Swyddfa Cyllid Ewropeaidd Cymru
Welsh European Funding Office

HERITAGE TOURISM PROJECT
Business Plan
Final Version
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1. Executive Summary

The Heritage Tourism Environment for Growth Convergence Funding Project is a vehicle for delivering customer-focused heritage interpretation and improved heritage destinations, intended to make the Welsh historic environment more intellectually accessible and more enjoyable to visit - for tourists and local residents. It focuses upon:

- development and implementation of pan-Wales heritage interpretation themes and stories;
- improving physical and intellectual access to heritage;
- taking advantage of iconic sites as gateways and hub attractors for regional heritage attraction development;
- access and safety improvements to sites, particularly those with the potential to provide new or improved visitor attractions

A spatial dimension is doubly relevant as a particular geographical area will have features and stories which together present a fuller and more vibrant interpretive package. The main interpretation themes are: Prehistoric Origins and Roman Invasion of Settlement; Spiritual and Inspirational Landscapes; Castles and Princes of Wales; Wales: the First Industrial Nation and Defence of the Realm.

An innovative delivery model has been devised for delivery that reflects the varying nature of the historic environment in Wales. Cadw will act as the delivery agent for its own sites and related activities. A collaborative delivery model has been proposed for other key sites, which have unique location or characteristics for spatial areas where there is an integrated strategy. The Heritage Tourism Project (HTP) partners acting as joint project sponsors will deliver these projects within the programme in accordance with established project management procedures. The HTP will broaden the scope beyond a relatively small number of sites and activities. There will be a number of packages tendering for activities across the spatial areas and themes.

The HTP seeks to address the conclusions from the 2007 Review of Cultural Tourism in Wales for the Department of Rural Affairs and Heritage. The Review identified the need to invest in and upgrade heritage tourism in accordance with an all-Wales coherent strategy. There are few major heritage icons so there is a need to maximise the impact of individual elements rather than merely rely on “headline acts”. Other key weaknesses identified in the Review were weak interpretation at sites and UK market perceptions.

The total project cost will be £19 million. This will deliver:

- interpretation and access development programmes at a minimum of 25 key sites.
- A minimum of 15 tourism product packages for 5 heritage themes and 6 geographical areas that will promote cultural and heritage tourism.
- specialist coaching and mentoring events and activities for 250 participants

These will attract a minimum of 210,000 visitors and create 238 jobs.

The HTP business plan includes particular emphasis on monitoring and evaluation. The intention is to provide an enduring legacy for future heritage tourism activity.
2. Project Description

2.1 Aims

The Heritage Tourism Project is one of a suite of strategic projects being developed to deliver “Environment for Growth” (Priority 4, Theme 3) of the Convergence Programme. The Project will be delivered by Cadw.

The historic environment of Wales is diverse and striking; it is one of the main reasons so many people like to visit Wales. The project will deliver interpretive infrastructure, visitor orientation and reception facilities and tours, trails and events intended to ensure that the key stories about the history and heritage of Wales are presented effectively and coherently and that Welsh heritage tourism is founded on authentic and meaningful stories and experiences. Implementation will be guided by a heritage interpretation plan for Wales.

The project will comprise physical access and environmental works, visitor facilities improvements, interpretive elements such as panels, audio tours and downloads, events and guided tours. Marketing action will be included where it is directly related to promoting the funded actions.

The Heritage Tourism project is one of several projects which have developed from the Draft Cultural Tourism Action Plan for Wales and the Sustainable Tourism Framework. This project is a vehicle for delivering customer-focused heritage interpretation and improved heritage destinations, intended to make the Welsh historic environment more intellectually accessible and more enjoyable to visit - for tourists and local residents. The project elements will be given coherence and context by a pan-Wales heritage interpretation plan (see Appendix 1).

2.2. Activities

The project aims to produce:
• visitor focused heritage interpretation; and
• improved heritage destinations
in such a way that these deliver meaningful, authentic heritage experiences and a lasting sense of what makes Wales special. There are acknowledged issues which the project aims to address as set out below.

1. Inaccessibility of sites – conservation, logistics of access, awareness
   • Open up access to closed or hidden sites
   • Trails and tours
   • Promotional activity and awareness raising including better connecting heritage sites to local communities and tourist or visitor “honey pots”
   • Signposting

2. Dated and intellectually daunting interpretation.
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- Provocative, relevant and engaging stories
- Authentic and meaningful themes
- Broad spectrum of delivery media from traditional to innovative
- Levels and tone of interpretation to suit diverse audiences

3. Insufficient provision for family visit
   - Learning through discovery, activity and fun
   - Events and activities

4. Unappealing visitor environment
   - Welcome and orientation
   - Public realm
   - Visitor centres

The activities will need to operate from a number of angles – thematic, spatial and chronological. The overall framework is set out in the maps at Appendix 2. The spatial areas are:
   - Isle of Anglesey
   - Gwynedd/Conwy
   - Denbighshire
   - Ceredigion/Carmarthenshire
   - Pembrokeshire
   - Swansea Bay

The main themes are:
   - Prehistoric Origins and Roman Invasion of Settlement
   - Spiritual and Inspirational Landscapes
   - Castles and Princes of Wales (Princes of Gwynedd, Princes of Deheubarth, Owain Glyndwr, Edwardian Castles, Marcher Lords)
   - Wales: the First Industrial Nation
   - Defence of the Realm

Details of initiatives to be delivered by the Project are given at Appendix 3.

2.3 SMART Objectives

The project's objective is to maximise the economic value of heritage through increasing the volume, length and value of visitation relating to heritage whether cultural, built or landscape. By the end of June 2015, this project will have implemented the following:
   - interpretation and access development programmes at a minimum of 25 key sites;
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- a minimum of 15 tourism product packages for 5 heritage themes and 6 spatial areas that will promote cultural and heritage tourism and support delivery of the Assembly Government's Sustainable Tourism Framework.
- 210,000 additional tourism visits.
- Creation of 238 jobs - 18 jobs directly and a further 220 jobs indirectly largely through visitor spending.
- 250 participants in specialist coaching and mentoring events and activities.
- 200 participants gaining coaching and mentoring course completion.

2.4 Contribution to the delivery of WAG policies

In addition to delivering against the Environment for Growth framework, this project is one of a suite of co-ordinated strategic projects that will help deliver the Welsh Assembly Government’s Sustainable Tourism Framework.

The project delivers against the following policies and strategies.

1. Mainstreaming Equality – A Strategy by the Welsh Assembly Government

The improvements of accessibility (both physically and intellectually) at key heritage sites will help address equality issues.

2. Wales Spatial Plan

A spatial dimension is central to this project and its management as a particular geographical area will have features and stories which, added together present a fuller and more vibrant interpretive package; from the tourism perspective, visitors and operators will be looking for packages and tours in a destination area. The 2008 update of the Spatial Plan includes several references to the historic environment relevant to this project.
- Valuing our environment – ‘Make better use of opportunities linked to the environment: in each Spatial Plan Area identify sustainable tourism and leisure opportunities and ways to realise them’.
- Sustainable communities – ‘Encouraging the identification celebration and protection of local and historic character and distinctiveness that give all communities a unique sense of place’.
- All Spatial Plan Area statements include references to heritage, archaeology and/or the historic environment in terms of tourism development and ‘Respecting Distinctiveness’.
- The schemes within the Project will be viewed not only in terms of how they connect within their very local area, but; also in how they contribute to the leisure and business offer of the spatial plan area of which they are a part. This is underpinned by an explicit consideration of how the Project contributes to Sustainable Regeneration frameworks in each area and in active tracking of the spatial distribution of schemes by type across the convergence area.

3. Building Local Capacities

A critical element of true sustainability relates to the capacity of individuals, organisations and, crucially, communities to take a strategic approach to planning and management. Whether it is in terms of enabling individuals with
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new practical skills and attitudes or engaging with businesses and communities on harnessing and utilising the local heritage, there will be a clear focus on improving the analytical and strategic capacities of all involved. Only in this way can legacy objectives of the HTP be made possible.

4. Holistic Approach
The Project will address issues of economic disadvantage in the convergence area by taking action on both the demand side (for example increasing the level of resident and visitor spending) and the supply side to improve (ie improving employability). This holistic approach will also extend to the sustainable development “tripod” of the economy, environment and society. Actions will only be accepted as effective if they perform well in all three categories

5. Lisbon Agenda
The predicated job and economic outcomes of this project will help towards the primary aim of the Lisbon Agenda i.e. ‘to become the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion.’

6. Gothenburg Agenda
This project achieves the environmental dimension of the Gothenburg Agenda for example the new build aspects will all comply with the climate change priorities, consideration will be made to waste reduction, renewable resources etc.

The Heritage project’s strategic aims are also highlighted as priorities in these documents,
• Cultural Tourism Strategy for Wales (Draft)
• Making the connections
• WAVE: A vibrant economy
• Wales Environment Strategy
• The Sustainable development action plan

The Project will also make a major contribution to many of the aspirations set out in the Assembly Government’s One Wales document. Specifically, the project will contribute towards:
• Promoting tourism by drawing on our unique assets in culture, history and the environment (p.15);
• Creating jobs across Wales (p.13);
• Tackling climate change (p.30);
• Improving access (p.19);
• Encouraging physical activity and promoting health (p.36)

2.5 Stakeholder consultation

The initial project concept is the product of extensive scoping discussions between Cadw and sector interests particularly in the public and third sectors. Cadw’s programme of community profiling exercises provided further information of local
aspirations for the part the historic environment could play in local tourism
development.

There was a preliminary workshop in January 2008 with key stakeholders and four
regional workshops in April and May 2008. The Director of Cadw and the Project
Manager had a number of follow up meetings with interested parties until end
November 2008. Two further workshops were held in late 2008. A dedicated web
page with supporting documents was set up on the Cadw website including an
invitation to submit project idea with project proforma for guidance. Over 80 project
ideas were submitted up to December 2008. The Project Steering Group has
representatives from a range of organisations to help ensure stakeholders views are
considered: Visit Wales, National Museum Wales, Regional Tourism Partnerships,
CyMAL, Welsh Local Government Association and the Welsh Council of Voluntary
Associations.

Cadw is also represented on the Environment for Growth Steering Group where
there are a number of stakeholders and issues of common interest for the HTP and
other E4G projects can be raised. There has also been general collaboration
between the various E4G projects to ensure clarity of roles and boundaries of work.

These meeting and contacts with stakeholders produced a significant number of
project ideas from a range of organisations across Wales and assisted in developing
the project by providing an assessment of need. Cadw was also able to provide
assurance for example that non-Cadw sites were an integral element of the project
and would be treated equitably alongside schemes for Cadw-controlled sites.

2.6 An innovative project

The Project is innovative in a number of ways. A framework has been established
within which the initiatives will need to operate (see maps at Appendix 2). The
initiatives will need to fit in a variety of ways- thematic, spatial and chronological.
Structurally, it seeks to weave together a range of activities and organisations and
seeks to align them in a single strategic purpose across the Convergence Area (with
reduced involvement in the Valleys Regional Park area). Key to this drive is the
ability to identify and maximise synergies between projects. The Project will also
explicitly target the appropriate dissemination of interpretation and presentation
approaches, measurement and monitoring between schemes and enable the
iterative development of best practice across schemes.

More generally, the Project is a relatively unusual bid in that it simultaneously seeks
to improve the demand and supply side of the visitor economy in Wales, all centred
around a strong single heritage tourism theme. Thus, the Project will seek to
increase the level of expenditure in Wales, and also localise (as far as is possible)
the ultimate welfare impacts of that expenditure by enabling currently economically
excluded communities and people to interact with the visitor economy.
Implementation will be guided by a heritage interpretation plan for Wales with objective of increasing the quality, consistency and coherence of interpretation, thus enhancing the visitor experience. The plan will operate from a number of different perspectives - thematic, spatial and chronological. The themes will all be capable of being presented and promoted on a pan-Wales, regional and local basis. No other European country has as yet developed a national heritage interpretation plan.

The intention is to broaden the visitor experience beyond the narrow confines of a site to connect with the local community and the surrounding area as well as link to the broader interpretive themes. The involvement of the local community is intended to increase tourism synergies, enhance 'sense of place' and to increase collaborative planning and therefore sustainability.

Where appropriate, the project will be seeking to utilise the latest ideas and technology for interpretation and presentation.

2.7 Target beneficiaries

It is intended to make the Welsh historic environment more intellectually accessible and more enjoyable to visit - for tourists and local residents. The extra visits will generate jobs directly in heritage sites and more widely in the local economy through additional spend generated by the extra visits, longer stay and increased activity outside the peak season.

Given it is an umbrella project that encompasses a wide range of schemes, the Project has a wide variety of target beneficiaries. These include:

- Visitors - including both tourists visiting Wales and residents of Wales engaging in heritage visits;
- Businesses in Wales, who will benefit from additional business and experience of supplying the growing heritage tourism sector;

The marketing of the HTP overall will be handled largely by Visit Wales across E4G. This is designed to avoid duplication and ensure there is a consistent and coherent approach. However, there will be promotional activity and awareness raising as an integral part of the delivery of individual initiatives. This will include better connecting heritage sites to local communities and tourist or visitor “honey pots”.

In addition, potential beneficiaries will include individuals who are unemployed or economically inactive who need to enhance their skills and who would benefit from:

- coaching and mentoring, volunteering opportunities. Community engagement and support is included in the outline selection criteria (Appendix 5). This will provide volunteering and coaching and mentoring opportunities to build capacity;
- employment, or work experience. Job opportunities and work experience will arise largely from the employment supported by visitor spending generated by HTP initiatives.


2.8 Project Coverage and Base

The project will be managed by Cadw which has its headquarters in Nantgarw. Cadw staff are based in various parts of Wales and head office staff regularly travel across Wales as part of their duties. It will be a pan-Wales project, but monies received through Convergence Funding will be spent in the Convergence Area. Delivery organisations will be based across the assisted areas. In order to maximise the benefits in the Convergence Area from the various initiatives, in exceptional circumstances, activity on a limited scale will be permitted just outside the Convergence Area. The proposed Owain Glyndwr initiative for example might allow appropriately justified activities in Machynlleth and Sycharth. There might also be minor efforts relating to signposting at key access points for example M4 Magor, A55, Cardiff Airport.

A spatial dimension is doubly relevant as a particular geographical area will have features and stories which, added together present a fuller and more vibrant interpretive package; from the tourism perspective, visitors and operators will be looking for packages and tours in a destination area. The proposed geographical areas set out below (and in maps at Appendix 2 together with linked themes) will act as focal points for the development of themed activities and events:

- Anglesey
- Gwynedd and Conwy
- Denbighshire
- Ceredigion and Carmarthenshire
- Pembrokeshire
- Swansea Bay

2.9 Equal Opportunities and Environmental Sustainability

All operations carried out by Cadw in support of the Project will be fully compliant with the Environmental Sustainability and Equal Opportunities cross-cutting standards. Compliance with these standards will also be required by all other organisations that deliver activity under the Project. The invitation to tender will include reference to the WEFO guidance and will request applicants to include details of what their scheme can contribute to the Environmental Sustainability and Equal Opportunities objectives. Support will be made available to assist respondents to do this. All tenders will be assessed for compliance through use of a specially designed scoring system. All contracts will include specific conditions of this as a requirement. This will include targets that will be monitored.

The Project prioritises employment that is more resistant to growing environmental pressures, and better placed to take advantage of future growth opportunities (meaning they are embedded and sustainable) for example UK tourism spending potentially re-localises due to increases in travel costs and tougher economic conditions.

The HTP is an umbrella project with a relatively large number of initiatives and each initiative may have a number of underlying project elements. Practicability and proportionality will taken into account in setting conditions. Certain heritage sites for
example are in locations which mean it might not be practicable to obtain a BREEAM excellent rating for new buildings. The project will strive to achieve the best practicable standard.

The following specific actions will be implemented by the project.

**Equal Opportunities cross-cutting theme**
- Staff recruitment in accordance with equalities legislation.
- Access improvements will address barriers both physical and intellectual.
- DDA regulations – Cadw’s own published access strategy and ‘overcoming the barriers’ guidance on access and historic buildings demonstrate best practice in terms of incorporating DDA compliance.
- Buildings will be accessible and DDA compliant wherever practicable.
- There will be specific initiatives that provide opportunities for disabled people to access sites and activities based on examples Cadw and delivery partners have used previously.
- Community involvement – there will be volunteering and coaching and mentoring opportunities to build capacity.
- All information will be bi-lingual. Where practicable, all marketing, PR and coaching and mentoring material will be made available in accessible formats.
- The Cadw website is part of the wider WAG website which complies with WAG’s accessibility guidance. Where practicable, the relevant sections of other organisations’ websites will be required to comply with WAG’s accessibility guidance or the equivalent.
- An anti-discrimination statement will be included. This will state for example that eligible participants will not be discriminated against on the grounds of age, gender, disability, race religion or belief, sexual orientation.
- Equal opportunities data will be collected in line with the common monitoring and evaluation framework which is being drawn up across E4G in conjunction with Cardiff University.

**Environmental Sustainability cross-cutting theme**
- In order to comply with WAG’s Sustainable Buildings for Wales ruling, all new builds funded through the project; where practicable, will be required to formally obtain BREEAM ‘Excellent’ standards, to be certified at the Post-Construction Review stage. In addition, where practicable, all new builds will be required to meet the Sustainable Buildings for Wales’s ruling that requires a minimum standard for recycled content: at least 10% of the total value of materials used should derive from recycled and/or reused sources.
- The absolute requirements, where practicable, for new build will not extend to refurbishments or extensions. However the highest possible environmental standards will be expected. Where practicable and proportional, evidence will need to be provided in those cases that BREEAM ‘excellent’ standards were aspired to but not deemed practical, and give details as to the environmental measures that were incorporated.
- Local building materials are to be used wherever possible. The WAG sustainable procurement model or its equivalent will be expected to be used.
- Impact on the environment – studies are part of site master planning.
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- Encourage transport by other than car though for example bus and rail details given in literature and website and bicycle racks. Working with delivery partners and transport companies to promote joint ticketing and offers.
3. Project Management and Delivery

3.1 Organisational ability to deliver

Proven track record

Cadw is the Welsh Assembly Government's historic environment division. It aims to
• protect and sustain;
• encourage community engagement in;
• improve access to
the historic environment of Wales. This includes historic buildings, ancient
monuments, historic parks, gardens and landscapes, and underwater archaeology.

Cadw has been responsible for the largest number of publicly accessible heritage
sites in Wales for many years. In fulfilling this role, Cadw has long experience of
project management and delivery in the heritage tourism field in respect of sites
(directly managed and others not within control), events and heritage-related training.

3.2 Organisational Structure

Cadw has established an external Project Steering Group to provide strategic
overview. It offers external feedback and range of expertise. It monitors:
• overall direction of the project
• choice of project elements
• procurement decisions
• co-operation between Cadw and external stakeholders

It is chaired by the Cadw Director and other members represent Welsh Local
Government Association, Regional Tourism Partnerships, Heritage Lottery Fund
Wales, National Museum Wales, Wales Council for Voluntary Action, Visit Wales
and CyMAL. The Group is serviced by the Heritage Tourism Project Co-ordinator.

Cadw has also established an internal Cadw Project Board. This provides strategic
direction for all Cadw projects including the HTP. The Board’s main concern is
overall progress against key milestones and objectives. Review of detailed
operational issues and options lies with the Steering Group. A member of the Cadw
Management Team is to be Senior Responsible Owner (SRO) for the HTP. The
SRO will produce summary progress reports for Project Board at scheduled dates.

Core Cadw team
• Project co-ordinator (reporting to Director, Cadw)
• Project Officer (reporting to Project co-ordinator)
• Finance Officer (reporting to Project co-ordinator)
• Procurement Officer (reporting to Senior Procurement Manager)
• Administrative support officer
Job descriptions for the above staff are attached at Appendix 6

3.3 Procurement Arrangements

Proposed procurement approach – including appropriate joint sponsorship model

i. Cadw acting as delivery agent – normal Cadw procurement rules apply. Details of activities to be delivered by Cadw are given at Appendix 3.1.

Cadw not acting as delivery agent

There are three potential types of joint sponsor

• Any all-Wales joint sponsor (currently not envisaged)
• Strategic geographical joint sponsor providing match funding (see ii below)
• Specific site joint sponsor (see ii below).

ii. Joint Sponsorship is to be used for

• Gateway sites and other key sites, which have unique location or characteristics, and this is controlled by a particular body so that there is only one supplier (Pembrokeshire Coast National Park Authority and Carew Castle, City and County of Swansea and Oystermouth Castle. Segontium Roman Fort is under discussion).
• Geographical areas where the local authority has an existing comprehensive integrated heritage tourism strategy with accompanying match funding (Isle of Anglesey).

The procurement procedure that will apply to joint sponsorship is set out in Appendix 4. This collaborative approach is considered most appropriate for this element of the project. Each joint project sponsor will part fund the programme and this funding will be an integral part of the overall match funding for the HTP. The projects will be assessed according to specific criteria taking account of a range of factors set out in Appendix 5. This is a tried and trusted procurement model. Joint sponsors will incur project management costs.

iii. Wider tendering of activities

The aim is to broaden the scope of the project beyond relative small number of sites and activities. Details of activities to be delivered by wider tendering are given at Appendix 3.3. It is proposed to use the EPIC (Engineer, Procure, Install, Commission) concept, sometimes known as Design and Build. This involves awarding to a single tenderer, or tendering consortium a project from detailed design through to commissioning.

Whilst this type of procurement strategy is generally used for major construction contracts, the principles can also be applied to many other types of contracts,
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including those for the provision of services. In these cases, the delivery agent will have established experience and expertise in the provision of the service required and will already have in place the organisation and procedures to provide the service, which can be quickly applied to the customer's requirements. Further details are given at Appendix 4.2.

Project Selection Board
Cadw will appoint a Selection Board to select Delivery Agents. This will be chaired by Cadw's Senior Procurement Manager. The Board Chair will approve the scope of the invitations to tender and will make the final decision as regards project selection. Appeals or complaints concerning decisions made will be referred to the Steering Group. The Selection Board will operate independently from the Steering Group. The outline selection criteria are set out in Appendix 5.

Help to small organisations
Help will be provided to small organisations in the following way.

1. Offer them the chance to bid for contracts via Sell2 Wales where Cadw is directly engaging contractors. This is open to all organisations, irrespective of size.

2. If requested, provide instructions on how to register onSell2 Wales. The Welsh Assembly Government (Value Wales) can provide advice and support to organisations to help guide them through the general principles of the procurement process and draw their attention to opportunities.

3. Support will be available from WAG DE&T and Local Authority Spatial European Teams

4. WCVA will provide training on tendering and procurement to third sector organisations through the Third Sector European Team (3-SET) Project.

5. Support and advice will be given to all organisations to help them to plan and undertake monitoring and evaluation. This will also help ensure consistency and comparability across the HTP.
4. Need and Demand for the Project

4.1 Need for the project

Cultural Heritage Tourism in Wales

There was a review of Cultural Tourism in Wales in 2007 by Stevens & Associates for the Department of Rural Affairs and Heritage. The main conclusions set out below identified for the need to invest in and upgrade heritage tourism in accordance with an all-Wales coherent strategy. These are currently being taken forward as part of the Cultural Tourism Action Plan.

• In comparison with international competitors cultural tourism experience in Wales was relatively weak. There is still a great deal to be done to develop the product to make it more marketable for the tourist and local visitor.

• International best practice highlights the importance for tourism of sustained investment of cultural assets of a country often linked to a bold innovative approach to both strategy and implementation.

• There are few major heritage icons. This means there is a need to harness the power of the sum of the parts rather than to rely on “headline acts”. Therefore, in comparison with our direct competitors, Wales’ heritage strengths have to better developed and promoted. The HTP adds value to heritage tourism products and help to signpost visitors to other areas, particularly where there are few major icons.

• In the 2006 UK Visitor Satisfaction Survey, Wales scores relatively well in terms of availability and choice of castles and historic sites. However the score for overall enjoyment of these sites is lower, indicating further work to engage and entertain the visitor once at these sites.

• A separate identity for Wales is now fundamental to the whole approach towards marketing Wales. We are now making increasing use of heritage to challenge negative perceptions of Wales and to provide a competitive edge over Wales’ main competitors. There are good opportunities to develop stronger campaigns around destinations and themes.

• Training is needed to bring heritage and tourism sectors in Wales together. The lack of cohesive marketing dilutes the impact of Wales’ attractiveness as a heritage destination.

SWOT analysis key points – December 2007 Stevens & Associates Report

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<td>Weak interpretation at sites</td>
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<td>Historic towns/ villages</td>
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4.2 Demand for the activities to be undertaken within the project

Cadw sites and facilities

In 2007 and 2008 Cadw commissioned research into the profile of visitor and events customers summer to most of its staffed sites during the summer season. Interviewees were also asked about their satisfaction with facilities and site interpretation. The results for both years were broadly similar. The vast majority of the sample were on holiday and not Welsh residents. While overall satisfaction levels were high, particularly when a visit coincided with a special event, many visitors were less satisfied with site interpretation, in particular commenting that it was not suitable for younger visitors. Further research was also undertaken in the 2008 “shoulder” season, the preliminary results of which are broadly in line with the earlier research. It is also planned to undertake similar research in future years.

Also in 2007 Cadw commissioned Atkins Heritage Management to draft ‘statements of interpretive significance’ for over 40 of its sites. These reports also included an assessment of current visitor activity and a critique of the overall visitor product.

Communities: - issues and aspirations

Since 2007 Cadw has also been undertaken a programme of community profiles, to better understand the socio-economic profile, issues and aspirations of the communities living around many of its monuments. To date over 60 profiles have been completed covering more than 80 monuments and, to varying degrees, the research indicates that communities want to work with Cadw to maximise the use of the monument as a local resource and to reap social, educational and economic benefits, which could accrue from an improved visitor experience.

Cadw has been undertaking various projects to improve accessibility and the visitor experience in line with the interventions proposed for this project. These include:

Bluetooth mobile phone interpretation project at Raglan, 2008

At Raglan Castle, a Bluetooth transmitter has been installed in the new Visitor Reception that prompts visitors to download a narrative drama to their own mobile phones exploring the key themes of the role of Raglan as a high-status residence and the impact of the Civil War. The narratives tell the story from three different perspectives: a Parliamentary veteran reflecting on the strength of the fortifications, the lady of the house bemoaning the loss of the fine furnishings, glass windows and interiors, and a dialogue between two servants, one supportive of the Royalists, the other of the Parliamentarians.

The concept has proved highly successful with 20% of visitors using the service. All age groups and both women and men could use the technology. The use of Bluetooth allowed Cadw to communicate stories to a broader spectrum of visitors. A
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further trial is being set up at another site to test how the technology will work at an unstaffed site.

Time Detectives family activity at Conwy Castle, 2008

At Conwy Castle, a ‘Cadw Time Detectives’ branded family group activity has been installed to encourage greater exploration of the castle. It is based around the story of the taking of the castle by Welsh rebels in 1401, bringing a different perspective to the usual story of the campaigns of Edward I.

The trail encourages families to explore the castle looking for interpretive panels in a whodunit type activity. On completion, the time detectives ‘win’ a badge. Regular reprints of the time detective booklet prove its popularity. Evaluation of the trail has shown a near 100% satisfaction by all users and that it would encourage the users to visit other Cadw sites if they knew there were similar trails to follow.

Other projects include

- Pilot interpretive interventions for children and people with sensory impairments at Castell Coch and Plas Mawr, 2007;
- Audio post interpretation at Caerwent and Blaenavon and new dressed rooms and ambient sound at Blaenavon, 2008;

In addition the project will benefit from pilot projects on the use of hand-held technology undertaken by the Royal Commission in Ruthin and Blaenavon and their subsequent guidance publication.

Cost benefit analyses of potential developments tend to be confidential to the commissioning body. Cadw, in partnership with the National Trust, commissioned a series of studies assessing both the current performance of Chirk and also options for its development. These studies, completed in late 2006, are confidential but the methodologies and calculations can be applied to project ideas put forward for the Heritage Tourism project.

Avoidance of any potential duplication and/or displacement of existing activity

The development of this project has taken place in close collaboration with other E4G project leads through an E4G Project Coordinating Group, to avoid any duplication, and maximise the opportunities for benefit. There is also an E4G Project Sub Group where each of the project leads meets to share best practice to ensure that there is consistency across the programme.
5. Options for Project Delivery

The objective is to provide an integrated, coherent heritage tourism package across the assisted areas within a short timescale so that the HTP has a tangible effect.

Given that Cadw and the co-sponsors control the gateway sites, the only realistic approach to delivery is for them to develop and deliver them (taking into consideration the needs of all stakeholders involved). Cadw and the Co-sponsor will then procure the delivery of the activity.

There might have been more extensive use of joint sponsorship, but initial investigations suggested that very few organisations appear able to provide the appropriate match funding. The apparent difficulties with match funding may also have an effect on the nature and range of activities which can be provided. The exact position can only be determined through the tendering process and the detailed examination of business plans in the case of joint sponsorship.

The HTP comprises three elements

1. Strategic Projects delivered by Cadw

This utilises key Cadw sites as gateways and hub attractors for regional heritage attraction development. Delivery of these projects takes advantage of Cadw’s proven track record. Cadw has been responsible for the largest number of publicly accessible heritage sites in Wales for many years. In fulfilling this role, Cadw has long experience of project management and delivery in the heritage tourism field in respect of sites (directly managed and others not within control), events and heritage-related training.

2. Joint sponsorship (See Appendix 4 for further details)

2.1 Specific sites

There are certain key heritage sites which have unique location or characteristics and this is controlled by a particular body so that there is only one supplier. This collaborative approach is considered most appropriate given the sites cannot be developed without the relevant HTP partner. This method is to be used with: Carew Castle and the Pembrokeshire Coast National Park Authority; and Oystermouth Castle and the City and Council of Swansea. Consideration is also being given to the development of Segontium Roman Fort in Caernarfon.

2.2 Geographical Joint Sponsor

Cadw wishes to ensure the HTP utilises so far as possible existing activities and strategies in accordance with the Assembly Government’s Making the Connections Programme. Where there is an existing heritage tourism strategy, which aligns broadly with HTP’s aims and themes and the partner can contribute appropriate match funding to relevant HTP projects, Cadw will engage with the organisation as a
3. Wider tendering of activities

It is essential the project scope extends further than a relatively small number of sites and activities. It is wished to utilise wherever possible the more detailed knowledge of geographical areas held by other organisations. This will help ensure the project maximises its impact in each particular geographical area whilst linking to the project’s interpretive themes and sites and activities in other areas.

The involvement of joint sponsors with detailed knowledge of geographical areas would be one means of increasing the flexibility and range of the activities which might be offered. However, there has been difficulty in identifying potential suitable joint sponsors in many instances due to lack of match funding.

It is proposed to use the EPIC (Engineer, Procure, Install, Commission) concept, sometimes known as Design and Build. This involves awarding to a single tenderer, or tendering consortium a project from detailed design through to implementation.

Whilst this type of procurement strategy is generally used for major construction contracts, the principles can also be applied to many other types of contracts, including those for the provision of services. In these cases, the delivery agent will have established experience and expertise in the provision of the service required and will already have in place the organisation and procedures to provide the service, which can be quickly applied to the customer’s requirements. This method offers flexibility whilst being a recognised form of procurement contract. Further details are given at Appendix 4.2.

Targeted Match Funding (TMF)

Cadw is also applying to act as a distributor of TMF. If successful, it will allocate this ‘last resort’ fund to those activities and sites which meet HTP’s selection criteria (See Appendix 5), but there are no organisations able to deliver these activities without additional funding. Selection criteria for each procurement package will include a weighted element for funding provision (see Appendix 5). If the winning organisation is seeking match funding, further evidence of need will need to be provided. For broad, planning purposes, the assumption is that the overall match funding package will be in the region of 70-80% for wider tendered activities. The precise extent will be clearer from the results of the initial procurement exercises. In all instances, a maximum will be sought from other sources and a minimum from the TMF.
6. Outputs and Results

6.1 Quantified outputs and results

The outputs and results from the HTP as a whole are set out below.

<table>
<thead>
<tr>
<th>Initiatives developing the natural and/or historic environment</th>
<th>Minimum of 15 (across 5 heritage themes and 6 geographical areas)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Additional tourism visits</td>
<td>210,000</td>
</tr>
<tr>
<td>Gross jobs created</td>
<td>18 (see also indirect jobs created)</td>
</tr>
</tbody>
</table>

In addition, the Project will produce the following.

<table>
<thead>
<tr>
<th>Indirect jobs created</th>
<th>Minimum of 220 (with 18 jobs created directly producing 238 overall)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Through the indirect multiplier effect of employment supported by visitor spending generated by HTP development</td>
<td></td>
</tr>
<tr>
<td>Provision of specialist training and mentoring events</td>
<td>250 participants 200 completing events</td>
</tr>
</tbody>
</table>

The activities to deliver the outputs and results will need to be linked thematically, spatially and chronologically (see outline framework maps at Appendix 2). A spatial dimension is doubly relevant as a particular geographical areas will have features and stories which together present a fuller and more vibrant interpretive package; from the tourism perspective, visitors and operators will be looking for packages and tours in a destination area.

The number of visits are produced by Cadw which has based them on its past experience of managing visitor facilities and events programmes.

It should be noted that the direct and indirect jobs above associated with the project are disaggregated as follows:

a. New permanent jobs directly associated with HTP project elements and management, and that employment consequently supported throughout the Welsh economy via supply chain and wage effects;
b. Employment supported by visitor spending generated in the Welsh economy by HTP development at sites and other activities;
c. Employment associated with project spend, on infrastructure, project officers and other spending;

These employment estimates are based on the Welsh Input-Output Tables and the Tourism Satellite Account for Wales. The following should be noted.
Heritage Tourism Project - Business Plan

• The estimate of gross jobs provided in (a) above can be considered as permanent jobs, with the ‘direct’ element based at HTP sites, and with the ‘indirect’ diffused throughout the Welsh economy;
• Employment estimated in (b) and (c) above is in terms of person years of employment, and a figure equivalent to ‘permanent jobs’ is provided using the accepted assumption that ten person-years of employment equals one permanent job
• The estimates presented may include some element of double counting if jobs presented in (a) are to some degree supported by visitor spending.

6.2 Other outputs

HTP will provide an enduring legacy for future heritage tourism projects in Wales. This will be achieved as a result of HTP developing a methodology and integrated thematic and spatial strategic framework. Further elements of the enduring legacy will include the following.

• The changed attitudes of communities to the heritage assets around them - and how these can be seen as a source of enjoyment and of economic value.
• Changed attitudes and improved economic engagement of economically inactive individuals that benefit from participation in HTP activities.
• Improvements in the skill levels of those who engage in HTP projects, in order to secure employment.
• Opportunities for unemployed individuals to gain work experience, training and/or volunteering opportunities.

We will record numbers and report on people involved through employment and/or participating in training, or volunteering from the following groups:
• those economically inactive due to ill health; and
• the unemployed and those who need to improve their skill levels.
### 7. Financial Profile

#### Estimated Expenditure and Funding

<table>
<thead>
<tr>
<th></th>
<th>£ million</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Prehistoric origins and Roman invasion and settlement</td>
<td></td>
<td>0.090</td>
<td>0.240</td>
<td>0.190</td>
<td>0.540</td>
<td>0.140</td>
<td>0.080</td>
<td>0.020</td>
<td>1.300</td>
</tr>
<tr>
<td>2. Spiritual and inspirational landscapes</td>
<td></td>
<td>0.125</td>
<td>1.008</td>
<td>0.548</td>
<td>0.120</td>
<td>0.120</td>
<td>0.050</td>
<td>0.020</td>
<td>1.990</td>
</tr>
<tr>
<td>3. Castles and princes</td>
<td></td>
<td>0.114</td>
<td>1.131</td>
<td>2.868</td>
<td>3.745</td>
<td>1.320</td>
<td>0.443</td>
<td>0.050</td>
<td>9.671</td>
</tr>
<tr>
<td>4. Industrial heritage</td>
<td></td>
<td>0.000</td>
<td>1.130</td>
<td>0.825</td>
<td>0.725</td>
<td>0.400</td>
<td>0.100</td>
<td>0.020</td>
<td>3.200</td>
</tr>
<tr>
<td>5. Defence of the Realm</td>
<td></td>
<td>0.000</td>
<td>0.200</td>
<td>0.100</td>
<td>0.100</td>
<td>0.100</td>
<td>0.000</td>
<td>0.000</td>
<td>0.500</td>
</tr>
<tr>
<td>6. National strategic Issues</td>
<td></td>
<td>0.329</td>
<td>3.709</td>
<td>4.531</td>
<td>5.230</td>
<td>2.080</td>
<td>0.673</td>
<td>0.110</td>
<td>16.661</td>
</tr>
<tr>
<td>Project management, monitoring &amp; evaluation</td>
<td></td>
<td>0.176</td>
<td>0.225</td>
<td>0.256</td>
<td>0.225</td>
<td>0.274</td>
<td>0.146</td>
<td>0.147</td>
<td>1.449</td>
</tr>
<tr>
<td></td>
<td></td>
<td>0.505</td>
<td>4.204</td>
<td>5.057</td>
<td>5.655</td>
<td>2.504</td>
<td>0.819</td>
<td>0.257</td>
<td>19.000</td>
</tr>
</tbody>
</table>

#### Funding

|                      |           |      |      |      |      |      |      |      |       |
| Cadw Projects        |           | 0.256 | 1.239 | 1.447 | 0.985 | 0.794 | 0.269 | 0.081 | 5.071 |
| Direct Sponsors      |           | 0.022 | 0.127 | 0.484 | 0.944 | 0.072 | 0.017 | 0.006 | 1.670 |
| Wider activities     |           | 0.278 | 1.366 | 1.931 | 1.929 | 0.866 | 0.285 | 0.086 | 6.741 |
| Total match funding  |           | 0.278 | 1.710 | 2.240 | 2.206 | 1.052 | 0.345 | 0.106 | 7.937 |
| EU funds             |           | 0.227 | 1.892 | 2.275 | 2.545 | 1.127 | 0.369 | 0.116 | 8.550 |
|                      |           | 0.505 | 3.602 | 4.516 | 4.750 | 2.179 | 0.714 | 0.222 | 16.487 |
| Targeted Match funding estimated requirement |           | 0.000 | 0.602 | 0.541 | 0.905 | 0.325 | 0.105 | 0.035 | 2.513 |
| Total funding        |           | 0.505 | 4.204 | 5.057 | 5.655 | 2.504 | 0.819 | 0.257 | 19.000 |

Total project costs have increased by £4 million to £19 million from the £15 million in the Expression of Interest. Information received through meetings and contacts with stakeholders suggests there is need and capacity to support the increased investment. For example, over 80 project ideas were received with an overall indicative cost exceeding £70 million. This does not include the cost of projects to be delivered through Cadw.

Forecast expenditure and timing is based on experience of previous capital projects and event management within Cadw.

**Cadw Project Management Costs**
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Estimates have been prepared for CCW staff resources. This includes the staff within the core Cadw team and others outside the core team who will only work some hours on HTP. Staff resource costs have been increased by 5% per annum to allow for inflation and increment increases.

Core Cadw team
Project co-ordinator
Project Officer
Finance Officer
Procurement Officer (75%)
Administrative support officer (50%)
In addition, the Senior Procurement Manager (25%)

In addition in-house Cadw staff will be used for each of the projects that Cadw is implementing directly (ie acting as delivery agent). In all cases, where staff do not work full-time on the project, staff costs must be evidenced by timesheets before claims are made.

External consultants will also be used to assist with scheme evaluation and monitoring.
8. Financial Package

Estimated cash flow

<table>
<thead>
<tr>
<th></th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project management,</td>
<td>0.154</td>
<td>0.228</td>
<td>0.253</td>
<td>0.228</td>
<td>0.270</td>
<td>0.157</td>
<td>0.159</td>
<td>1.449</td>
</tr>
<tr>
<td>monitoring and</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>evaluation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project expenditure</td>
<td>0.145</td>
<td>1.835</td>
<td>2.318</td>
<td>1.700</td>
<td>1.236</td>
<td>0.481</td>
<td>0.057</td>
<td>7.771</td>
</tr>
<tr>
<td>Third party claims</td>
<td>0.299</td>
<td>2.063</td>
<td>2.571</td>
<td>1.928</td>
<td>1.506</td>
<td>0.638</td>
<td>0.216</td>
<td>9.220</td>
</tr>
<tr>
<td>paid by Cadw</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Joint Sponsors</td>
<td>0.009</td>
<td>0.095</td>
<td>0.347</td>
<td>1.346</td>
<td>0.305</td>
<td>0.021</td>
<td>0.007</td>
<td>2.130</td>
</tr>
<tr>
<td>Wider activities</td>
<td>0.000</td>
<td>1.147</td>
<td>1.259</td>
<td>1.129</td>
<td>0.805</td>
<td>0.324</td>
<td>0.120</td>
<td>4.784</td>
</tr>
<tr>
<td>Total Cadw expenditure</td>
<td>0.308</td>
<td>3.305</td>
<td>4.178</td>
<td>4.403</td>
<td>2.615</td>
<td>0.983</td>
<td>0.343</td>
<td>16.134</td>
</tr>
<tr>
<td>EU funds</td>
<td>0.076</td>
<td>1.581</td>
<td>2.175</td>
<td>2.547</td>
<td>1.397</td>
<td>0.555</td>
<td>0.219</td>
<td>8.550</td>
</tr>
<tr>
<td>Cashflow financed by</td>
<td>0.231</td>
<td>1.724</td>
<td>2.003</td>
<td>1.856</td>
<td>1.219</td>
<td>0.427</td>
<td>0.124</td>
<td>7.584</td>
</tr>
<tr>
<td>Cadw (assumes TMF is</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>provided in full)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Cadw has allocated £5.1m of its budget to fund the HTP project and will also allocate elements of its presentation budget. This has required re-prioritisation within Cadw. Cadw has to balance delivery of its own objectives through the rigorous process of WAG budget approval. The investment Cadw is prepared to make to fund the HTP presents a real challenge and will require future cash efficiency savings generated from other areas. Very few external organisations have match funding of any significance. In some instances there is potentially a limited amount of in-kind funding – principally staff or potentially volunteer time. Without Convergence Funding the project could not take place.

Funding certainty – the degree to which match funding is in place will be one of the project selection criteria (see Appendix 5) for deciding the successful tenderer and also potentially which packages go forward. There is distinct risk that many of the proposed activities will not be able to proceed without assistance being provided to delivery partners. The exact position will only be known when the procurement packages are underway. It is possible there might be limited interest in certain packages, if guaranteed funding is limited to a maximum of 45%. The expenditure table in section 7 shows that the project can be split into two elements:

- the Cadw projects and a significant part of the joint sponsor activity form discrete part where it is likely activities can take part with up to 45% Convergence Funding

- the wider activities section of the proposed programme where it is likely that significant portions of the activities can only proceed if delivery partners are provided with additional assistance.
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It is proposed to apply for Targeted Match Funding, for the estimated shortfall in funding, which has been derived from information received. Project ideas were invited to gauge interest in the project. Organisations were asked to complete project proformas which included a section on match funding details. The information provided was subject to review and scrutiny. The precise extent will be clearer from the results of the initial procurement exercises. In all instances, a maximum will be sought from other sources and a minimum from the TMF.
9. Value for Money

The Economic Case

Procurement is at the heart of HTP. Contracts will be let on the basis of the most economically advantageous tender in accordance with WAG procurement guidance. When evaluating the tenders the whole life costs of each project will be considered as well as qualitative aspects and match funding. Economically advantageous is designed to enable wider benefits to be incorporated into the selection criteria.

Advertisement of tender opportunities will be carried out on Buy4Wales. The extent of advertising will be proportional to the cost of resources being procured. The process will be a contractual obligation - to be followed by all contractors when using sub-contractors. Any non-compliance would result in payments being withheld pending a review by Cadw and/or WEFO.

Approval in principle are given to joint sponsors. This will be subject to Cadw detailed approval of procurement procedure of relevant project elements.

Efficiency

The key outputs for the HTP are shown in chapter 6 above. The targeted outputs are by their nature ‘best guess’ at this stage. As the procurement process more clearly defines what the activities are likely to be, the outputs will be modified.

These outputs will be central to the financial reporting system and will require regular input from project managers to highlight what has been achieved and to explain any problems envisaged or encountered during the course of delivery.

Effectiveness

This project is primarily concerned with increasing the economic value of visits to the Convergence Area. The project expenditure itself will stimulate economic activity in the Convergence Area and in Wales as a whole, by creating capital assets and new jobs. However, the impact of this expenditure will be much wider. Induced investment, secondary job creation and training and volunteering opportunities will all add to the impact of the project on income generated. The sponsors’ projects alone

The project steering board will ensure that there is:
• an equitable geographic spread of projects throughout the Convergence Area taking account of destination potential; and
• that projects selected either create new clusters of sites which capture visitor interest, or enhance existing clusters. The greater the number of attractions within a defined area, the greater the pull of the area and the likelihood that visitors will extend their stay over several days.

In addition, the HTP will be effective in changing attitudes of communities to the heritage environment around them and how these can be a source of enjoyment and of economic value. It will also change the attitudes and improve economic
engagement. Furthermore, it will bring about improvements in the skill levels of those who engage in HTP projects in order to secure training and future jobs.
10. Added Value

It is very unlikely that the activity being procured through the HTP could be implemented without the financial assistance provided by the project. The HTP will fund activity which is in addition to Cadw core activity and will not proceed without Convergence Funding.

The project sponsor, Cadw and other joint sponsors, will not be in a position to support third party delivery agents without Convergence funding. It may, possibly, be able to implement some of its own projects on a smaller scale, over a longer period of time. This however would reduce the impact of the activity on outputs and results such as improving physical and intellectual access, development and implementation of pan-Wales heritage interpretation themes and jobs created and increased visitors. Without European funding, the HTP will not take place. Therefore it is unlikely that many, if any, of the outcomes identified within this project could be achieved.

The project will encourage a more coordinated strategic approach to take full advantage of the heritage environment of Wales. The added value of having a wide range of integrated improvements in the heritage environment across sites, landscapes, spatial areas and themes means that the overall impact of the project is greater than the sum of its parts.

Joint Sponsors will have to demonstrate and provide evidence to show how they intend to match fund the European funding provided via HTP and what outcomes they will deliver which are relevant to the project. There are certain key heritage sites which have unique location or characteristics which will be delivered through joint sponsorship: Carew Castle with the Pembrokeshire Coast National Park Authority; and Oystermouth Castle with the City and Council of Swansea. Consideration is also being given through this approach to the development of Segontium Roman Fort in Caernarfon. Cadw wishes to ensure the Project utilises so far as possible existing activities and strategies. For geographical areas, where there is an existing heritage tourism strategy, which aligns broadly with HTP’s aims and themes and the partner can contribute appropriate match funding to relevant HTP projects, Cadw will engage with the organisation as a joint project sponsor. This method is to be used with Isle of Anglesey County Council and its Mona Antiqua strategy.

The HTP provides an opportunity for collaboration and co-ordination (spatially and thematically) for a range of related historic environment projects will give each project added-value. Co-operation in this way will provide additional outputs and impacts, above and beyond what each activity can achieve individually. The HTP will also encourage collaborative working with other partners, projects and businesses in the heritage field generally.

The HTP will provide a potential vehicle for a range of voluntary sector organisations to access EU funding. In this respect, it will add to the range and diversity of partnerships involved in implementing the Convergence Programme in Wales.
The project aims to improve the visitor experience. The Project has a specific strand aimed at coaching and mentoring. Proposed provision in relevant skills is summarised below.

1. Interpretation awareness

2. Planning and delivering events for first person interpretation. Coaching and mentoring for groups or individuals who want to either commission or deliver live interpretation or re-enactments. This will complement and be more specialist than the 'Green Badge Guide' training.
11. Monitoring and Evaluation (M&E)

Introduction

In developing its Aims and Objectives as outlined in Chapter 2 the central approach to HTP is based on ‘quality’, driving the way proposals are developed. Clearly, this focus on quality is only achievable if it is deliverable and demonstrable (both to stakeholders operating within HTP and to those outside). It is therefore essential that M&E is central to the HTP.

The M&E plan in itself must be based on best-practise and provide added intelligence that can help project managers and the HTP Project Team to guide management actions:

• before project inception (for example during procurement & development stage);
• during the lifetime of the Convergence Fund support; and
• into the longer term, helping guarantee project sustainability.

An Integrated E4G Approach

The HTP is considering currently through the E4G Project Co-ordinating Group in conjunction with Cardiff University the extent to which common M&E procedures and systems can be used across E4G. This offers potential for synergies and for improvement in reporting at overall E4G level. The final details of the HTP M&E approach will be dependent on what is determined by the E4G Project Co-ordinating Group.

The following collaborative objectives have been identified:

• **Comparability & consistency** – The impacts of E4G as a whole will be far easier to assess if individual Bids have a common (or at least comparable) approach to measurement and evaluation actions, and to reporting of results and impacts.
• **Dissemination of Best Practice** – a consistent approach to examining the activities associated with individual projects may make it easier to identify particularly effective interventions (or especially high value visitor segments).
• **Strategic Management** – given their functional similarities, it is likely that bids and projects will face similar opportunities and challenges. Guidance provided at E4G level on the best management approach will benefit from synergies in terms of squaring approaches with WEFO, building an evidence base for action, and communicating the rationale for management actions to individual projects.
• **Economies of scale, specialisation & learning** – some management activities may have significant set up costs, or involve a steep learning curve.

Specific areas which are being investigated include

• Definitions and concepts
• Quality
• Standards
• Benchmarking the economic impacts of tourists
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• Survey tools and approaches
• Data input, storage & analysis
• Management training
• Dissemination & communication

Principles of M &E

The HTP M&E framework will be guided by the following principles.

1. A fully integrated approach – M&E will not be a ‘bolt-on’ for HT projects, but rather a ‘bolt-in’. Delivery agents will provide information on the nature of their proposed monitoring and evaluation activity at an early stage (at least as far as is practicable). This will not only cover the ‘nuts and bolts’ of research methods and budgets, but also explicit statements regarding how they expect ongoing monitoring activity and discrete evaluations to inform the better management of their project.

2. Building Analytical Capacity – The HTP Team will ensure that each delivery agent fully understands, appreciates and is committed to on-going M&E. Building analytical capacity amongst delivery agents will be an important role for the HTP Team.

3. Flexible, Realistic & Practicable – the variety of HTP activities is such that makes a ‘one size fits all’ approach to M&E inappropriate. The M&E resource base will enable each delivery agent to select the methods and levels of evaluation that are suitable for them, safe in the knowledge that they can access advice on best practice that will help them do it right, and that will enable them to contribute to overall M&E evaluation activities.

4. Consistent, Comparable, Reconcilable – The HTP team will ensure that the variables measured as well as the concepts, methods and analysis used will be consistent across time and projects.

5. Iterative – Our model of M&E will be deliberately structured to allow experience gained in initial actions to inform both project management and the design of future rounds of monitoring. This iterative approach is implemented from inception.

6. Space for Innovation – Whilst the collection of information at a project level needs to be comparable and consistent, this requirement must not preclude the development of new and innovative methods of measurement, monitoring or evaluation.

7. Explicit and Budgeted – We will expect every project element to have an indicative M&E plan that is costed and scheduled as part of their bid. The HTP Team will provide early guidance to projects on the level of resource that is appropriate to set aside and on potential measurement options.

Selection of Indicators & Targets

HTP will guide individual projects in the selection of appropriate indicators that can
provide a measure of progress towards their own aims and objectives, linked to the SMART objectives set out in Chapter 2. Where a project pledges to create impact through a particular SMART Objective, there will be strong guidance on how this is measured. Targets will be prepared in accordance with the following key principles.

1. **Realistic and Appropriate** – HTP will continue its focus on quality in the derivation of targets that are appropriate for individual projects (and hence for HTP as a whole). Projects will be encouraged to develop targets that prioritise a lasting impact. Project bids will be then expected to show that their M&E activity will reveal the quality, as well as the extent of their actions and impact.

2. **Contextualised & Risk Assessed** – Linked closely to the above is the notion that targets should be appropriate to the environmental and economic context. Targets for increases in visitation will be mindful of local conditions and capacity, and of access and location issues where appropriate.

3. **Scheduled** – Projects will provide information on when they expect to undertake M&E activity, including frequency of surveys and audits, and key milestones in relation to larger evaluations. This planning will help ensure that M&E budgets are apportioned appropriately over the project’s lifetime.

4. **Sustainable** – The indicators and targets chosen will necessarily relate to the funding period, but explicit explanation must be given as to how the project will be monitored and evaluated beyond this period to ensure continued good management.

**Monitoring and Evaluation at Overall Project Level**

As an umbrella project, HTP will ensure that M&E is appropriate and consistent across all project elements.

1. **The Conceptual & Definitional Framework** – Projects will be presented with strong guidance on the economic interpretation of day-to-day concepts such as visits, trips, tourism, visitor demand, expenditure and consumption. These concepts are not as straightforward as they might seem, and a different approach to definition across projects would seriously hinder comparability. For example there are a number of ways of defining ‘tourists’ (and hence tourist expenditure) that can relate to place of residence, length of stay, purpose of trip or any mix of these.

2. **Data Collection** – HTP will provide individual projects with a standard set of tools that will enable core monitoring information to be collected on a consistent basis. This will include but not necessarily be limited to:
   - Core visitor questions/questionnaire that capture key data of interest to HTP and WEFO including visitor type, expenditure and travel patterns;
   - A suite of monitoring documents for projects to record management information covering procurement, equal opportunities and other fundamental procedural data.
   - Database, monitoring and other files that ensure information is provided in a digitally consistent format.
Heritage Tourism Project - Business Plan

- A reporting schedule, bespoke to each project, informing them when and how they are expected to provide monitoring information to HTP.

3. Data Analysis – HTP will provide a central analysis resource that is sufficient for basic M&E needs for all projects. Overall project level analysis will also be conducted by the central management.

4. Benchmarking: Linking Visitors to Jobs – HTP will provide the link between visitors (of particular types) or visitor spending to jobs, incomes and value-added. This means that individual projects will be required to monitor only ‘direct’ impacts (e.g. jobs, visitors and spending on-site, persons trained) whilst the estimation of indirect impacts will be undertaken centrally using consistent modelling techniques and assumptions.

Evaluation at HTP level

The evaluation of the project as a whole will cover an assessment of key performance measurements including visitor spend, jobs and economic value added. There will also be a wider assessment that includes environmental and social indicators and a consideration of emerging lessons from HTP sites.

Dissemination of Evaluation Results

The evaluation results will be disseminated to the project partners and the “statutory” audiences, WEFO and the Welsh Assembly Government. They will also be promoted among any other group which might benefit from hearing about and understanding Welsh best practice such as the local, regional and national media, tourism Practitioners and academic audiences.
12. Post Funding / Continuation Strategy

Post Funding / Continuation Strategy

HTP will ensure that the outcomes from the activity funded through the project are sustainable. This is essential in order to maximise the support provided by the project and EU funding.

As part of the procurement procedure each delivery agent will have to identify the activity and resources needed to sustain the project post funding. They will also need to demonstrate the measures they will put in place to achieve this. The sustainability measures adopted will vary depending on the type of activity and also the delivery agent. There is no one fixed answer which will be relevant to all projects due to the range of activity being procured i.e. tours/trails differ greatly from improvements to major heritage sites. However it is vital that the work carried out using European funding is maintained and sustainable.

It is envisaged that many of the projects supported (eg tours/trails) via HTP will have measures in place to maintain the new or improved facilities either through core funding, fund-raising, income generation or volunteer assistance. Other projects such as improvements at major heritage sites may need to look at more complex self financing strategies.

Business planning for future sustainability will be considered an eligible expenditure (where necessary) within the procured delivery in order to ensure that sufficient thought and consideration has been given to the long term sustainability of the projects.

Tenders which do not address, realistically, the issue of project sustainability post funding will not be considered for HTP funding. A carefully structured project closure phase will ensure that the HTP is brought to a controlled end and that delivery agents have completed their activity in line with their project plan and that all output and result information has been collected and evidenced.

An external evaluation will be undertaken which will evaluate the overall outputs and results of the HTP. In addition, some information regarding the impact of the initial approved activity should also be available for evaluation at this stage. The evaluation will also identify best practice and lessons learnt on two levels i.e. the HTP as a whole and within the individual project elements funded via HTP.

The intention is to provide an enduring legacy for future heritage tourism activity.
## 13. Risks

The following table lists the key risks that have been identified and the approach to be adopted for managing them.

<table>
<thead>
<tr>
<th>Nature of risk</th>
<th>Approach to managing the risk</th>
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<tbody>
<tr>
<td><strong>1. Operational -</strong></td>
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<tr>
<td>1.1 Inadequate key project management systems leading to various performance deficiencies (including slippage from milestones and timeline)</td>
<td>Cadw will put in place a Project Monitoring Group and regular reports to the Cadw Project Board to oversee the work of the Project Team.</td>
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| 1.2. Changes in demand impact on successful delivery of the project | Project aims to increase demand for Heritage Tourism Project.  
- Project will be flexible enough to cope with demand exceeding estimates  
- Projected visitor numbers will be subject to assessment as part of project approval process.  
- Review of visitor numbers will be ongoing process both for Heritage tourism overall and for specific HTP projects. Also close liaison with Visit Wales and other key stakeholders eg Regional Tourist Partnerships.  
- Any indication of potential shortfall in expected increased demand will be fed back into HTP central team and to individual project management and stakeholders for corrective action to be taken. |
| 1.3. Insufficient staff and other resources within the central Cadw HTP project team. | • Dedicated Project Manager is in post. Further staff will be allocated once Business Plan is approved including recruitment of extra staff.  
• There will also be assistance from staff working on Cadw monument development teams.  
• Partnership with joint sponsors will reduce detailed project delivery requirements falling on Cadw project delivery team. |
1.4. Inadequate training or knowledge by staff to carry out the work required of them, whether in central Cadw HTP project team or in project delivery teams (Cadw and external co-sponsors/delivery agents)

- Acknowledged this is the first EU funding project for Cadw.
- Project Manager has extensive financial experience, much of which is transferable.
- Cadw staff and delivery agents will utilise comprehensive WEFO guidance and any courses and advice from WEFO project officer and WEFO Spatial Teams.
- Internal Audit will be asked to perform a review of Cadw’s processes ahead of first payments being made.

1.5. Inadequate staffing and/or expertise within joint sponsors or delivery agents

- Capacity (Staffing & expertise) will form part of project/procurement assessment criteria
- Can utilise comprehensive WEFO guidance and any courses and advice from WEFO project officer and WEFO Spatial Teams.
- Cadw staff will offer assistance and guidance to external delivery agents.
- WCVA will offer support and guidance to third sector organisations.

1.6. Some small sector organisations unable to cope with the procurement process required

- Cadw to provide clear guidance
- Support available from DE&T Spatial European Teams
- WCVA will provide training on tendering and procurement to third sector organisations through the Third Sector European Team (3-SET) Project.

1.7. Difficulties in producing robust estimates for individual project outputs (principally visitor numbers and spend)

- Ability to deliver against measurable criteria principally visitor numbers has been stressed from outset in meetings and correspondence.
- Delivery of outputs will be a key element of project/procurement assessment by Cadw staff.
- Cadw has access to extensive visitor number information (internally and other sources principally Visit Wales) which should be sufficient evidence base.
- Cadw staff will offer assistance and guidance to external
| 1.8. Difficulties or delays in securing consistent monitoring data across the range of partners (this affecting the robustness of the programme) | • Comprehensive Monitoring and Evaluation framework to be drawn up.  
• Adherence to M&E framework will be made procurement condition.  
• Cadw staff will offer assistance and guidance to external delivery agents |
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<tr>
<td>1.9. Inadequate exit strategy and project closure processes.</td>
<td>• As part of project/procurement assessment, each delivery agent will have to identify the activity and resources need to sustain the project after end of HTP funding</td>
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<tr>
<td><strong>2. Compliance with legislation</strong></td>
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</table>
| 2.1 Failure to apply correctly UK/EU procurement legislation | • Cadw has well-established procurement procedures and in-house procurement expertise. Procurement of major capital projects and activities at Cadw sites is a regular Cadw function.  
• Approval of joint sponsor projects and related grants is subject to Cadw review of procurement procedures.  
• Cadw staff will offer assistance and guidance to external delivery agents.  
• Note – this will increase significantly procurement work and has potential staffing implications – certainly in the initial period when there is the bulk of the procurement work. |
| 2.2 Risks of breaches to health and safety legislation. | • Cadw has significant knowledge of the topic due to nature of its sites and required works and the type of events which are organised eg martial re-enactments  
• Cadw staff will offer assistance and guidance to external delivery agents |
| 2.3 Failure to respect state aid rules | • For most projects this will be very low risk  
• Can utilise advice and guidance from WAG State Aid unit. Can |
also call upon WEFO support.  
- Cadw staff will offer assistance and guidance to external delivery agents

| 2.4 Risk of breaches to equal opportunities including disability and Welsh Language provision |  
|---|---|
| • WAG policies and procedures or equivalent will be a condition of grant  
• Cadw has advice document on the DDA “Overcoming the Barriers” which provides guidance how to make historic buildings which provide services for the public accessible to everyone.  
• Compliance with Welsh Language Board Guidance will be condition of funding. |

| 3. Funding Risks |  
|---|---|
| 3.1 Significant changes to match funding package- risk increased in view of general economic difficulties eg other funding partners’ incomes may fall below expectations based on the recent past. |  
• Robust assessment of match funding package with particular reference to potential reduction will be a key part of project/procurement assessment. A prudent view of match funding (including income) will be taken.  
• HTP will be applying for Targeted Match Funding. If successful, this will provide a potential resource to mitigate the effects of reduction in match funding. And if unsuccessful?  
• HJ note- if TMF unsuccessful, range and scope of project will be reduced. Applying for TMF is one of means of ensuring project is not reduced. |

| 4. Organisational and financial risk |  
|---|---|
| 4.1 Lack of Cadw cash flow to support the project |  
Cadw will taper its own budgets beyond 2008-09 and where necessary adjust the profile of connected monument projects to enable it to support the EU projects. |

| 4.2 Joint sponsors and other delivery agents lack capacity to handle cash flow issues. |  
|---|---|
| • Capacity to handle cash flow issues will form part of project/procurement assessment criteria.  
• Cadw staff will offer assistance and guidance to external delivery agents. |
### 4.3 Loss of EU money if Cadw fails to present valid claims on a regular basis or if issues arise from EU audit visits

- Comprehensive systems and sufficient staffing to be put in place.
- WEFO Audit and/or WAG Internal Audit will be asked to perform a review of Cadw’s processes ahead of first payments being made.

### 4.4 Failure to meet agreed outputs and outcomes leading to potential clawback of EU money

- Ability to deliver against measurable criteria principally visitor numbers has been stressed from outset in meetings and correspondence.
- Delivery of outputs will be a key element of project/procurement assessment by Cadw staff.
- Cadw has access to extensive visitor number information (internally and other sources principally Visit Wales) which should be sufficient evidence base.
- Cadw staff will offer assistance and guidance to external delivery agents.
- WEFO Audit and/or WAG Internal Audit will be asked to perform a capacity and capability assessment at appropriate time.

### 4.5 Lack of full understanding by joint sponsors of additional responsibilities and liabilities, including any responsibility for repayment of EU funds if subsequently found to be ineligible

- Memorandum of Understanding /Partnership Agreement to be agreed with each joint sponsor, preceded by appropriate discussion and clarification.
- MOU/PA to be cleared with WEFO.

### 4.6 Cadw: loss of reputation

- Appropriate management processes put in place including communications
14. Publicity

All projects, documentation, events and media promotions produced with funding from this programme will recognise the contribution of EU funding. Any launches or press releases will be planned in liaison with WEFO’s PR Manager. Contractual agreements with the joint project sponsors and delivery agents will include these requirements as conditions. A full communications plan will underpin all publicity activities.

The mid term and final project reports will publicise the activities and success of the project within the wider context of the Convergence Funding Programme.

The Environment for Growth Project Sub Group will ensure consistency in the way that the individual projects are publicised.

In order to comply with WEFO/EU requirements, strict guidelines will be set by Cadw as to ensure the following:

- consistency in the promotion of the HTP project at both strategic and individual project delivery levels, to ensure that activities contribute to the overall project aims and objectives;
- effective use of promotional tools to publicise the results and impact of HTP project activities.

To ensure consistency in promoting projects and disseminating best practice in terms of compiling marketing and promotional plans, we would issue a marketing pack providing strict guidelines on the use of EU logos, sponsor acknowledgements, suggestions for promotional activities and events. With regards to the flying the EU flag week, we would ask providers to submit suggestions in their bids on the types of activities that could be undertaken. Cadw would seek to draw on the local knowledge and expertise of the project deliverers, through working with them and assisting in their marketing activities. Cadw will benefit from that local knowledge as well as being able to support projects by putting the support systems in place to ensure effective promotion of their activities. As well as providing a project marketing pack, Cadw would also seek to:

- support the project manager and team in promoting HTP across Wales;
- assist the individual projects to compile a communications plan;
- check and sign off all project materials and activities. We would withhold payment of any promotional materials that are not bilingual, are not accessible, did not include the relevant logos, acknowledgement of sponsors and if they hadn’t been authorised and checked by the CADW HTP Team;
- co-ordinate activities across all projects for fly the EU flag week.