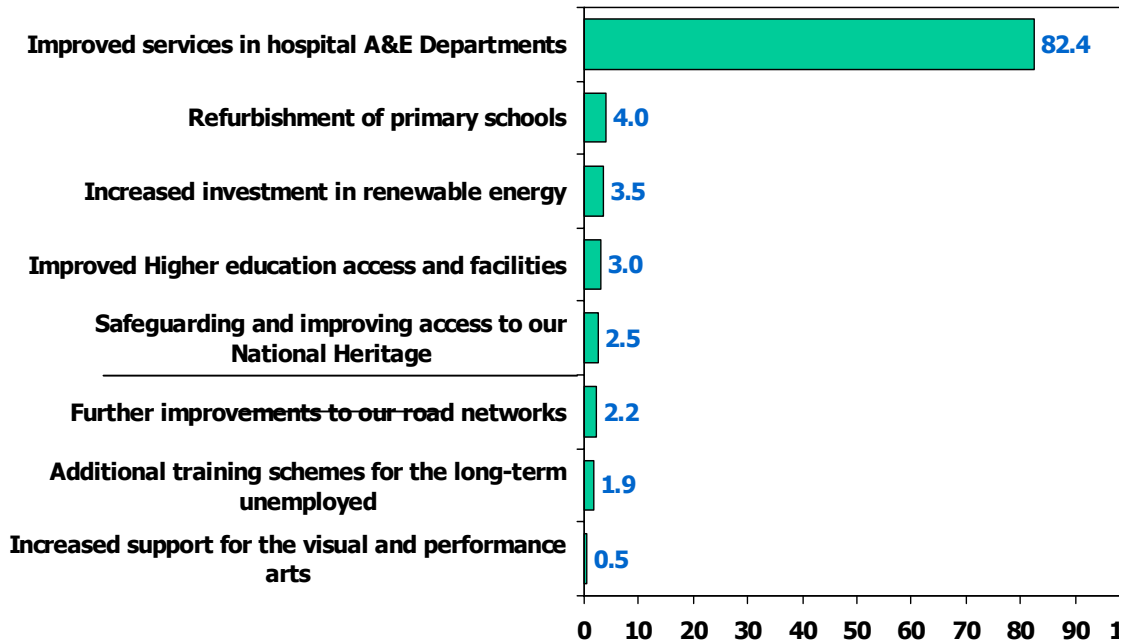
#### 4.2.4 Priorities for Government Expenditure

As part of the process of being asked for their 'willingness to pay' for heritage protection, it was important that people should be reminded of other public spending that contributes to their quality of life and which heritage spending could be perceived to displace. This series of questions preceded the questions specifically relevant to the contingent valuation methodology and provided this reminder by (indirectly) asking how people rate heritage in relation to other public spending. The question places the heritage value in context by demonstrating the respondents' perception of its relative importance.

Hypothetically, if the Government had **additional** public money available to spend on public services, the following charts show how the general public would prioritise this spend. This data has been derived through the use of the previously mentioned 'Max Diff' analysis technique which analyses preference shares for the allocation of additional funds across various public services as well as an analysis of preference shares for the allocation of heritage spend across those areas that come specifically under the heritage remit.

'Hospital A & E services' were included as one of the potential recipients of additional funding in order to ensure that the options presented to the survey participants reflected some of the issues currently being discussed in the media. Not surprisingly, in the current climate, the vast majority prioritise spending to improve services in hospital A & E departments. However, apart from this, safeguarding and improving access to our road networks, training schemes for the long-term unemployed and increased support for the visual and performance arts, receive lower preference shares than 'safeguarding and improving access to our national heritage', indicating its relative importance. See figure 28.

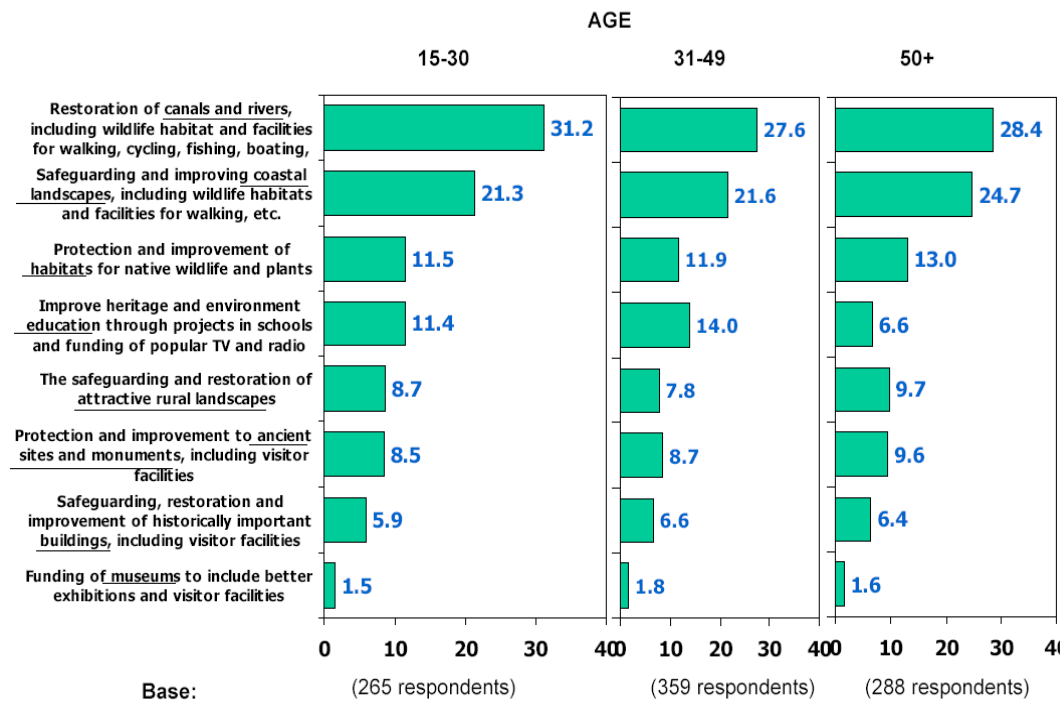
## Priorities for Additional Government Funding



**Figure 28- Quantitative Phase**

On the assumption that some of the revenue generated from taxation is used to fund the protection, preservation and restoration of the country's heritage, figure 29 shows the results of the analysis of those aspects of heritage protection (in priority order) where the public would most and least like to see some of this money being allocated.

# Priorities for Heritage Protection



**Figure 29 - Quantitative Phase**

In line with the perceived benefits associated with the protection of heritage and the environment, preference for investment in the natural rather than the built environment takes priority. The general public placed particular emphasis on those aspects of heritage which may enhance recreational/quality of life opportunities i.e. restoration of canals and rivers and the safeguarding and improvement of coastal landscapes.

## **4.2.5 Willingness to pay: the Valuation of Heritage**

### **4.2.5.1 Rationale**

A key element of the project was to determine the value that people place on the protection and enhancement of heritage. The environmental valuation complements the preceding preference questions used in the survey by demonstrating the degree of interest, or conviction, that people have for heritage in that requests for a monetary willingness-to-pay (WTP) imply that income must be foregone in return for heritage protection. This WTP value provides a measure of the personal utility or, in other terms, the contribution to quality of life, that people associate with heritage.

Heritage is a public good. Typically, it is provided freely to everyone and protected largely through State spending. Except in instances where entrance fees are charged to specific sites, it is not possible to estimate the value that people place on heritage through market prices. Indeed, even people's willingness to pay entrance fees does not equate to their maximum willingness-to-pay (consumer surplus). Consequently, it is often necessary to use non-market valuation methods that aim to create a surrogate market. If this is done properly, estimates of the economic value of heritage can be derived that are comparable to the value of other market goods, e.g. holidays, cars, etc. that also contribute to people's utility. These values can then be aggregated to the total adult population to demonstrate the overall value that people place on the increased protection of heritage. The aggregated amount indicates whether the current level of government spending on heritage is comparable with this level of utility.

In this project, the survey described in the previous section incorporated a contingent valuation method (CVM) question. People were asked if they were willing to forego income in the form of annual tax increments for the purpose of enhancing the protection of heritage. Given that government spending on heritage is not derived from targeted tax payments (as occurs, for example, with motor tax), increments to general taxation provide the best alternative. The interviewer read out examples as to how this taxation could be spent, for



instance through the establishment of “nature reserves, grants to local organisations, environmental advice, education and policy guidance”. This statement was followed by a question asking (on a five point rating scale) if the respondent was supportive of the government spending additional tax revenue on heritage (assuming this would be well-spent). If their answer was anything other than “definitely not”, the respondent was then asked a WTP question.

As people are already paying for heritage through their existing taxes, the WTP question has to be phrased in terms of improvements to heritage through **additional** tax payments.<sup>4</sup> This also provides an estimate of the marginal value that people associate with heritage that is comparable to that they associate with other targets for public spending. Consequently, the question does not indicate the total value that people have for heritage, but rather the value they have for improvements to heritage protection. People could also be asked for their WTP for improvements to a specific element of heritage or for a specific programme. However, in this instance, the objective was to establish the value of the enhancement of protection for *all* heritage. Other questions were used to demonstrate the relative value that people have for various elements of natural or cultural heritage.

When being asked for their WTP, people should be reminded of other public spending that contributes to their quality of life and which heritage spending could be perceived to displace. The preceding Max Diff question (described in Section 4.2.4) provided this reminder by (indirectly) asking how people rate heritage in relation to other public spending. The question places the heritage value in context by demonstrating the respondents’ perception of its relative importance.

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<sup>4</sup> People can also be asked for their willingness-to-accept (WTA) compensation, for example, for a loss of heritage. Given the extent to which much heritage in Ireland is under threat, this approach is appealing. Furthermore, a willingness-to-accept (WTA) elicitation does conform well with economic theory. Unfortunately, in practice, the approach is vulnerable to strategic responses from individuals that mask their true WTA.

#### **4.2.5.2 The Willingness-to-pay (WTP) Question**

A dichotomous choice (or discrete choice) question format was used to elicit respondents' WTP. This approach asks people if they would be willing to pay one particular amount where this figure is drawn from a number of possible other amounts. The format is regarded as being superior to the 'open WTP' question where people are simply asked to state how much they are willing to pay. The latter has the merit of being simple to analyse, but is practically difficult for people to answer given that they have no experience of paying directly for a public good like heritage.

Some environmental valuation surveys have previously been conducted in the Republic of Ireland, particularly where sponsored by state agencies. Examples would include studies of afforestation (CVM), forest recreation (CVM), the Rural Environmental Protection Scheme (choice experiment), kayaking (choice experiment) and urban open space (choice experiment).<sup>5</sup>

In this survey, respondents were first asked if they were willing to pay a single amount (or bid), this amount being drawn from one of ten possible amounts between €5 and €200. The amounts had been selected on the basis of the pilot survey which was undertaken partly to identify the range of possible WTP. The interviewer reminded respondents at this stage of the relative satisfaction that they might associate with substitutes such as going to the "cinema, eating out, sports matches or weekends away, etc." Interviewers also reiterated that a taxation levy was being considered rather than the request for an individual contribution or on-the-spot donation.

Depending on their answer to this first payment question, respondents were then asked a follow-up second payment question. If they had indicated a WTP in response to the first question (answered "yes"), they were then asked if they were willing to pay a second figure that was twice the original amount, e.g. €10 instead of €5. Had they been unwilling, they were instead asked if

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<sup>5</sup> Afforestation (Clinch/COFORD 2000, Hutchinson & Chilton (1998), open space (Bullock/EU FP5, 2004), forest recreation (Fitzpatrick Associates/Irish Sports Council, 2005), REPS (Campbell, Hutchinson & Scarpa / Teagasc 2005), and kayaking (Hynes, 2006).

they were willing to pay half the first amount. The follow-up question has the advantage of clarifying the amount that people are prepared to pay and of ensuring that more data (amounts) are collected from those who otherwise decline the first payment.

People were not asked to apportion their payment to various aspects of heritage. This was considered to be too demanding a request, particularly given the number of preceding preference questions. However, they were asked what had most influenced their WTP, i.e. their

- Interest in Ireland's history and culture
- Interest in Ireland's natural environment
- Ability to freely access such places
- Concern that these places are not adequately protected
- Other.

They were also asked if there were any particular items of heritage that they thought deserved better protection. Together with the Max Diff question on heritage alone, as well as the preceding preference questions (each of which can be entered into an analysis of WTP), this information provides a rich insight into which aspects of heritage should be prioritised. This information is of value both to the Heritage Council and other Government agencies and Departments.

#### ***A Note on Zero and "Protest" bids***

If people were not willing to pay anything, they were asked as to why this was the case. In the event that their unwillingness was not associated with a disinterest in heritage, their response is typically registered as a 'protest' and excluded from the analysis of the CVM question. Reasons for *protesting* include:

- Being unconvinced that the money would be well-spent
- A belief that others should pay (this could include those who benefit most or, otherwise, those whose actions endanger heritage)
- The respondent's belief that he/she pays enough tax already
- A simple objection to the question.

## 4.2.6 Contingent Valuation Analysis

### Payment Question 1

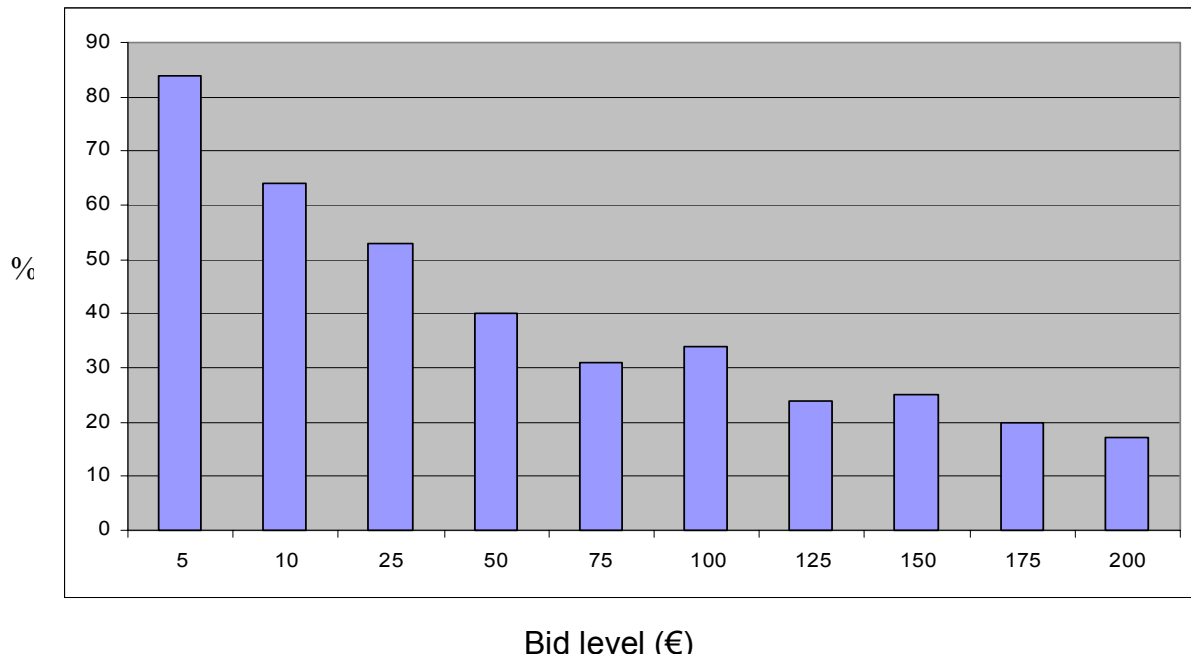
In Question 15 (see Figure 30 below) only 11.5% of respondents were categorically not supportive of additional Government spending on heritage. Of the remainder, 44.1% went on to answer 'yes' to the first willingness-to-pay question - Question 16 (equivalent to 39.1% of the total sample). At this first stage, zero bids were recorded for 55.9% of the sample - No, Yes: i.e. those who are not willing to the first amount, but were willing to pay the second lower amount ( $€x1 \geq WTP \geq €x2$ ).

*“On the assumption that the money is well spent, do you support additional Government spending on heritage?”*

Yes, definitely	35.4%	Answer WTP question
Yes, probably	32.4%	Answer WTP question
Unsure	14.0%	Answer WTP question
Probably not	4.1%	Answer WTP question
Definitely not	11.5%	Omit WTP question
Don't know.	2.8%	Answer WTP question

**Figure 30 Analysis Question 15 (Quantitative Phase)**

In the first payment question, there was a predictable decline in the proportion of respondents WTP as the amount (bid level) increased (individuals were confronted with one bid only in this first question).



**Figure 31 Proportion of respondents WTP at each bid level (Payment Question 1) (Quantitative Phase)**

The analysis of these responses (see Figure 31) estimates the probability that a person is willing to pay each of the ten amounts (bids). More details of the methodology are provided in the Appendix. A best fitting model of this probability demonstrates that the effect of the bid level alone (i.e. the coefficient on bid) is negative, i.e. -0.891. That is to say that as the bid level increases, the probability of being willing to pay decreases (as would be expected). The reliability of this model (the model fit) is quite reasonable as measured by an adjusted  $R^2$  value of 0.271 (levels above 0.2 are generally regarded as good for survey data).<sup>6</sup> Protest bids accounted for 20% of all responses and were removed from the model.

To improve the model estimate, it is possible to include additional variables (covariates) based on the responses to other questions in the survey. As described in the previous section, these questions provide information on respondent socio-demographics, their use of heritage, their familiarity with heritage and their attitudes towards heritage. As a key objective of the study

<sup>6</sup> The maximum  $R^2$  is 1.0. Social surveys never manage this level of prediction. Typical values are 0.2 to 0.5.

was to determine changing attitudes to heritage, there are numerous questions from the survey which can be used to find a best-fitting model. The model complements the earlier analysis of attitudes by demonstrating the influence that each of these factors has on WTP.

A stepwise regression is used to find a best-fitting model which uses this additional data. That is, variables based on the survey questions are included in the statistical model incrementally. Those variables which had the most influence on WTP are retained in the best-fitting model which has a very good  $R^2$  of 0.473. Figure 32 reveals which responses have the most influence on WTP. The values (coefficients) indicate the relative impact each variable has on WTP and whether this impact is positive or negative. With the possible exception of ‘there are few such places where I live’<sup>7</sup>, most of these variables have a direct association with either attitudes towards heritage or use of heritage. Potentially over 60 such variables can be included in the model based on the questionnaire data.

<i>Variables (covariates)</i>	<i>Coefficient (<math>\beta</math>)</i>	<i>Significance (.000 = highest)</i>
Bid level (log)	-1.339	.000
Watch heritage TV programmes	+0.669	.008
Interest in recreation	+0.605	.008
Importance attach to heritage	+0.832	.000
Consider heritage to have health benefits	-0.972	.000
Taxpayers money should fund heritage	+0.588	.021
Heritage should be protected for tourism	-0.795	.002
More should be done to protect heritage buildings	+0.688	.014
Value free use and access to heritage	+0.499	.029
Few such places where I live	+0.007	.003

*statistical constant = 4.843*

**Figure 32 Best fitting model of WTP (all variables) (Quantitative Phase)**

<sup>7</sup> ‘Frequency of visits to heritage’ replaces “few such places where I live” in the model where bid level has not been transformed into logarithmic values. The coefficient on bid level in this model is -0.18

From Figure 32, it can be seen that the bid level has the most influence on WTP (as commonly occurs), but that WTP is also greatly influenced by the importance that a person attaches to heritage (the next highest coefficient). This result is to be expected, but it is also interesting to note that a belief that “more should be done to protect heritage buildings” also has a strong influence which may reflect a higher commitment to heritage issues amongst people who gave this response. Evidently media coverage of heritage is important as WTP is also influenced by heritage programmes on TV. People’s WTP is also likely to reflect an interest in outdoor recreation and a belief that heritage should be freely accessible.

Two of the variables in Figure 32 have a negative influence on WTP; tourism and health benefits. Of the first, it is no surprise that respondents who were supportive enough of heritage to be willing to pay, were generally not the same people who believe that heritage should be protected mainly for the benefit of tourists. Fundamentally, heritage should be most valued by (and protected for) the benefit of Irish people. Arguably, this is something that is often forgotten by public authorities.

It is less obvious why people who thought that heritage was of most benefit to health were less likely to be willing to pay. This curious result was consistent throughout the analysis even though health had been the heritage benefit most frequently mentioned in Question 5 (see preceding section). A positive relationship would be expected as visits to natural heritage sites often involve physical exercise, and visits to cultural heritage could contribute to well-being too. However, a clue to this initially counter-intuitive outcome is given by the phrasing of Question 13. It seems more likely that those respondents with the most interest or knowledge of heritage would have selected other benefits from the list rather than health for which the benefit is more indirect. In addition, there could be an element of confounding in that those socio-economic groups whose WTP was typically lower also expressed a greater concern with health (see page 39).

The variables reported in the best-fitting model in Figure 31 are those which have the stronger influence across the whole sample. However, many other variables can be taken from the questionnaire and demonstrated to have a positive (or negative) influence on WTP. For instance, reading about heritage also has a positive influence on WTP, but replies to this question had a weaker relationship with WTP than TV.

While, it is useful to know which attitude or behavioural factors have most influence on WTP, it is also important for bodies such as the Heritage Council to understand the influence that socio-demographic factors, such as income, have on people's valuation of heritage. Figure 33 (below) presents a model including these factors alone (those significant in a best-fitting model). The model still has a good fit with an  $R^2$  of 0.355.

<i>Variables</i>	<i>Coefficient</i>	<i>Significance</i>
Bid level (log)	-1.008	.000
Income	0.688	.000
Distance to heritage site	-0.168	.000
Have children	-0.461	.009
Live in Munster or Connacht	-0.492	.022

statistical constant = 4.283

**Figure 33 Bid Question 1: Socio-demographic variables (*Quantitative Phase*)**

Of these variables, 'distance to heritage site' is not entirely socio-demographic as the question may as much depend on awareness and an understanding of what is meant by 'heritage'. Nevertheless, the variable does have the expected influence on WTP. The value is negative which indicates that WTP declines with distance from a known heritage feature. Whether the respondent lives in Munster or Connacht also has a distinct negative influence on WTP, particularly it seems for the former region. By comparison, the analysis of preferences reported from the preceding section (prior to WTP) had indicated only a slight variation in interest in heritage between the Ireland's regions. Possession of children has an unexpected negative influence, despite



evidence from the questionnaire that people with children visit outdoor heritage sites more often. This result could be due to an unidentified association (collinearity) with other variables such as age or income.

Income has a positive influence on WTP as would be expected. That income does not appear in the former best-fitting model suggests that its influence is less than attitude or behavioural factors, an interesting observation in itself. As 43% of respondents declined to state their income, this variable had largely to be imputed beforehand based on a regression of other factors such as age, social class and education. If, instead, income is omitted from the model, then its effect is substituted by Class. As might also be expected, WTP declines with lower social class.

Most of the remaining socio-demographic variables are not statistically significant and fall outside the model, but still have the expected influence on WTP. For example, being retired has a positive influence on WTP for heritage. Living in Leinster also has a positive influence on valuation of heritage, while living in Dublin is more neutral. The full list of these variables is given in Figure 34 below.

<i>Variables</i>	<i>Influence on WTP</i>
Income	Positive (with increasing income)
Live in Munster or Connacht	Negative
Have children	Negative (with dependent child/children)
Distance to heritage site	Negative (with increasing distance)
Unemployed	Negative
Retired	Positive
Class	Negative (with lower social class)
Sex	Negative (female) *
Working	Negative *
Live in Leinster or Dublin	Positive
Married	Positive
Age	Positive
Home-maker	Negative *
Education	Positive (negligible)

\* probably confounded with other variables

**Figure 34 Overall influence of socio-demographic variables (*Quantitative Phase*)**

## Payment Question 2 (the follow-up)

The second payment question refines the values that people have for heritage by determining whether, for the people who were willing to pay the first amount, this represents their maximum WTP or, for those who were not willing to pay this first amount, if there is some other lower amount that they would be willing to pay. If people were willing to pay the first amount in Payment Question 1, they were asked in the follow-up question if they were willing to pay a figure that was twice this amount, e.g. €100 rather than €50. If they were not willing to pay the first amount, Payment Question 2 asked them if they were willing to pay half this amount, e.g. €25.

Consequently, there are four types of respondent based on their response to the amount presented in Payment Question 1 (€x1) and the amount in Payment Question 2 (€x2):

- 1) Yes Yes: i.e. those who are willing to pay both the first and the second higher amount ( $WTP \geq \text{€x2}$ ).
- 2) Yes, No: i.e. those who are willing to pay the first amount, but not the second higher amount ( $\text{€x2} \geq WTP \geq \text{€x1}$ ).
- 3) No, Yes: i.e. those who are not willing to the first amount, but were willing to pay the second lower amount ( $\text{€x1} \geq WTP \geq \text{€x2}$ ).
- 4) No, No: i.e. those who are not willing to pay either amount ( $\text{€x1} \geq WTP \leq \text{€x2}$ ).

Overall, WTP once again followed a downward path with increasing bid level. Although many respondents gravitated towards an acceptance of €100, while others thought that €10 was the minimum acceptable lower threshold. Evidently, some people were also still willing to pay more than the new maximum of €400 per person per year.

A statistical model for the follow-up question which includes responses to earlier parts of the questionnaire has a reasonable fit of  $R^2 = 0.285$ . This contains a handful of most of the same key preference and attitude question responses that were familiar from the model for the first payment question.

However, it is probably of more interest to identify those characteristics that help determine whether somebody is willing to pay on both occasions (the “Yes-Yes” subset). This category would include those individuals who are the more committed to heritage. In this case, ‘frequency of visits’ appears to be a very significant variable, albeit with only a modest influence on WTP.

As before, the socio-demographic characteristics that influence WTP are of at least equal interest. In this case, the bid level is again significant, while distance to heritage site (from the former payment question) is replaced by Age as a more significant variable. Other variables remaining in the model are still not significant at 10% and the model fit is rather poor at  $R^2 = 0.139$  suggesting that socio-economic characteristics are an inferior indicator of WTP compared with preference and attitudes towards heritage (model fit = .226). Having children again appears to have a negative influence on WTP, but is not significant and, as before, may be confounded with other factors such as income.

<i>Variables</i>	<i>Coefficient</i>	<i>Significance</i>
Bid level (log)	-0.520	.080
Income	+0.771	.159
Have children	-0.456	.177
Live in Munster or Connacht	-0.408	.222
Age	+0.120	.055

Statistical constant = -1.531

**Figure 35 Follow-up Payment Question: Socio-demographic variables (Quantitative Phase)**

#### **4.2.7 Willingness to Pay Estimated from the First and Follow-up Payment Questions**

An estimate of average WTP demonstrates the extent to which preferences for heritage are represented by a willingness to pay more in taxation to support enhancements to heritage.

In all cases, mean and median estimates can be provided. Both have their place. A mean average is representative, but can be accused of giving too much significance to isolated higher bids, including those from people with the highest incomes (hence the higher average). A median represents the point at which 50% of the sample would be WTP and 50% of the sample would not. The median can be thought of as being consistent with a democratic system.

Both parametric and non-parametric estimates were calculated (more details of the estimation method are given in the Appendix). For the first payment question, it appears that a number of survey respondents were willing to pay more than the highest bid level of €200. Therefore, a non-parametric estimate of mean WTP is preferred, for which the estimate is a mean average of €41.73 per person per year. The median is typically somewhat lower at €30.31.

However, an estimate of WTP derived from an analysis of both the first and the second payment question should represent the project's best estimate of people's WTP for improved protection and enhancement of heritage.

For consistency, the same non-parametric approach is used as for the previous analysis. This method involves straightforward arithmetic, but is quite laborious given that it requires assuming a likely distribution of WTP over 20 different bid levels. Using this method, mean average WTP is estimated at €58.86 per person per year after excluding all protest bidders and accounting for those not willing to pay. The figure is higher than the previous estimate largely because a proportion of those previously not willing to pay settled for

the follow-up bid level in the follow-up question. It is also lifted by a proportion of people who still appear to willing to pay above the new upper limit of €400.

### ***A Note on Protest Bidders***

A significant minority of people indicated that they were not willing to pay anything towards heritage. As discussed above, it is customary to exclude those individuals who registered a protest bid such as “I pay too much tax already”. However, recently researchers have begun to pay a little more attention to these responses, sometimes finding that the means through which people are asked to pay often determines whether they choose to protest or not (e.g. Jorgensen and Syme, 2005).

In our case, general taxation represents the only plausible means of financing the overall stock of heritage even if it is vulnerable to the concerns that many people have over government spending or paying too much tax. After examining these respondents’ answers to other questions, it appears that many actually have little interest in heritage even though they preferred to state other reasons for not being willing to pay. An analysis of these “protest bidders” reveals that a low level of interest in heritage (Question 5) has a big influence on whether people subsequently chose to protest. Of these respondents, 43% were either “not particularly interested” or “not at all interested” in heritage, whereas this was true of only 21% of those who subsequently were willing to pay something.<sup>8</sup>

Given the likelihood that many apparent protest bidders were, in fact, not interested in heritage and were really zero bidders, it seems appropriate to revise the WTP estimate downwards by this proportion.

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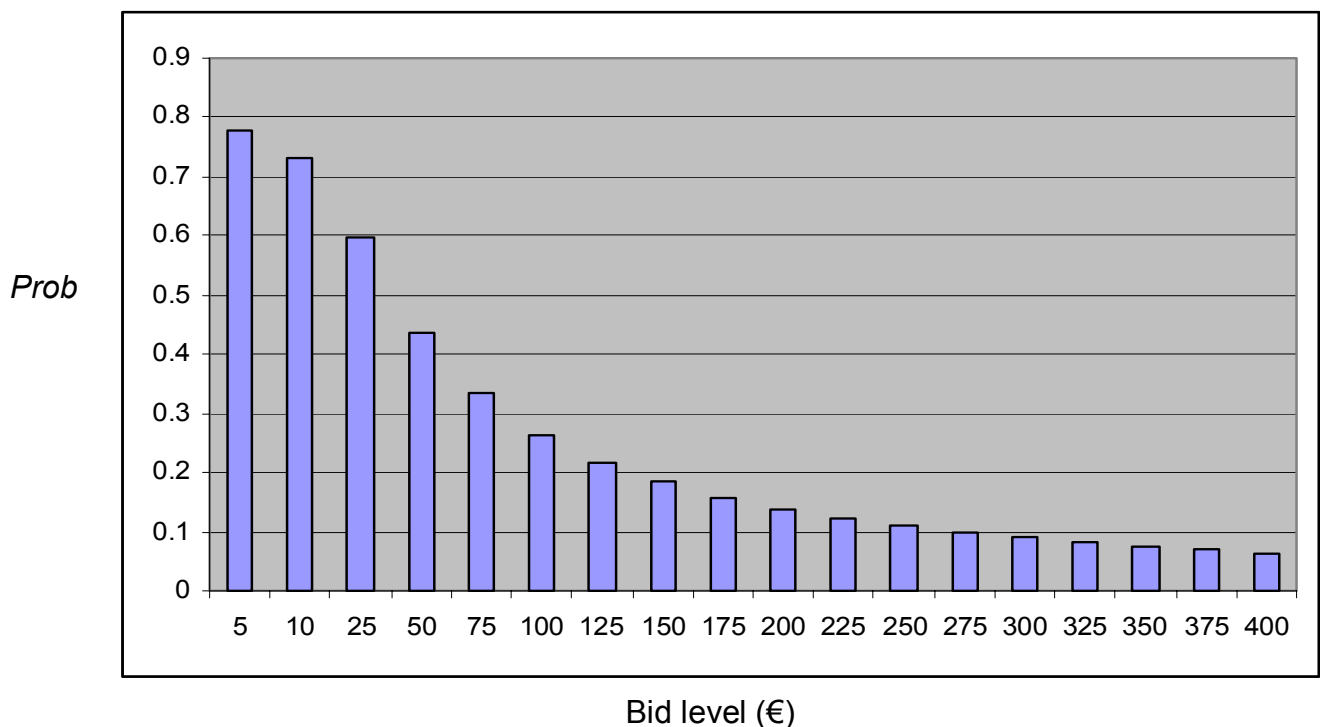
<sup>8</sup> Logistic regression was used to identify protesters’ true motivations. Interestingly, Question 12 on whether the respondent believes that heritage is “not very” or “not at all important” forms an alternative indicator of subsequent protests. However, its influence is somewhat less than for Question 5 probably because some of those who were disinterested in heritage nevertheless recognized an obligation on society to protect it.

#### 4.2.8 Estimated Final Willingness-to-Pay

If we were to assume that the above proportion of protest bidders did, in fact, have no interest in heritage and were really zero bidders, this would reduce the overall estimate of WTP based on the Follow-up Payment Question 2 to €46.83 on the basis that those willing to pay now represent 66% of the sample (less declared zero bidders and former protest bidders).

Median average WTP is based on the point where 50% of the sample would be willing to pay for better protection and enhancement of heritage. The median WTP is lower at €39.93 per person per year. However, the probability of being willing-to-pay remains above 25% up to as much as €100.

**We regard these two figures, €46.83 and €39.93 per person per year, as representing our best estimate of average WTP.** If, however, the reader is interested in comparisons with other Irish CVM studies for which this adjustment has not been made, it would probably be better to refer to the former estimate of €58.86.

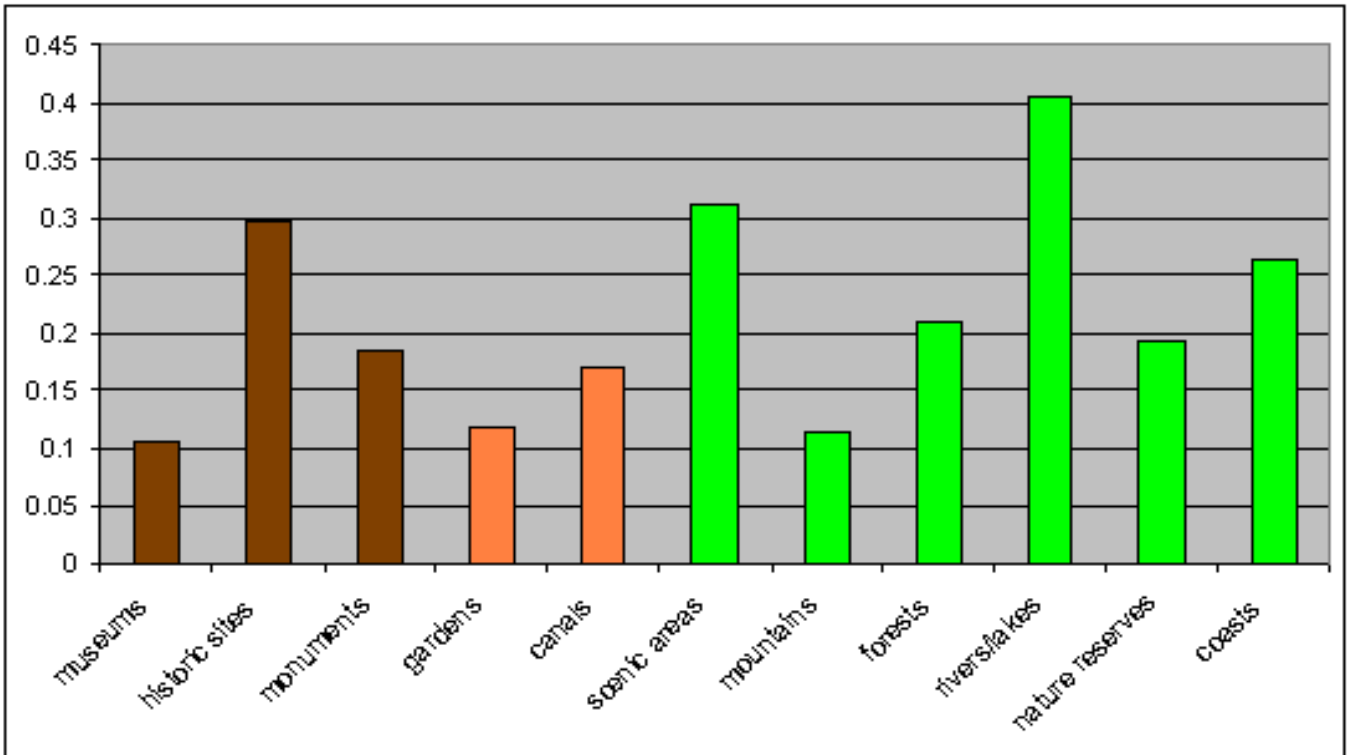


**Figure 36 Probability of being WTP based on both Payment Questions (Quantitative Phase)**

#### **4.2.9 Willingness to Pay by interest**

Asked what influenced their WTP (Question 19), 66.1% (of those who were WTP) stated that it was their interest in the natural environment, 57.7% stated that it was their ability to access heritage freely, 56.5% referred to history and culture, and 53.3% stated that it was because they believed heritage was not currently being adequately protected. Respondents could refer to up to three reasons each. The high interest in the natural environment is of note, but it is also interesting how many people valued access and, also, that many people were concerned that heritage was not as well protected as it could be.

Question 20 (figure 37 overleaf) asked all respondents if there were items of heritage they believed were deserving of extra protection or improvement. Natural heritage tended to receive more attention, in particular scenic areas and rivers and lakes, although historical sites received some attention too. To an extent, these responses reflect general interest in particular items of heritage. It is worth comparing the results with answers to Question 8, in which historical sites and monuments, areas of scenic beauty and rivers or lakes tend to be the heritage features closest to where people live, whereas Question 6 indicates that historical sites (in themselves) are a rather minor factor in stimulating interest in heritage. It is also worth noting that gardens regularly appear in Fáilte Ireland statistics as being amongst the most visited heritage features, but appear here to have a low priority.



**Figure 37 Percent of respondents reporting that particular heritage features deserve extra protection (Question 20) (Quantitative Phase)**

Average estimates of WTP can be derived for each of these features, but vary far less than the above graph would suggest. A more reliable demonstration of the public's priorities can be gauged from the Max Diff question reported in Section 4.2.4. In this question, natural heritage features attracted much greater priority, in particular rivers and coasts together with their associated amenities. In terms of WTP, however, there is very little difference between those respondents favouring natural and cultural heritage. A higher WTP is apparent for those who believe that heritage is not being adequately protected.



#### **4.2.10 Aggregation**

The mean average is the most practical for aggregation as this conforms closest to economic theory and because heritage is a public good of benefit to most people (See Appendix B Note on Aggregation). On the basis of the above final average WTP figure of €46.83, taking into account only true protest bids, the aggregated WTP for all people in the country aged between 25 and 65 years totals €89.54 million. This represents the total value that people in Ireland place on improved protection and enhancement of heritage per year.

The annual budget of the Heritage Council for contributing towards existing levels of protection is €9.2 million. The sum of all government spending on heritage is also less than the total estimate of public benefits (excluding environmental spend by agencies such as the EPA). As the environmental valuation is actually based on enhancements to heritage, this would imply that the figure of €89 million should be considered to be additional to the current annual spend on heritage. Indeed, given that heritage which is already being protected is likely to be valued even more highly, a simple benefit cost analysis would indicate that spending is far less than the utility that people in Ireland associate with heritage.

## 5.0 Conclusion

The most encouraging output from the study is that an over-whelming majority of respondents in the survey (95%) think that it is either very, or fairly, important to protect our heritage. The figure represents a slight increase on responses to a similar survey conducted in 2005. Furthermore, people accept that heritage protection is a public good that requires government funding. If assured that taxation money would be directed to heritage, a majority of survey respondents were willing to pay an average of €47 per person per year for *enhanced* protection of heritage. Aggregated to the total adult population this figure represents around €90 million per year in additional spending.

The study also revealed some other key information about attitudes to the nation's heritage and the value that people place on it. The purpose of this concluding section is to outline, in a thematic way, some of the key findings of the study.

### 5.1 Heritage and Quality of Life

Evidence of a growing interest in heritage was supported by both the qualitative and the survey phases of the study. Ireland's increased prosperity and our confidence as a nation may be fuelling this increased interest and awareness. Within the focus group discussion, a notable proportion of people were willing to draw a connection between heritage and national pride. The qualitative phase also indicated recognition of the heritage value of historical monuments that might have inspired varying emotions amongst earlier generations.

The survey results also indicate a general shift from preserving heritage for tourism towards the benefits associated with personal well-being and quality of life. Fewer people than in previous surveys seem to associate heritage purely with tourism. While most people do acknowledge that heritage has an important tourist value, they are more likely to identify its contribution to their own quality of life and sense of identity. Indeed, the qualitative phase found

that some people feel displaced from key heritage features which are marketed principally for tourism. They also felt that other important aspects of heritage are being neglected.

Related to the perceived contribution to quality of life, there also appears to be increased awareness that our heritage is under threat. The methodology of the study was careful not to emphasise threats to heritage, so comments made by the public in the preliminary discussions and in responses to the survey do indicate an inherent awareness of a problem. Some of this perception that heritage is threatened could be linked to aspects of the wider environment that are reported to be deteriorating, nationally or internationally. However, the qualitative phase also indicated that a prevalent concern was the rapid rate of new built development and the impact this is having in the countryside and on rural towns and their surroundings. Older members of the discussion groups were also liable to draw associations between development and social change and the impact that this could be having on communities. There was a resignation amongst this generation that important aspects of Irish culture were being lost.

## **5.2 Understanding of heritage**

Although the study revealed a growing interest in heritage, a possible weakness of interventions to date is that the public appear to have a poor understanding of what is meant by “heritage”, at least as it is defined by organisations working in the area. The qualitative phase revealed that many people associated heritage with the past and with historical sites. The importance of historical sites and monuments was acknowledged, but other key aspects of heritage were omitted.

This narrow perception of heritage tended to exclude the natural environment component of our heritage. In cases where focus group participants identified the natural environment as heritage, it appears that this was understood to be designated sites or well-known attractions such as the Ring of Kerry. The attraction of the wider rural environment was generally not included in this

perception. Similarly, while the public could associate historical aspects of culture with heritage, more modern aspects were less likely to be included in a definition.

This perception of heritage, as revealed during the first phase of the study, makes it easier to interpret some of the responses to the subsequent survey. For instance, when asked how far they lived from a heritage site, people were more likely to think of specific protected features such as monuments or buildings than of landscapes. One third thought there were few heritage sites close to where they live.

To an extent, the association between heritage and “old things” helps to explain some of the low interest among young people (15-24). Amongst this group, 49% admitted to having either little or no interest in heritage. Inevitably attitudes do change as people grow older, but the level of disinterest amongst this group is rather high. It is possibly not reflected in widespread disinterest in the environment generally. Nevertheless, the figure does suggest a need for initiatives that may increase awareness and interest, including education and access to heritage. Interest was greater amongst those young people who tended to have visited heritage sites on family trips or on school outings.

Amongst all age groups, it was clear that once people understood what was meant by heritage, they were better able to identify aspects of heritage were value highly. Coupled with many people’s realisation of the value that they associate with this wider definition of heritage was an understanding of the importance of education. The proportion of people who highlight the importance of heritage education appears to have risen significantly over the years during which surveys of heritage perceptions have been carried out.

From the perspective of the Heritage Council and other organisations, which aim to protect Ireland’s heritage it is evident, that more work needs to be done in this area. Not only does there appear to be a poor understanding of what is meant by heritage, but it appears that, despite a widespread awareness of the importance of heritage, there is a still a significant core of people who admit to

having little or no personal interest in heritage. A significant proportion, 41%, rarely watches environment or wildlife programmes on television and half the population admit to rarely reading about the subject. Clearly, the population are becoming more conscious of threats to heritage, but only a modest proportion of people are developing an active interest in the topic. Perceptions of heritage, and the manner in which it is experienced, may be factors in this respect.

### **5.3 Motivations**

Asked what is driving people's interest in heritage and the environment, most people (68%) referred to their personal health, with 25% of respondents doing so at their first mention. Clearly, there is a positive association between heritage and health in that natural heritage attracts recreational activity and therefore contributes to exercise and physical health. Similarly, it can be argued that both natural and cultural heritage contribute to mental health and well-being.

However, it is also possible that the declared concern with health was driven by the 'environment' element in the question, especially considering the media attention that is given to adverse environment impacts in areas of water or food quality. Amongst those people who were subsequently willing to pay for the enhancement of *heritage* (rather than "environment"), other motivations were more prevalent.

Amongst these motivations, perceived personal benefits are an important factor. In particular, there was strong support for heritage protection where this provided opportunities for recreation or for access to heritage. The Heritage Council, along with various other organizations including the Irish Sports Council, the Department of Community, Rural and Gaeltacht Affairs, and the Department of Health and Children are conscious of the valuable contribution that heritage can make to exercise and public health. Various initiatives have been launched, including measures to encourage an increased supply of walking routes. The evidence from the survey is that the

direct association with recreation as a motivation for heritage interest is currently confined to around one-third of the population, but that provision of greater facilities for recreation and access will provide dividends in terms of people's future appreciation of heritage.

The concern with personal motivations such as health and recreation does not conceal a widespread awareness of the public benefits. Concern for one's children and for future generations is also a significant motivator of interest in heritage. Inevitably, this also has an association with threats to heritage and the question of what heritage will be left for future generations to enjoy. These two factors were the second and third most mentioned motivators for interest in heritage and environment. Allied with this awareness of the public good of heritage, is an increasing acceptance that heritage protection is everyone's responsibility.

#### **5.4 Willingness to Pay for Heritage**

The study included a significant element of heritage valuation in the form of an environmental valuation question. Precisely, people were asked if they were willing to pay for enhancements to the existing level of heritage protection. The contingent valuation method, by asking people how much they are willing to pay for heritage, forces people to trade-off the benefits they perceive from heritage against other desirable goods in the context of their finite incomes. In doing so, it provides an indication of people's commitment to heritage protection that complements the preceding questions contained in the survey on awareness and attitudes.

By this stage of the questionnaire, respondents' understanding of heritage would have been consolidated by the preceding questions and by the information card. Overall, it is encouraging that over two-thirds of respondents were, in principle, willing to pay additional tax to support improved protection of heritage. This outcome is especially positive given that the qualitative phase of the study revealed some apprehension over the use to which

taxation revenue is put. Furthermore, only a small minority, 11.5%, indicated that they were definitely not willing to pay any additional tax.

The subsequent set of questions presented respondents with hypothetical increments in annual personal taxation. Confronted with specific amounts, two-thirds of people still indicated a willingness-to-pay. Their responses were analysed in relation to respondents' attitudes to heritage as revealed by the preceding questions. These results underscore much of the earlier analysis in that they demonstrate people's acceptance that heritage is a public good that should be supported through taxation revenue. Factors such as people's interest in recreation and free access to heritage had a clear influence on the likelihood that people were willing to pay. There was also evidence that those who had a stronger understanding of what was meant by heritage, either through awareness of heritage issues, or via personal interaction with heritage, were also more likely to be willing to pay for its protection.

Average willingness to pay for enhanced protection of heritage was estimated at €47 per person per year once the true proportion of people who value heritage had been identified. The average figure does, however, obscure a willingness to pay much higher sums amongst a minority of respondents who have the strongest interest in heritage or who enjoy higher incomes. Once aggregated for the total adult population, the average willing to pay estimate translates to an annual sum of €90 million.

## **5.5 Targets for heritage spending**

Of those respondents who were willing to pay for enhanced heritage protection, it is evident that many were most interested in aspects of the natural environment, including the accessibility of natural heritage. This result supports evidence from the qualitative phase and the preceding preference questions within the questionnaire. Nevertheless, there is also a firm relationship between willingness to pay and interest in history and culture.

There are certainly many members of the public whose interest in cultural heritage can be represented by a willingness to pay for its protection.

In particular, a majority of those that are willing to pay wish to see extra protection being given to scenic areas and rivers and lakes, following closely by historical sites. These results support the Max-Diff element of the questionnaire which revealed the public's preference ranking for heritage features. Although not associated directly with individual willingness to pay, this component of the study demonstrated a strong preference that public funds be used to protect rivers and canals and coastal landscapes, particularly where associated with facilities for recreation and wildlife habitat.

## **Summary**

The results of the study demonstrate that most people in Ireland attach an importance to heritage and place a high value on its protection. Indeed, once quantified in monetary terms, the value placed on an enhancement of heritage exceeds that currently being spent just on baseline heritage protection by the Heritage Council and other public organisations.

The results reveal some confusion over what is included under the definition of heritage. They also reveal that a core minority of people still have little awareness of, or interaction with, heritage. Clearly, there is a need to encourage a more comprehensive association between citizens and heritage which will allow the overall value placed on heritage to be realised in terms of benefits to health and well-being as well as to the economy and employment. Altogether, the results indicate that people support improved protection of heritage but that they wish to see this protection contributing directly to their quality of life through opportunities to experience heritage through recreation and amenity.



## **Technical Appendix A: Valuation Methodologies and Research Design**

# **NON-MARKET VALUATION INCLUDING CONTINGENT VALUATION**

## **Why use non-market valuation?**

Non-market valuation is used by economists to estimate the value of public goods such as environmental goods. Public goods are un-priced as they are not exchanged in a formal market where equalisation of supply and demand is managed through prices. Nevertheless, they do have a real value in terms of their contribution to personal utility in just the same way as market goods such as the purchase of holidays, tickets to the theatre, etc. Similarly, the sum of individual values for goods such as a clean environment or protected heritage is equivalent to the societal value of government spending on other public goods including public health, education, or the arts, etc. These values can also be compared with private benefits achieved through investment in built development. The objective is to locate a means by which the value of public goods can be expressed.

An important reason for valuing non-market goods is that, in the absence of price signals, there is a tendency to overuse such goods. Public goods are typically supplied through nature or government. As it is not possible to exclude people or to restrict consumption of the good, demand can be higher than is optimal from the perspective of other users' utility or the long-term survival or sustainability of the good. For example, the value of clean air or water can be over-looked so that these environmental goods are used as means of disposing of waste pollutants. Furthermore, the beneficiaries and victims of such practices are not necessarily the same people. External costs, or externalities, are therefore imposed on others to an extent that is unquantified in the absence of a pricing mechanism. This makes it difficult to negotiate to reduce the polluting activity. Similarly, there are often external benefits to be recognized, for example where forestry planting opens up land for recreation.

## **Valuation methods**

Various methods are available to the environmental economist to estimate the value of non-market goods. One method is associated with the production function of some other marketable good, such that if an environmental good, such as clean water, is used in the production of a marketable good, a proportion of this good's price can be attributed to the environmental good as an input. Sometimes, it is possible to estimate this value in terms of the cost of an alternative marketable input that would perform the same function. Another method is the dose-response approach through which an environmental input impacts on a priced commodity. For example, the cost of air pollution can be assessed in terms of the damage it does to public health, building fabric, etc.

## **Revealed Preference**

Other environmental goods can only be quantified through revealed or stated preference methods. The former relies on the observation or recording of people's behaviour to quantify the value of the environmental good by linking this behaviour to a marketable good. For example, the Hedonic Pricing Method uses market prices, such as that of property, to value an environmental attribute like an attractive view or proximity to an amenity site. Econometric techniques must be used to attribute a value to the environmental input in relation to those of other property attributes such as numbers of rooms or square footage. This usually requires good quality data from a large numbers of properties which have recently been bought and sold. These data demands are a limitation on the use of hedonic pricing.

The Travel Cost Method uses costs incurred in travelling to establish the value of a recreation site. This requires data on the number of visitors, the distance they have travelled, the means of travel, the frequency of individual visits, and the duration of travel and time on site. Often, the travel costs are quite modest and the greater cost is represented by the cost of time. Time has an opportunity cost in that it could be spent doing something else, including

earning an income. However, the opportunity cost of time is notoriously difficult to quantify accurately, especially where trips are made on weekends.

A limitation of both of the above revealed preference methods is that they fail to capture the full value of an environmental good, i.e. the full consumer surplus. For example, a beautiful area that is popular for recreation could be valued by visitors well in excess of the time or travel costs they incur. Furthermore, it could also be valued by non-visitors.

Stated preference methods are an alternative means of valuing environmental goods. This approach typically requires the use of survey data.

### **Stated Preference – The contingent valuation method**

In Contingent Valuation (CVM) the researcher aims to establish a hypothetical market for the environmental good. People are asked how much they are willing to pay (WTP) for a change in the supply of a good or to prevent its deterioration. On this basis, an average (mean or median) WTP can be estimated. These responses can be analysed statistically and then grouped by respondent type or, otherwise, aggregated to a total population, perhaps for the purpose of a comparison of the benefits with the costs or provision within a cost-benefit analysis.

A questionnaire is typically distributed via a public survey. As well as seeking to collect information on people's characteristics, preferences and behaviour, the questionnaire attempts to guide people into giving mental consideration to the value that they attach to an environmental good. This is achieved through the sequencing of questions and the selective provision of information about the good. The provision of this information is always a contentious issue given the need to avoid over-burdening the respondent or unduly lengthening the questionnaire. There is also the need to avoid a situation by which the respondent is encouraged to believe that they value the good more than they actually do. At best, the information should act as a cue, possibly filling in

critical gaps in the respondent's understanding of how a good impacts on their utility.

Towards the end of the questionnaire, the respondent is asked for a (hypothetical) willingness-to pay (WTP) *contingent* on a change in provision of the environmental good. The WTP question can be asked as an open question as in "how much would you be willing to pay?" This is a simple question to analyse, but can be a difficult question for the respondent, particularly where they are unaccustomed to thinking of an environmental good in such terms. This can lead to a high level of zero or 'protest' zero bids (objections). Protest bids can be higher where respondents dislike the 'payment vehicle' through which they are being asked to pay, e.g. a taxation increment. However, often there are only a handful of candidate payment vehicles available to the researcher.

This cognitive difficulty associated with answering the WTP question also has a tendency to lead to biases that inflate or reduce the stated WTP. A well-designed questionnaire will seek to reduce the risk of these biases. Although, after the results of a study have been published, it is sometimes difficult for others to know whether, indeed, the questionnaire was well-designed. A clue is sometimes provided by the regression analysis which indicates how much WTP was influenced by other data provided by the respondent on their personal characteristics (socio-demographics), preferences and behaviour. A well fitting model, in which, a good number of the expected variables are statistically significant and of the plausible size and direction, does tend to indicate that the method was successful. However, environmental economists are often asked to value goods that are irregularly used by people or which are far divorced from the market. In such circumstances, it is a challenge to estimate a well-fitting model with a good number of significant variables.

One alternative approach to the open-ended CVM question is the dichotomous, or discrete choice, question used in this study. In this question, people are simply asked whether or not they would be willing to pay a particular sum. The sum (or bid) presented to each respondent varies. The

number and range of these amounts are often determined through a preceding pilot survey.

This question is easier for the respondent to answer. On the basis of all the responses, a function of the probability of being willing to pay by bid level can be drawn up. Parametric methods can be used to apply a statistical function to this probability curve. This approach is especially useful for forecasting the consequences of a change in an environmental good. However, the more complex approaches are often dependent on accurate information on respondents' income, a question that tends to be rejected by many respondents. Alternatively, non-parametric methods can be applied to estimate an average WTP directly from the data.

Once again, a statistical model is estimated, generally through the use of logistic regression. A well-designed questionnaire should be well-fitting as measured by a model with a high  $R^2$  value (preferably above 0.25) and have a good number of statistically significant variables. Arguably, this model is often of more policy relevance than an average WTP estimate in that it identifies what aspects of the environmental good are most valued and by whom.

## **Summary**

Where environment valuation depends on survey methods, there is a vulnerability to lack of awareness or cognition of the issue. Therefore, it is important to design a survey so as to stimulate recall or inform people and to do so without biasing preferences. It is also important that people understand the good in question and perceive a genuine utility trade-off between heritage and other needs in terms of their finite resources (income). Asking for people's willingness to pay for policies, rather than individual facets of the environment, acknowledges that the public pay for these and reminds them that there is a social choice to be made. Some people will only identify private values and others will value private and social benefits. We aspire only to get an expression of their true values, but it is not a perfect science and regression analysis is used to identify the motivations behind for people's

preferences.

The public are not habitually asked for their opinion on how their taxes should be allocated. Valuation studies provide policy makers with information to 'guide' their decisions on resource allocation. Ultimately, these policy makers must objectively weigh public preferences against expert opinion. Public opinion is not a substitute for expert opinion, but rather a complementary consideration. Experts may identify particular valuable attributes of heritage. They may also be better informed to take into account threats to heritage and the legacy to future generations. Nevertheless, it is worth being reminded of what it is that the public value so to ensure that heritage protection does not become elitist, directed by vocal interest groups or motivated by the easier political choices.

## **Research Design**

The research design considered three key information requirements and a pilot study was conducted to test and refine some of the design considerations:

### **Identifying Priorities for Heritage and other Public Spending Techniques considered – Conjoined Analysis versus Max Diff**

#### **i) Choice Conjoint**

An increasingly popular means of stated preference environmental valuation is represented by choice experiments. In these, respondents are presented with two or more alternative scenarios and asked to select (or rank) those that they value most. The scenarios are comprised of attributes of the environmental good at various levels. For a landscape, for example, an 'attribute' could be broad-leaf or coniferous woodland, while a 'level' might be varying quantities of this woodland. These exact combination attributes are varied for each respondent by means of an underlying factorial design. Typically, a price attribute is included in the list so as to quantify the value of

the other attributes in monetary terms. The usual difficulties of identifying such a price attribute for non-market goods apply as with CVM.

Responses from a survey are used to estimate the probability of a respondent choosing any one attribute or attribute level. From this it is possible to identify the strength of preference that respondents have for each attribute and this can be expressed as an average monetary value where a price attribute has been included.

Lansdowne Market Research utilises a specific modelling tool (Sawtooth) to conduct conjoint analysis and considered using this software to create appropriate packages and conduct analysis for this study. This state of the art approach creates unique results for each respondent and provides the ability to segment respondents based on their preferences.

Choice experiments are more useful than CVM for demonstrating the value of components of an environmental good. Consequently, they are a very useful means of indicating to policy makers where money should be spent. Fundamentally, however, they do require that respondents are able to perceive of a good in terms of its attributes and that they are able to make meaningful trade-offs between combinations of such attributes. For heritage, this was considered to be too difficult a task. Therefore, our preference was for CVM using the dichotomous choice approach.

#### ii) Max Diff Analysis

Max Diff is an approach for obtaining preference/importance scores for multiple items (public expenditure preferences, brand preferences, product features, advertising claims, etc.). Although Max Diff shares much in common with conjoint analysis, it is easier to use and applicable to a wider variety of research situations.

With Max Diff, respondents are shown a set (subset) of the possible items in the exercise, and are asked to indicate (among this subset) the areas where they would most and least like public expenditure to be allocated:



For example:

***Q. If the Government had additional public money available to spend on public services, in which of the following areas would you most like to see some or all of this additional money spent, and in which would you least like to see this money spent?***

**Most like to see money spent**

**Least like to see money spent**

Safeguarding and improving access to our National Heritage (namely the natural and built environment, such as historical sites, gardens, landscapes, wildlife and plants, rivers, lakes and canals).  
Improved Higher education access and facilities (e.g. third level education and the universities).  
Improved services in hospital Accident and Emergency Departments

Additional training schemes for the long-term unemployed

Respondents are shown a series of sub-sets from a list of agreed 'areas of spending', within which they make their choices. As well as analyzing preference shares for heritage vis a vis other public expenditure, this approach was also used to derive preference shares for the allocation of heritage funds across the various areas under its definition.

For this study, a total of eight areas of spending meant each respondent would complete four sets of choices where each set contained a different subset of six items. The combinations of items are designed very carefully with the goal that each item is shown an equal number of times. Each respondent typically sees each item two or more times across the Max Diff sets.

Why use Max Diff instead of standard rating scales? Research has shown that Max Diff scores demonstrate greater discrimination among items and between respondents on the items. The Max Diff question is simple to understand, so respondents from children to adults with a variety of educational backgrounds can provide reliable data. Since respondents make choices rather than

expressing strength of preference using some numeric scale, there is no opportunity for scale use bias.

The resulting item scores are also easy to interpret, as they are placed on a 0 to 100 point common scale and sum to 100.

## **Technical Appendix B: Contingent Valuation Methodology**

## Contingent Valuation Methodology

### *The Dichotomous Payment Questions*

The statistical analysis of responses to the WTP question are based on each respondent's (dichotomous) response, i.e. yes/no to the single bid level with which they are presented. Analysis cannot proceed by normal regression methods, but is instead performed on the basis of a maximum likelihood estimation of the probability of being WTP any one amount (or bid). The object of analysis is not to reproduce the data from the sample, but to use the sample to make predications of the total population's probability of being WTP for additional protection and enhancement of heritage. Through these means, it is possible to estimate the probability of people being WTP each bid.

In this instance, a logarithmic transformation of the bid levels provides the best model fit for the first payment question. Although a model with untransformed bid values performs almost as well (coefficient on Bid = -0.014,  $R^2 = 0.235$ ). However, the logarithmic model captures the declining influence of income at higher income levels (although income is not very influential in the model).

Separate estimates of average WTP can be identified for both the first payment question and for a combination of the first and second payment questions. As the second follow-up payment question aims to refine the responses from the first, it should provide a more reliable estimate of WTP.

Estimates of average WTP can be obtained through two alternative methods. A parametric method essentially involves fitting a particular statistical function (curve) to the probability of being WTP allowing for varying role of income. Average WTP is then estimated as an equation. A non-parametric approach does not depend on identifying the correct function, but rather takes its estimate directly from the data.

The latter method relies on an estimation of the proportion of respondents willing to pay at each bid level. On this basis, the first payment question results in a mean average WTP of €41.73 per person per year after excluding the protest bids and allowing for the proportion of true zero bids (i.e. zero WTPs).<sup>1</sup> Median average WTP using this method is €30.31.

The alternative parametric approach is somewhat vulnerable to the correct identification of the shape of this function. In the case of the current set of data, logarithmic and linear models are presented based on the estimated models described above. The former model indicates a slightly higher average WTP of €55.17 or a median of €49.56.<sup>2</sup>

The reason for the difference in estimates is evident from looking at the bid curve in Figure 35. In this it is clear that, had some respondents received a bid in excess of €200 per person per annum, they would still have been willing to pay. This factor has not been accounted for by the former parametric method. The question is whether expressions of WTP above €200 are valid. Inspection of the data reveals that most of these respondents did indeed have a high probability of being WTP based on their interest in heritage. However, if the curve is truncated at a ceiling of €200, WTP is reduced to a value comparable to the non-parametric method.<sup>3</sup> The median estimate is unaffected.

Once truncated, the two methods therefore yield similar results. It would seem reasonable to report the mean WTP of €41.73 for bids less than €200. If bids above €200 are genuine (as appears to be the case), the parametric mean WTP of €55.17 (or median of €49.56) per person per year represents an alternative estimate for Payment Question 1.

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<sup>1</sup> A 'spike model' has been used to account for zero WTPs.

<sup>2</sup> A mean WTP based on integration of the best fitting logarithmic function with covariates (Table 5.5.2) up to hypothetical bids of €400 is €55.17, or €51.52 for the linear model after allowing for zero bids. A median WTP is often preferred for logarithmic data. The median WTP is €49.56 as above.

<sup>3</sup> The mean for values < €200 is €33.15 using the logarithmic approach or €38.21 using a linear approach.

An estimate from both the first and second payment questions can again be derived using either parametric or non-parametric approaches. Once again, the former is vulnerable to those respondents who would have been willing to pay more than the highest bid (now €400).

The non-parametric estimate of mean WTP is €58.86 per person per year after excluding all protest bidders and accounting for those not willing to pay. The range of responses is not abruptly terminated at the highest bid of €200, but now at €400. If it were to be limited to €200, the WTP estimate would also be greater than the former figure.<sup>4</sup> The figure is higher than the previous estimate largely because a proportion of those previously not willing to pay settled for the follow-up bid level in the follow-up question. It is also lifted by a proportion of people who still appear to be willing to pay above the new upper limit of €400.

### ***Open WTP Question***

Following the dichotomous choice questions, respondents were also asked an 'open WTP' question, namely to state outright what would be their maximum WTP. We have our reservations about this method as noted in the main report. Nevertheless, the question represents a useful check on the output from the preceding two questions in that mean average WTP is in the same ballpark at €51.03, while the median WTP is €30.

There are good reasons for not using this question as a final indicator of WTP. Firstly, dichotomous choice is generally agreed to provide more reliable answers than open WTP. Secondly, the figures people gave to the open question are not equivalent to a true open WTP in that their responses were influenced by the bid levels presented to them in the preceding two dichotomous payment questions.<sup>1</sup> Thirdly, a review of the data reveals that there are numerous instances where people had indicated a WTP in excess of that they had just rejected in the second payment question. This false result probably results from some people allocating an amount that they considered

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<sup>4</sup> i.e. €44.59 compared with €41.72 in Payment Question 1.

to be reasonable rather than offering a considered WTP. These responses were removed from the analysis. Nevertheless, given the prevalence of this behaviour, it is difficult to decide if others who expressed a WTP in excess of that in the follow-up payment question were themselves stating an accurate figure (in this case, more than their true WTP). These doubts are reinforced by the very poor fit of a regression model.

### ***Note on Aggregation***

Use of the mean as an average of Willingness To Pay assumes that everybody has a notional say in the decision, whereas use of the median assumes that a decision (to pay for enhanced heritage protection) is based on a majority rule whereby we go ahead if the majority prefer it (and spend nothing if they don't).

Freeman (1985) favoured the use of the median as an average WTP, but preferred the mean for aggregation because it conforms to economic theory (Kaldor-Hicks theorem). Hanemann (1989) agrees that the mean does conform to economic theory, but favours the median for both average WTP and aggregation on ethical grounds (i.e. that those WTP a lot for heritage don't force others to pay much more than they would prefer).

Mean averages, however, can be biased if a few data points are large (i.e. if there are some people WTP a lot). In this report this effect was reduced by truncating the distribution of WTP so that the mean wasn't too big, thereby reducing Hanemann's concerns.

## **Technical Appendix C: Glossary of Key Terms**



## Glossary of Terms

<b>Archaeology</b>	<p>The study of past human societies, either as a whole or of various aspects of them, through the material remains left by those societies and the evidence of their environment, and includes the study of, searching and prospecting for</p> <ul style="list-style-type: none"><li>( a ) archaeological objects,</li><li>( b ) monuments,</li><li>( c ) buildings, or parts of any buildings, habitually used for ecclesiastical purposes,</li><li>( d ) landscapes,</li><li>( e ) seascapes,</li><li>( f ) wrecks,</li><li>( g ) climatological, ecological, geological or pedological factors which may be relevant to the understanding of past human societies or the distribution or nature of any of the foregoing (as defined in the <i>Heritage Act, 1995</i>).</li></ul>
<b>Architectural Heritage</b>	<p>All structures, buildings, traditional and designed, and groups of buildings including streetscapes and urban vistas, which are of historical, archaeological, artistic, engineering, scientific, social or technical interest, together with their setting, attendant grounds, fixtures, fittings and contents, and, without prejudice to the generality of the foregoing, includes railways and related buildings and structures and any place comprising the remains or traces of any such railway, building or structure (as defined in the <i>Heritage Act, 1995</i>).</p>
<b>Best-fitting Model</b>	<p>The model which provides the best explanation based on a minimum number of explanatory factors.</p>
<b>Choice Conjoint Method</b>	<p>Conjoint Analysis is a method of presenting options to respondents in order to elicit a response indicating a preferred option.</p> <p>In the case of this survey, it had been proposed to posit hypothetical government public spending packages and to invite survey respondents to choose their preferred 'package'. However, this proposed method was rejected following the Pilot Study on the basis of concerns that respondents might find it difficult to make the required choices without very careful consideration. Furthermore, developing "packages" is a complex process that involves complicated analysis. Instead, the Max Diff (see entry below) method was selected to elicit this clear (stated) ranking of preferences for the allocation of public spending from respondents.</p>
<b>Cohort</b>	<p>Group of people banded together and treated as a group. In the case of qualitative surveys, normally a group sharing similar characteristics such as age, gender or socio-demographic profile.</p>
<b>Contingent Valuation Method</b>	<p>The contingent valuation method (CVM) is used to estimate or assign economic (monetary) values to intangible or non-market resources/ goods. This method involves directly asking people, in a survey, how much they would be willing to pay for specific intangible goods/ resources (in this case, "heritage"). The contingent valuation method is referred to as a "stated preference" method, because it asks people to directly state their values, rather than inferring values from actual choices, as the "revealed preference" methods do. Contingent valuation is one of the only ways to assign purely monetary values to intangible</p>

resources/ goods – i.e. that do not involve market purchases and may not involve direct participation.

In this survey, respondents were asked to express their preference (for improved protection of heritage) in terms of their willingness-to-pay particular amounts (in Euros).

(See *Dichotomous/ Discrete Choice* entry below for more details)

**Dichotomous/  
Discrete choice  
question**

A dichotomous choice (or discrete choice) question format involved offering respondents two choices to questions.

In this survey, it was used to elicit respondents' WTP. This approach asks people if they would be willing to pay one particular amount where this figure is drawn from a number of possible other amounts. The format is regarded as being superior to the 'open WTP' question in which people are simply asked to state how much they are willing to pay. The latter has the merit of being simple to analyse, but is practically difficult for people to answer given that they have no experience of paying directly for a public good like heritage.

In this survey, respondents were first asked if they were willing to pay a single amount (or bid), this amount being drawn from one of ten possible amounts between €5 and €200. The amounts had been selected on the basis of the pilot survey which was undertaken partly to identify the range of possible WTP. The interviewer reminded respondents at this stage of the relative satisfaction that they might associate with substitutes such as going to the "cinema, eating out, sports matches or weekends away, etc." Interviewers also reiterated that a taxation levy was being considered rather than the request for an individual contribution or on-the-spot donation.

**Environment**

The natural world, especially (although not solely) as affected by human activity. Our surroundings, both natural and man-made.

**Fauna**

All wild birds and all wild animals (both aquatic and terrestrial) and includes in particular fish, wild mammals, reptiles, non-aquatic invertebrate animals and amphibians, and all such wild animals' eggs, larvae, pupae or other immature stage and young (as defined in the *Heritage Act, 1995*).

**Flora**

All plants (both aquatic and terrestrial) which occur in the wild (whether within or outside the State) other than trees, shrubs or plants being grown in the course of agriculture, forestry or horticulture and includes in particular lichens, mosses, liverworts, fungi, algae and vascular plants, namely flowering plants, ferns and fern-allied plants and any community of such plants (as defined in the *Heritage Act, 1995*).

**Focus Groups**

See "Qualitative Research/ Survey Method" entry below

**Geology**

The study of the planet Earth as a whole or in part, the materials of which it is made, the processes that act and have acted upon these materials and the products and structures formed by such action, the physical and biological history of the planet since its origin including the history of life preserved as fossils in rocks and deposits at the surface or in layers beneath the surface of the earth, stratigraphic succession, caves, fossil content or any other items of scientific interest, and includes geomorphology, lithology and mineralogy (as defined in the *Heritage Act, 1995*).

<b>Heritage</b>	This term includes the built and natural assets of Ireland (both tangible and intangible), including its national heritage, monuments, archaeological objects, heritage objects, architectural heritage, flora, fauna, wildlife habitats, landscapes, seascapes, wrecks, geology, heritage gardens and parks and inland waterways (as defined in the <i>Heritage Act, 1995</i> ).
<b>Heritage Building</b>	Any building, or part thereof, which is of significance because of its intrinsic architectural or artistic quality or its setting or because of its association with the commercial, cultural, economic, industrial, military, political, social or religious history of the place where it is situated or of the country or generally, and includes the amenities of any such building (as defined in the <i>Heritage Act, 1995</i> ).
<b>Heritage Council</b>	The body established under the terms of the Heritage Act, 1995, with responsibility for proposing policies and priorities for the identification, protection, preservation and enhancement of the national heritage, including monuments, archaeological objects, heritage objects, architectural heritage, flora, fauna, wildlife habitats, landscapes, seascapes, wrecks, geology, heritage gardens and parks and inland waterways. In particular, the Heritage Council has a role in the following activities: ( a ) promote interest, education, knowledge and pride in, and facilitate the appreciation and enjoyment of the national heritage, ( b ) co-operate with public authorities, educational bodies and other organisations and persons in the promotion of the functions of the Council, ( c ) promote the coordination of all activities relating to the functions of the Council (as defined in the <i>Heritage Act, 1995</i> ).
<b>Heritage Gardens and Parks</b>	Areas of natural heritage, and gardens and parks whose plant collections, design, design features, buildings, setting, style or association are of significant scientific, botanical, aesthetic or historical interest or which illustrate some aspect of the development of gardening or of gardens and parks (as defined in the <i>Heritage Act, 1995</i> ).
<b>Heritage Objects</b>	Objects over 25 years old which are works of art or of industry (including books, documents and other records, including genealogical records) of cultural importance (as defined in the <i>Heritage Act, 1995</i> ).
<b>Inland Waterways</b>	Canals, canalised sections of rivers and lakes, navigation channels in rivers and lakes, and their associated navigational features (as defined in the <i>Heritage Act, 1995</i> ).
<b>Landscape</b>	Areas, sites, vistas and features of significant scenic, archaeological, geological, historical, ecological or other scientific interest (as defined in the <i>Heritage Act, 1995</i> ).
<b>Max. Diff. (Maximum Difference)</b>	Maximum Difference is a method of surveying that involves respondents being asked to "rank" a set of presented choices by means of selecting the "best" and "worst" stated choices. Typically, choices are repeated and refined with the same respondent.  In this survey, the Max Diff methodology was used to ascertain preferences in terms of the allocation on public expenditure (across a range of options). In this case, respondents were shown a set (subset) of the pre-agreed various areas of public expenditure and asked to indicate (among this subset) the areas where they would <b>most</b> and <b>least</b> like public expenditure to be allocated. As well as analysing

preference shares for heritage vis-à-vis other public expenditure, this approach was also used to derive preference shares for the allocation of heritage funds across the various areas that come under its definition.

For this study, a total of eight areas of spending were agreed. This meant each respondent would complete four sets of choices where each set contained a different subset of six items. The combinations of items are designed very carefully with the goal that each item is shown an equal number of times. Each respondent typically sees each item two or more times across the Max Diff sets.

In this survey, Max Diff was used instead of standard rating scales because research has shown that Max Diff scores demonstrate greater discrimination among items and between respondents on these items. The Max Diff question is simple to understand, so respondents from children to adults with a variety of educational backgrounds can provide reliable data. Since respondents make choices rather than expressing strength of preference using some numeric scale, there is no opportunity for scale use bias. The resulting item scores are also easy to interpret, as they are placed on a 0 to 100 point common scale and sum to 100.

## **Monument**

This term includes the following, whether above or below the surface of the ground or the water and whether affixed or not affixed to the ground:

( a ) any artificial or partly artificial building, structure or erection or group of such buildings, structures or erections,

( b ) any cave, stone or other natural product, whether or not forming part of the ground, that has been artificially carved, sculptured or worked upon or which (where it does not form part of the place where it is) appears to have been purposely put or arranged in position,

( c ) any, or any part of any, prehistoric or ancient—

(i) tomb, grave or burial deposit, or

(ii) ritual, industrial or habitation site,

and

( d ) any place comprising the remains or traces of any such building, structure or erection, any such cave, stone or natural product or any such tomb, grave, burial deposit or ritual, industrial or habitation site, situated on land or in the territorial waters of the State, but does not include any building, or part of any building, that is habitually used for ecclesiastical purposes (as defined in the *Heritage Act, 1995*).

## **Parametric approach**

Analysis through the application of various statistical distribution functions.

## **Pilot Study**

A pilot study is a small preparatory investigation used to gather data to reduce risk or uncertainty in a project (in this case, the main survey), and to test hypotheses.

In this survey, a pilot study was undertaken among 50 adults, which involved a short series of questions. The purpose of this pilot study was to set this maximum and minimum values for the contingent valuation section of the main survey (the monetary values assigned to the options presented for the cost of heritage protection as an additional tax). The purpose of the pilot study was also to test the viability of the “choice conjoint” component of the survey design.

## **Protest Bid**

No stated reason for not being willing to pay - other than that the

	<p>person does not value heritage. This is as distinct to a “Zero Bid” (see entry below).</p>
<b>Qualitative Research/ Survey Method</b>	<p>Qualitative research methods are used primarily as a prelude to quantitative research.</p> <p>In the case of this survey, qualitative research methodology involved undertaking focus group exercises (eight in total) in a range of geographically dispersed locations. One of these focus groups comprised an “expert group” of people with an acknowledged interest and involvement in heritage of some form, including an awareness of heritage issues.</p> <p>The focus groups were loosely structured and lead by a moderator. They were used to generate hypotheses, identify key issues and to assist in the design of the quantitative research component (surveys). It should be noted that the results of this type of exercise cannot be used to generalize to the whole population or expressed as a percentage. However, it does allow the opportunity for issues and matters raised to be probed more deeply and explored.</p>
<b>Quantitative Research/ Survey Method</b>	<p>Quantitative research involves the gathering of large-scale data which is processed to produce results in the form of trends and percentage of respondents.</p> <p>In this survey, the quantitative element comprised the survey itself, which took place in March and April in 2006 and involved face-to-face surveys of 1008 adults (aged 15+). The survey was quota-controlled in order to be representative and took place at 100 randomly-selected sampling points. The survey allowed for the analysis of data and the extrapolation of key trends and results that are representative of the population at large.</p>
<b>R2</b>	<p>A measure of a good fitting model (perfect where <math>R^2 = 1.0</math>).</p>
<b>Seascape</b>	<p>Areas and sites of coastal water including estuaries, bays and lagoons of significant scenic, geological, ecological or other scientific interest (as defined in the <i>Heritage Act, 1995</i>).</p>
<b>Social Classes Definition</b>	<p>A and B are upper middle class  AB = Upper middle class/professional/white collar  C1 = Lower middle class/middle management  C2 = Skilled Working Class  D = Unskilled Working Class  E = Subsistence level (incl. state pension)  F = Farmers  F1 = Farmers with over 50 Acres (vs. F2 who have &lt; 50 acres)</p> <p>Where codes are joined (e.g. C1C2) this means that the two social classes were included.</p>
<b>Wildlife Habitat</b>	<p>The ecological environment in which particular organisms and communities thereof thrive (as defined in the <i>Heritage Act, 1995</i>).</p>
<b>Wreck</b>	<p>A vessel, or part of a vessel, lying wrecked on, in or under the sea bed or, on or in land covered by water, and any objects contained in or on the vessel, and any objects that were formerly contained in or on a vessel and are lying on, in or under the sea bed or on or in land covered by water (as defined in the <i>Heritage Act, 1995</i>).</p>
<b>WTP</b>	<p>Willingness to Pay – the level to which respondents were willing to pay for</p>

heritage protection (and the specific Euro amounts that were indicated as being levels that were acceptable payment levels per annum).

**Zero Bid**

Respondents who were willing to pay nothing in the XXX questions.

## **Technical Appendix D: Sample Questionnaire**

41105203/1  
(Cols. 1-8)

## Lansdowne Market Research Heritage Council Draft Questionnaire

FULL NAME  
(Block Capitals)

MR/MRS/MS .....

FULL ADDRESS  
(Block Capitals)

.....  
.....  
.....

<p><b>*PHONE IN HOUSEHOLD</b> (X2)</p> <p>NO..... 1</p> <p>YES (Code &amp; SPECIFY - Tel. No)..... 2</p> <p><b>*SEX</b> (X3)</p> <p>Male..... 1</p> <p>Female..... 2</p> <p><b>*MARRITAL STATUS</b> (X4)</p> <p>Married..... 1</p> <p>Living as married..... 2</p> <p>Single..... 3</p> <p>Widowed/Divorced/Separated..... 4</p> <p><b>*WHETHER RESPONDENT WORKING</b> (X5)</p> <p>•Housewife (full time)..... 1</p> <p>•At school..... 2</p> <p>•Full time student (third level)..... 3</p> <p>•Temporarily unemployed (actively seeking work)..... 4</p> <p>•Permanently unemployed..... 5</p> <p>•Retired..... 6</p> <p>•Full time (30 hours or more)..... 7</p> <p>•Part time (8hrs - 29hrs per week)..... 8</p> <p>•Self Employed..... 9</p> <p><b>*RESPONDENT IS</b> (X6)</p> <p>Chief Income Earner..... 1</p> <p>Not chief Income Earner..... 2</p> <p><b>*OCCUPATION OF CHIEF INCOME EARNER</b></p> <p>Record full job details</p> <p>.....</p> <p>If Manager/Self employed state No. of employees. SPECIFY qualifications /training</p> <p>.....</p> <p>IF FARMER STATE NO OF ACRES</p> <p>.....</p> <p><b>CLASS</b> (X7)</p> <p>AB..... 1</p> <p>C1..... 2</p> <p>C2..... 3</p> <p>D..... 4</p> <p>E..... 5</p> <p>F50+..... 6</p> <p>F50-..... 7</p>	<p><b>* AGE</b> (X8)</p> <p>(STATE EXACT ..... &amp; CODE) (X9)</p> <p>15..... 1</p> <p>16-17..... 2</p> <p>18..... 3</p> <p>19-24..... 4</p> <p>25-29..... 5</p> <p>30-34..... 6</p> <p>35-39..... 7</p> <p>40-44..... 8</p> <p>45-49..... 9</p> <p>50-54..... 10</p> <p>55-59..... 11</p> <p>60-64..... 12</p> <p>65+..... 13</p> <p><b>*FINISHED EDUCATION</b> (X10)</p> <p>At primary level..... 1</p> <p>At secondary level..... 2</p> <p>At third level..... 3</p> <p>Still at school/college..... 4</p> <p><b>*NO OF PEOPLE IN HOUSEHOLD (inc Respondent)</b> (X11)</p> <p>1 2 3 4 5 6 7+</p> <p><b>*DEPENDENT CHILDREN</b> (X12)</p> <p>Regardless of age RESPONDENT HAS.</p> <p>Any dependent children..... 1</p> <p>No dependent children..... 2</p> <p><b>*HOUSEHOLD COMPOSITION X AGE</b> (X13)</p> <p>Code each age group including respondent - all adults and all children</p> <p>Aged under 12 months..... 1</p> <p>Aged 1 - 2 years..... 2</p> <p>Aged 3 - 5 years..... 3</p> <p>Aged 6 - 10 years..... 4</p> <p>Aged 11 - 14 years..... 5</p> <p>Aged 15 - 17 years..... 6</p> <p>Males aged 18 - 34..... 7</p> <p>Females aged 18 - 34..... 8</p> <p>Males aged 35+..... 9</p> <p>Females aged 35+..... 0</p> <p><b>RESPONDENT RESPONSIBILITY</b> (X14)</p> <p>Who in your household is mainly responsible for ordinary shopping and looking after the home?</p> <p>Respondent..... 1</p> <p>Other person..... 2</p>	<p><b>DATE OF INTERVIEW</b></p> <p>USE TWO DIGIT CODING SYSTEM</p> <p>(e.g. 6<sup>th</sup> September = 0 6 0 9)</p> <p><b>DATE MONTH</b></p> <table style="width: 100%; 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2	0	0	6																											
2	0	0	6																											

see below



**Introduction:**

Good morning/ afternoon/ evening. My name is \_\_\_\_\_ from Lansdowne Market Research. We are carrying out a survey about various public services including heritage and the environment and I wonder if I might ask you a few questions.

**INTERVIEWER: SHOW PHOTO/ HERITAGE EXPLANATION.**

Before we continue I would like you to study this card. This card details what we mean when we talk about heritage. **INTERVIEWER: Allow time for the respondent to read the card and leave photo with respondent until the end of the interview.**

**INTERVIEWER READ OUT SLOWLY.**

Q1a If the Government had additional public money available to spend on public services, in which of the following areas would you **most** like to see some or all of this additional money spent, and in which area would you **least** like to see this money spent on?  
**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X20/1)	(X20/2)
	Most	Least
• Safeguarding and improving access to our National Heritage (namely the natural and built environment, such as historical sites, gardens, landscapes, wildlife and plants, rivers, lakes and canals).	1	1
• Improved Higher education access and facilities (e.g. third level education and the universities).	2	2
• Improved services in hospital Accident and Emergency Departments	3	3
• Additional training schemes for the long-term unemployed	4	4

Q1b If the Government had additional public money available to spend on public services, in which of the following areas would you **most** like to see some or all of this additional money spent, and in which area would you **least** like to see this money spent on?  
**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X21/1)	(X21/2)
	Most	Least
• Improved services in hospital Accident and Emergency Departments	1	1
• Safeguarding and improving access to our National Heritage (namely the natural and built environment, such as historical sites, gardens, landscapes, wildlife and plants, rivers, lakes and canals).	2	2
• Further improvements to our road networks (e.g. increasing the number of dual-carriageways and motorways)	3	3
• Refurbishment of primary schools (e.g. damp proofing, re-roofing, heating, etc).	4	4

Q1c If the Government had additional public money available to spend on public services, in which of the following areas would you **most** like to see some or all of this additional money spent, and in which area would you **least** like to see this money spent on?  
**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X22)
• Refurbishment of primary schools (e.g. damp proofing, re-roofing, heating, etc).	1
• Additional training schemes for the long-term unemployed	2
• Improved Higher education access and facilities (e.g. third level education and the universities).	3
• Further improvements to our road networks (e.g. increasing the number of dual-carriageways and motorways)	4

Q1d If the Government had additional public money available to spend on public services, in which of the following areas would you **most** like to see some or all of this additional money spent, and in which area would you **least** like to see this money spent on?  
**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X23)
• Improved Higher education access and facilities (e.g. third level education and the universities).	1
• Increased support for the visual and performance arts (e.g. art galleries, theatres, etc)	2
• Additional training schemes for the long-term unemployed	3
• Increased investment in renewable energy (e.g. providing price and tax incentives to encourage the use of wind or biofuels that don't contribute to global warming).	4

Q1e If the Government had additional public money available to spend on public services, in which of the following areas would you **most** like to see some or all of this additional money spent, and in which area would you **least** like to see this money spent on?  
**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X24)
• Increased support for the visual and performance arts (e.g. art galleries, theatres, etc)	1
• Increased investment in renewable energy (e.g. providing price and tax incentives to encourage the use of wind or biofuels that don't contribute to global warming).	2
• Safeguarding and improving access to our National Heritage (namely the natural and built environment, such as historical sites, gardens, landscapes, wildlife and plants, rivers, lakes and canals).	3
• Improved services in hospital Accident and Emergency Departments	4

Q1f If the Government had additional public money available to spend on public services, in which of the following areas would you **most** like to see some or all of this additional money spent, and in which area would you **least** like to see this money spent on?  
**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X25)
<ul style="list-style-type: none"> <li>Increased investment in renewable energy (e.g. providing price and tax incentives to encourage the use of wind or biofuels that don't contribute to global warming).</li> </ul>	1
<ul style="list-style-type: none"> <li>Further improvements to our road networks (e.g. increasing the number of dual-carriageways and motorways)</li> </ul>	2
<ul style="list-style-type: none"> <li>Increased support for the visual and performance arts (e.g. art galleries, theatres, etc)</li> </ul>	3
<ul style="list-style-type: none"> <li>Refurbishment of primary schools (e.g. damp proofing, re-roofing, heating, etc).</li> </ul>	4

Q.2a Some of the revenue generated from taxation is used to fund the protection, preservation and restoration of the country's heritage.

As before, which of the following areas would you most like to see some of this money go to, and which would you least like to see some of this money go to?

**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X26)
<ul style="list-style-type: none"> <li>The safe-guarding and restoration of attractive rural landscapes</li> </ul>	1
<ul style="list-style-type: none"> <li>Improve heritage and environment education through projects in schools and funding of popular TV and radio programmes.</li> </ul>	2
<ul style="list-style-type: none"> <li>Protection and improvement to ancient sites and monuments, including visitor facilities (e.g. access paths, interpretation signs)</li> </ul>	3
<ul style="list-style-type: none"> <li>Safe-guarding and improving coastal landscapes, including wildlife habitats and facilities for walking, etc.</li> </ul>	4

Q.2b Some of the revenue generated from taxation is used to fund the protection, preservation and restoration of the country's heritage.

As before, which of the following areas would you most like to see some of this money go to, and which would you least like to see some of this money go to?

**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X27)
<ul style="list-style-type: none"> <li>Protection and improvement to ancient sites and monuments, including visitor facilities (e.g. access paths, interpretation signs)</li> </ul>	1
<ul style="list-style-type: none"> <li>The safe-guarding and restoration of attractive rural landscapes</li> </ul>	2
<ul style="list-style-type: none"> <li>Safe-guarding, restoration and improvement of historically important buildings, including visitor facilities (e.g. access, interpretation signs)</li> </ul>	3
<ul style="list-style-type: none"> <li>Restoration of canals and rivers, including wildlife habitat and facilities for walking, cycling, fishing, boating, etc.</li> </ul>	4

Q.2c Some of the revenue generated from taxation is used to fund the protection, preservation and restoration of the country's heritage.

As before, which of the following areas would you most like to see some of this money go to, and which would you least like to see some of this money go to?

**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X28)
• Restoration of canals and rivers, including wildlife habitat and facilities for walking, cycling, fishing, boating, etc.	1
• Safe-guarding and improving coastal landscapes, including wildlife habitats and facilities for walking, etc.	2
• Improve heritage and environment education through projects in schools and funding of popular TV and radio programmes.	3
• Safe-guarding, restoration and improvement of historically important buildings, including visitor facilities (e.g. access, interpretation signs)	4

Q.2d Some of the revenue generated from taxation is used to fund the protection, preservation and restoration of the country's heritage.

As before, which of the following areas would you most like to see some of this money go to, and which would you least like to see some of this money go to?

**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X29)
• Improve heritage and environment education through projects in schools and funding of popular TV and radio programmes.	1
• Protection and improvement of habitats for native wildlife and plants	2
• Safe-guarding and improving coastal landscapes, including wildlife habitats and facilities for walking, etc.	3
• Funding of museums to include better exhibitions and visitor facilities	4

- Q.2e Some of the revenue generated from taxation is used to fund the protection, preservation and restoration of the country's heritage.  
As before, which of the following areas would you most like to see some of this money go to, and which would you least like to see some of this money go to?  
**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X30)
• Protection and improvement of habitats for native wildlife and plants	1
• Funding of museums to include better exhibitions and visitor facilities	2
• The safe-guarding and restoration of attractive rural landscapes	3
• Protection and improvement to ancient sites and monuments, including visitor facilities (e.g. access paths, interpretation signs)	4

- Q.2f Some of the revenue generated from taxation is used to fund the protection, preservation and restoration of the country's heritage.  
As before, which of the following areas would you most like to see some of this money go to, and which would you least like to see some of this money go to?  
**SINGLE CODE FOR "MOST" AND SINGLE CODE FOR "LEAST"**

	(X31)
• Funding of museums to include better exhibitions and visitor facilities	1
• Safe-guarding, restoration and improvement of historically important buildings, including visitor facilities (e.g. access, interpretation signs)	2
• Protection and improvement of habitats for native wildlife and plants	3
• Restoration of canals and rivers, including wildlife habitat and facilities for walking, cycling, fishing, boating, etc.	4

**SHOWCARD "1"**

- Q.3a How often do you listen to or watch programmes on the **environment or heritage** on the radio or TV?
- Q.3b How often do you read about the **environment or heritage** in newspapers or magazines or books?

	At least once a week	At least once a month	Several times a year	Rarely	Don't Know	
Q.3a TV programmes.....	1	2	3	4	0	(X32/1)
Q.3b Newspaper/Magazine articles or Books .....	1	2	3	4	0	(X32/2)

- Q.4 Do you belong to any environment or heritage organisations?  
**IF YES: PROBE:** Which organisation?

Birdwatch Ireland.....	1	(X33)
An Taisce (as part of an active retirement organisation).....	2	
Friends of the Earth.....	3	
Irish Peatlands Conservation Council.....	4	
Inland Waterways Association.....	5	
Local organisations .....	6	
Other (SPECIFY _____ &CODE) .....	7	
No-do not belong to any.....	8	

**SHOWCARD "2"**

- Q.5 How interested would you say you are in the environment or heritage?

Very interested.....	1	ASK Q.6 SKIP TO Q.7	(X34)
Fairly interested.....	2		
Not particularly interested.....	3		
Not at all interested.....	4		

ASK IF CODE 1 OR 2 AT Q.5. OTHERS GO TO Q.7

**SHOWCARD "3"**

- Q.6 Which of the following is this interest mostly associated with?  
**RECORD 1<sup>ST</sup> AND 2<sup>ND</sup> MENTION SEPARATELY.**  
**PROBE:** Any others?

	1 <sup>st</sup> Mention (X35/1)	2 <sup>nd</sup> Mention (X35/2)	Others (X35/3)
<u>Recreation</u> in the countryside			
/along the coast.....	1	1	1
Visits to <u>historical</u> sites .....	2	2	2
General interest in <u>Ireland's history and culture</u> .....	3	3	3
General interest in Ireland's <u>wildlife and flora</u> .....	4	4	4
Concern with my <u>personal health</u> (clean air, clean water, diet, exercise).....	5	5	5
Concern for my <u>children or future generations</u> .....	6	6	6
Concern about <u>threats to the environment</u> (global warming, pollution, poor planning, over development).....	7	7	7
The <u>sense of well-being</u> that can be achieved through heritage/ environment-related pursuits.....	8	8	8
Other (SPECIFY _____ &CODE) .....	9	9	9

**INTERVIEWER READ OUT:** I want to talk to you in a bit more detail about heritage. Please remember that the card I have given you explains what we mean when we talk about heritage

**ASK ALL  
SHOWCARD "4"**

**Q.7** As far as you are aware, about how far do you live from a site of heritage interest? (For example; a heritage town, a beauty spot, a historical site, gardens, inland waterways, etc.)  
**SINGLE CODE ONLY**

Less than one mile.....	1	} <b>ASK Q.8</b>	(X36)
Between 1 and 3 miles.....	2		
Between 3 and 5 miles.....	3		
Between 5 and 10 miles.....	4		
Between 10 and 15 miles.....	5		
Between 15 and 20 miles.....	6		
Over 20 miles.....	7		
Don't Know.....	0	<b>-SKIP TO Q.9</b>	

**ASK IF CODES 1-7 AT Q.7. OTHERS GO TO Q.9**

**Q.8** What type of heritage site is this? (e.g. a museum, beauty spot, historical site, gardens, inland waterway, etc.)  
**PROBE TO PRECODES**

Museum.....	1	(X37)
Heritage town.....	2	
Historical site or monument.....	3	
Historical Building.....	4	
Area of scenic beauty.....	5	
Mountain.....	6	
Forest.....	7	
Gardens.....	8	
River or Lake.....	9	
Canal.....	10	
Nature reserve.....	11	
Coast.....	12	
Other (SPECIFY _____ &CODE).....	99	

**ASK ALL**

**Q.9** About how often do you visit such heritage sites in an average year?  
**RECORD AVERAGE NUMBER OF TIMES.**  
**INTERVIEWER: USE LEADING ZEROS, E.G. 7 =**

<input type="text" value=""/> <input type="text" value=""/> ...Times	(X38)
Don't Know.....	0-GO TO Q.11
Never.....	98-SKIP TO Q.12
	(X39)

**ASK IF LESS THAN 5 VISITS PER YEAR AT Q.9. OTHERS GO TO Q.11**

**Q.10** What are the main reasons why you don't visit such heritage sites more than \_\_\_\_\_ (READ OUT NUMBER OF VISITS MENTIONED AT Q.9) times in any average year?

There are few such sites near where I live.....	1	(X40)
I don't have my own means of transport.....	2	
Public transport doesn't go there.....	3	
I'm not aware of where heritage sites are.....	4	
I don't have an interest in heritage.....	5	
Other (SPECIFY _____ &CODE).....	6	
Don't Know.....	7	

**SHOWCARD "5"**

Q.11a Which of the following usually applies when you visit such heritage sites? **MULTICODE IF NECESSARY.**

I tend to visit heritage sites as part of a holiday or short break ..... 1-ASK Q11.b	} GO TO Q.12	(X41)
I often visit heritage sites outside of holidays or short breaks either by myself or with my immediate family .... 2		
I often visit heritage sites when I have relatives or friends visiting me ..... 3		

**ASK IF CODE 1 AT Q.11a. OTHERS GO TO Q.12**

Q.11b Which of the following usually applies when you visit such heritage sites on holiday or during a short break? **SINGLE CODE.**

Visiting heritage is <u>the most important</u> part of my trip ..... 1	(X42)
Visiting heritage is an <u>important</u> part of my trip but not the only one ..... 2	
Visiting heritage is <u>just one of the things</u> I do on my trip ..... 3	
Don't Know/Refused ..... 0	

**ASK ALL SHOWCARD "6"**

Q.12 Which of these statements best describes your opinion about how important or not it is to protect our **Heritage**?

Very important ..... 1	(X43)
Fairly important ..... 2	
Not very important ..... 3	
Not at all important ..... 4	
Don't know ..... 0	

Q.13 What do you consider the benefits, if any, of protecting and improving our Heritage? **DO NOT READ. PROBE TO PRECODES PROBE FULLY.** Any other benefits?

Preserving our <u>natural environment/ wild life/ plant life</u> ..... 1	(X44)
Providing an <u>attractive, natural environment</u> ..... 2	
<u>Economic</u> benefits ..... 3	
<u>Health</u> benefits (e.g. exercise, a clean environment) ..... 4	
Preserving own <u>identity/ cultural traditions</u> ..... 5	
<u>Tourism</u> enhancement ..... 6	
<u>Keeping in touch with the past</u> for future generations / <u>learning from the past</u> ..... 7	
<u>Knowing the past</u> / where we come from ..... 8	
Leaving something <u>for future generations</u> ..... 9	
<u>Preserving our culture / old things</u> ..... 10	
<u>Pride</u> in our <u>country / nationality / in being unique people</u> ..... 11	
Protecting our <u>roots</u> ..... 12	
<u>Educating</u> people ..... 13	
Providing <u>enjoyment for people</u> ..... 14	
Improving our <u>quality of life</u> ..... 15	
Preserving the original <u>streetscape/ surrounds/shape of our towns</u> ..... 16	
Other (SPECIFY _____ & CODE) ..... 99	
Don't know ..... 0	



### SHOWCARD "7"

Q.14 I am going to read our statements people have made in relation to Heritage – using one of the phrases on this card can you tell me to what extent you agree or disagree with each statement?

TICK START & ROTATE ORDER READ OUT ↓	Agree Strongly	Agree Slightly	Neither Agree nor Disagree	Disagree Slightly	Disagree Strongly	Don't Know	
<input type="checkbox"/> Our heritage should be protected.....	1	2	3	4	5	0	X45/1
I am proud of Heritage in Ireland .....	1	2	3	4	5	0	X45/2
<input type="checkbox"/> I would like to have more information about Heritage in Ireland .....	1	2	3	4	5	0	X45/3
I would like to see my local heritage protected within my local community .....	1	2	3	4	5	0	X45/4
<input type="checkbox"/> Protection of our heritage is everyone's responsibility.....	1	2	3	4	5	0	X45/5
Taxpayer's money should be used to fund Heritage protection.....	1	2	3	4	5	0	X45/6
<input type="checkbox"/> People should be penalised for damaging any aspect of our Heritage.....	1	2	3	4	5	0	X45/7
The Government should offer incentives to people to encourage Heritage protection.....	1	2	3	4	5	0	X45/8
<input type="checkbox"/> Heritage should be protected for the tourist's benefit .....	1	2	3	4	5	0	X45/9
The schools should play a more active role in Heritage education.....	1	2	3	4	5	0	X45/10
<input type="checkbox"/> Protecting our Heritage should not interfere with necessary development of our infrastructure e.g. Roads, buildings etc .....	1	2	3	4	5	0	X45/11
Access to Heritage improves my quality of life .....	1	2	3	4	5	0	X45/12
<input type="checkbox"/> More should be done in Ireland to protect buildings of Heritage value .....	1	2	3	4	5	0	X45/13
More should be done in Ireland to protect our countryside .....	1	2	3	4	5	0	X45/14

**INTERVIEWER READ OUT:** Revenue from taxation is used to fund the protection of the country's heritage, along with other public expenditure. Additional funding could be used to protect and improve Ireland's heritage. This could be achieved through a variety of means that include direct methods (e.g. nature reserves, grants to local organisations, environmental advice, education or policy guidance.)

**SHOWCARD "8"**

Q.15 On the assumption that the money is well spent, do you support additional Government spending on heritage?

Yes definitely.....	1-GO TO Q.16a	(X46)
Yes probably .....	2-GO TO Q.16a	
Unsure.....	3-GO TO Q.16a	
Probably not.....	4-GO TO Q.16a	
Definitely not .....	5-GO TO Q.18	
Don't Know .....	0-GO TO Q.16a	

**ASK ALL CODES 1-4 OR 6 AT Q.15. OTHERS GO TO Q.18**

Q.16a Would you, in principle, be willing to pay an additional €5 per year to fund increased protection and improvement of our heritage?

Yes .....	1-GO TO Q.16b	(X47)
No.....	2-GO TO Q.16c	

**INTERVIEWER NOTE:** We are talking about increased taxes for all here rather than a levy on the individual. **READ OUT ONLY IF RESPONDENT SEEMS UNSURE:** "Consider the personal satisfaction you associate over a year with trips to the cinema, meals out, sports matches, weekends away, etc."

**ASK IF YES (CODE 1) AT Q.16a. OTHERS GO TO Q16c**

Q.16b Would you, in principle be willing to pay an additional €10 per year to fund increased protection and improvement of our heritage?

Yes .....	1-GO TO Q.17	(X48)
No.....	2-GO TO Q.16c	

**INTERVIEWER NOTE:** We are talking about increased taxes for all here rather than a levy on the individual.

**ASK IF NO (CODE 2) AT Q16a. OTHERS GO TO Q.17**

Q.16c Would you, be willing to pay half this amount, i.e €2.50 per year to fund increased protection and improvement of our heritage?

Yes .....	1-GO TO Q.17	(X49)
No.....	2-GO TO Q.17	

**INTERVIEWER NOTE:** We are talking about increased taxes for all here rather than a levy on the individual.

**ASK ALL  
SHOWCARD "9"**

Q.17 What would you consider to be the maximum acceptable amount you would consider paying per year to fund our heritage?  
**IF YES, RECORD AMOUNT.  
INTERVIEWER NOTE : IF  
RESPONDENT SAYS "ZERO"  
RECORD AS**

0	0	0	0
---	---	---	---

€					(X50)
<b>RECORD AMOUNT IN EURO USE LEADING ZEROES EG €10 = 0010</b>					

ASK IF NOT WILLING TO PAY ANYTHING AT Q.15 (CODE 5) OR AT Q.17  
OTHERS SKIP TO Q.19.

Q.18 Why would you not be willing to pay anything to fund our heritage?

DO NOT PROMPT  
PROBE TO PRECODES

Not interested in heritage.....	1	(X51)
Not convinced money would be well spent.....	2	
I believe that others should pay .....	3	
I pay enough tax already .....	4	
I object to the question .....	5	
Other (SPECIFY _____ &CODE) .....	6	
Don't know.....	0	

ASK IF WILLING TO PAY ANYTHING AT Q.15 (CODE 5) OR AT Q.17.  
OTHERS GO TO Q.20

SHOWCARD "10 "

Q.19 Which, if any, of the following has influenced the sums you mentioned above? Can you state up to the three most important?

MULTICODES ALLOWED

My interest in Ireland's history and culture.....	1	(X52)
My interest in Ireland's natural environment .....	2	
My ability to freely use or access these places.....	3	
My concern that these places are not being adequately protected .....	4	
Other (SPECIFY _____ &CODE) .....	0	

ASK ALL

Q.20 Are there any item(s) of Ireland's heritage that you think requires extra protection or improvement? PROBE: Anything else?

Museums .....	1	(X53)
Historical sites.....	2	
Areas of scenic beauty .....	3	
Historical monuments.....	4	
Mountains.....	5	
Forests.....	6	
Gardens.....	7	
Rivers or Lakes .....	8	
Canals.....	9	
Nature reserves.....	10	
Coastlines .....	11	
Other (SPECIFY _____ &CODE) .....	99	
None.....	0	

INTERVIEWER READ OUT: Finally, I have a last question to ask you for classification purposes.

SHOWCARD "11 "

Q.21 Roughly what is your household's gross annual income?

PLEASE SELECT THE LETTER THAT BEST CORRESPONDS TO THE AMOUNT

A. Not earning.....	1	(X54)
B. Under €30,000.....	2	
C. €30,000 - €49,000.....	3	
D. €50,000 - €69,000.....	4	
E. €70,000 - €99,000.....	5	
F. €100,000 - €149,000.....	6	
G. €120,000 - €149,000.....	7	
H. Over €150,000 .....	8	
I. Refused.....	9	

THANK- GO TO CLASSIFICATION AND CLOSE

## References

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