



Stirling and Clackmannanshire City Region Deal – Culture, Heritage and Tourism Programme OBC

Meeting of Joint Committee 28 March 2023

Agenda Item: 6.2

Executive Summary

This paper requests the approval of the Joint Committee for the Culture, Heritage, and Tourism Programme Outline Business Case (OBC) (Version 4).

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Recommendations

The Joint Committee members are asked to:

1. Endorse the Outline Business Case (OBC) (Version 4) for the Culture, Heritage, and Tourism (CHT) Programme;
2. Note the revised processes which are in place for the identification of candidate projects for the CHT Programme, as set out below.
3. Identify any issues in connection with the CHT Programme OBC (Version 4) where further information is required.

Implications

None.

Legal & Risk Implications and Mitigation

In accordance with the City Region Deal Governance arrangements, the CHT Programme OBC (Version 4) should be approved by CRD Joint Committee. This will enable the process for the identification of candidate projects to be taken forward.

Background

1. The City Region Deal document (February 2020) included the provision that “subject to the approval of a programme business case, the Scottish Government will make available up to £15 million of capital grant investment to develop and augment key economic assets in culture, heritage and tourism”. The primary focus of the CHT Programme is that it should deliver an economic dividend as a result of higher levels of leisure consumption.
2. The programme recognises the value of tourism as a driver of economic activity (and as a platform for growth) within the Stirling and Clackmannanshire city region, with a value in the last pre-pandemic year (2019) of £568m, and supporting over 9,700 jobs.
3. The CHT Programme will bring forward for approval projects which represent opportunities for investment across Stirling and Clackmannanshire.
4. In response to Scottish Government feedback revisions were made to Versions 1, 2, and 3 of the OBC, and to the supporting documentation. Further revisions were made in the preparation of



Version 4 of the OBC, following consultations with Council leaders and senior officers in January 2023. These revisions to the OBC have made provision for the full review of candidate projects and investment opportunities, which is currently in progress.

5. It is intended that the OBC (Version 4) will be shared with Scottish Government by mid-March 2023, and that it will be reviewed by the CRD Joint Committee at the meeting scheduled for 28th March 2023.

Considerations

1. The overall aim of the CHT Programme is that it will stimulate increased levels of activity within the associated sector(s) of the local economy, thus contributing to the wider ambition and vision that has been adopted for the City Region Deal. Targeted investments will therefore have the aim of ensuring that (through the quality of Stirling and Clackmannanshire's cultural, heritage and tourism assets and experiences) the region's status as a leisure destination will be strengthened, increasing visitor spending, encouraging business growth, stimulating investment, and creating employment opportunities.
2. Five objectives have been agreed for the CHT Programme, and incorporated into the OBC. These are based on:
 - Sustained market growth measured by spending from residential and non-residential visitor segments.
 - Sustained growth in employment opportunities linked to the Culture, Heritage and Tourism sector.
 - Additional funding through private and other public sector channels), in the CHT Programme projects and in other initiatives, to strengthen the value of tourism.
 - An expansion in market share for international and domestic visitors.
 - Expanded opportunities for residents to participate and engage in culture, heritage, and leisure based activities, and to benefit from positive social outcomes.
3. Following the review of the OBC (Version 4) by Joint Committee, priority will be given to the process for reviewing candidate projects and investment opportunities.

Resource Implications

Financial Details

- Financial provisions in respect of the CHT Programme (along with a projected Spend Profile) have been detailed within the OBC. The anticipated investment pattern(s) will be subject to revision in conjunction with the project selection and appraisal phases.



Staffing

- (Not applicable at this stage).

Exempt Reports

- (Not applicable at this stage).

Equalities Impact

- (Not applicable at this stage).

Legality

- (Not applicable at this stage).

Sustainability and Environmental Issues

- Sustainability and Environmental issues have been addressed within the OBC in line with Scottish Government requirements.

Policy Implications

- None.

Consultations

- None.

Background Papers

- Relevant references in respect of the CHT Programme (along with a bibliography) are included within the OBC.

Appendices

1. Stirling and Clackmannanshire City Region Deal – Culture, Heritage, and Tourism Programme Outline Business Case (Version 4) (February 2023).
2. Summary of Amendments and Revisions to the Outline Business Case (Version 4).



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City Region Deal

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Stirling and Clackmannanshire City Region Deal Culture, Heritage and Tourism Programme

Outline Business Case

Version 4 | February 2023



Stirling and Clackmannanshire City Region Deal Culture, Heritage and Tourism Programme

Outline Business Case

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Note

The structure of this document is based on the format outlined in ‘Guide to Developing the Programme Business Case’ (HM Treasury Guidance, 2018). Primary (quantitative) data from the period up to 2019 has been used as far as possible, to discount any distortions arising from the impact(s) of the Coronavirus outbreak (from Q1 2020 onwards). Where quantitative measures have been applied, or incorporated into objectives, these have been used on the basis that they will be applicable from the point in time at which consumer demand has recovered to pre-pandemic (2019) levels, and that this will be regarded as the baseline for future growth.

Acknowledgements

The input of all of the individuals and organisations that have contributed to the production of this Outline Business Case is gratefully acknowledged. This has included support received from:

- Members of The Culture Heritage and Tourism Programme Board (Stirling and Clackmannanshire City Region Deal).
- Historic Environment Scotland.
- Scottish Enterprise.
- VisitScotland.
- The University of Stirling.

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1. Introduction

1.1. The Vision for The City Region Deal

The City Region Deal for Stirling and Clackmannanshire is geared towards the objective of making the region ***“a highly desirable place to live, work and visit: an attractive place in which to invest financial, human and social capital”***. The successful implementation of programmes with the capacity to expand economic activity across the region is therefore of fundamental importance in realising this vision.

The inclusion within the City Region Deal of a programme focusing specifically on Culture, Heritage and Tourism underlines the capacity of this field to contribute to the wider objectives, and recognises the association between the leisure sector and positive economic impacts.

The particular value of focusing investment on culture, heritage and tourism is that it offers the opportunity to further develop and strengthen the existing infrastructure in the region, which provides a strong foundation for further growth across the sector.

The principle of tourism acting as an impetus for economic expansion is widely accepted, as also is the practice of directing investment towards urban areas, given the scope for generating a higher return through the development of cities (and city regions) as destinations, a situation which has been identified as the ‘urban concentration scenario’ (Page et al, 2010).

1.2. The Context for The Culture, Heritage and Tourism Programme

Tourism is recognised as a fundamentally important sector of the Scottish economy, and in recent years the country has experienced considerable success in consolidating its status as a global visitor destination. Over the course of a 5 year period (from 2015 to 2019) the value of international overnight tourism to Scotland (in terms of visitor revenue) grew by almost 50%, from £1.695bn to £2.538bn (VisitScotland 2016), (VisitScotland 2020), whilst the value of the tourism sector overall (from both the domestic and international markets) grew by almost 30% over the same period, from £8.971bn to £11.642bn.

As a driver of economic activity, tourism is also of significance within the Stirling and Clackmannanshire city region, with visitors (in 2019) spending over £560m in the local economy, supporting more than 500 businesses and over 9,000 jobs, and returning a GVA of over £152m (Global Tourism Solutions (UK) 2020), (Scottish Government 2021).

As is the case in Scotland overall, the tourism sector in Stirling and Clackmannanshire region is substantially dependent on the region’s cultural and heritage assets (including venues of international renown as well as locally significant features), on its customs and traditions, and on the diversity of the products, services and experiences available to visitors.

The role played by cultural and heritage assets (both tangible and intangible) has demonstrated their long-term sustainability and value, in economic, social, and environmental terms. At the same time there is an ever-growing level of awareness of the need for such assets to be maintained and protected in the context of specific challenges, including:

- The unavailability of the resources required to fully maintain Scotland’s built heritage.
- The proportion of traditional buildings requiring critical repairs, and the accelerating levels of decay due to environmental factors.
- Access to the expertise, skills and materials required for heritage (infrastructure) maintenance.
- Increases in the volume and concentration of visitors (which can be media-driven), accelerating decay and raising capacity issues in certain locations.

At a regional level, it is recognised that the scale of the heritage offer in Stirling is substantially stronger than that of Clackmannanshire, but at the same time there is a growing sense of awareness of Clackmannanshire’s potential in this field. Across the Stirling and Clackmannanshire region examples can be found of assets which have not received the level of investment required to enable them to contribute fully to the performance of the wider leisure sector, and arguably other Scottish destinations have been more successful in developing existing and new cultural and heritage assets.

There are strong historical linkages between Stirling and Clackmannanshire, stemming from the geographical significance of its location in relation to the Forth Valley, and the status of Stirling as a royal residence and seat of Scottish power.

- **Mar’s House** (known as Mar’s Wark or Work) in Stirling was built by John Erskine, the 1st Earl of Mar, Regent of Scotland, and hereditary keeper of Stirling Castle.
- James VI (who stayed in Mar’s House with Anne of Denmark in 1593) had earlier been educated at **Alloa Tower** - the surviving part of the medieval residence of the Erskine family (later the Earls of Mar). Dating from the 14th century and retaining its original timber roof and battlements, the tower is one of the earliest, and largest, of Scottish tower houses.
- **Cambuskenneth Abbey**, the burial place of James III and his wife Queen Margaret, and the setting for the first Scottish parliament convened after the Battle of Bannockburn, is a much under-valued national asset. Its riverside setting facilitated links with churches across the region, including Tullibody Church, which was rebuilt by the Abbot of Cambuskenneth.

Within Clackmannanshire, and in Alloa specifically, the region’s industrial heritage has a higher profile, expressed through its legacy in iron founding, ship building, brewing, glass making and textiles (which grew by harnessing water power from the Ochil Hills). Stirling was also an important industrial centre, specialising in textile manufacture, agricultural engineering, and vehicle manufacturing.

The Heads of Terms for the Stirling and Clackmannanshire City Region Deal (concluded in May 2018), and the City Deal Document (signed in February 2020 by representatives of the Scottish Government, UK Government, Clackmannanshire Council, Stirling Council, and The University of Stirling) endorsed the vision shared by partners, to make the city region ***“a highly desirable place to live, work and visit: an attractive place in which to invest financial, human and social capital”***.

As part of this vision, it was recognised that that there would be significant opportunities to strengthen the regional economy by including investment in culture, heritage and tourism within the City Region Deal. Investment across these areas can support the destination, facilitate post-pandemic recovery, stimulate growth in the value of culture, heritage and tourism to the local economy, encourage new

businesses and new investment, create employment opportunities, and encourage strong and effective partnership working.

The commitments outlined in May 2018 and ratified in February 2020 were:

- “Regional partners will work together with the private sector and national agencies to develop a programme of investments based around the potential for projects to grow the regional economy and deliver inclusive growth. Subject to the approval of a programme business case, the Scottish Government will make available up to £15 million of capital grant investment to develop and augment key economic assets in culture, heritage and tourism”.
- “Separately, and subject to approval of a business case that demonstrates long term financial sustainability, and recognising that there can be no expectation of public support for ongoing running costs, the UK Government will invest up to £10 million to support the development of a new international visitor centre in Stirling. The Tartan Centre will draw on the region’s heritage in the textile industry to provide an historical narrative encapsulating key developments in the history and evolution of tartan, along with related themes, that will engage with a diverse audience. The development will be designed to have a positive impact on the region’s offer for visitors”.

Through a programme of capital investment in culture, heritage and tourism projects, the partners will seek to realise benefits across the whole region, guided by objectives which reflect the aim of fulfilling the area’s potential.

1.3. The Principal Aim of The Culture, Heritage and Tourism Programme

The principal aim of the CHT Programme is that it will stimulate increased levels of activity within the associated sector(s) of the local economy, thus contributing to the wider ambition and vision that has been adopted for the City Region Deal. Targeted investments will therefore have the aim of ensuring that (through the quality of Stirling and Clackmannanshire’s cultural, heritage and tourism assets and experiences) the region’s status as a leisure destination will be strengthened, increasing visitor spending, encouraging business growth, stimulating investment, and creating employment opportunities.

The programme will comprise a number of complementary interventions, each of which will have the potential to encourage sustainable, inclusive growth. There is a clear intention that these interventions will contribute to an enhanced offer for visitors (and for local residents) throughout the region, and that the (capital) investment of £15m will develop and augment key assets in culture, heritage and tourism. These are all recognised as fields within Sustainable Tourism, which was identified as one of the growth sectors within Scotland’s Economic Strategy (2015).

1.4. The Scope of The Culture, Heritage and Tourism Programme

The projects which will be brought forward for appraisal (and considered for funding support) will represent opportunities for investment both in existing assets and in the creation of new visitor experiences across the Stirling and Clackmannanshire region. Delivery of these projects will be geared towards the specific expectations and outcomes (Sections 3.4; 4.2; and 4.7. *ibid.*), which have been used to structure the appraisal process.

1.5. The CHT Programme in Clackmannanshire

The proposition for Clackmannanshire is to capitalise on an already excellent and largely off road active travel network - to become a well networked active travel destination, offering adventure and fun for families and enthusiasts alike, enabling them to explore the region's outstanding natural and cultural heritage, and appreciate its pivotal role in Scotland's industrial development.

A strong level of interconnectivity already exists within Clackmannanshire, and this will be further enhanced through other CRD funding streams. The funding made available through the Culture, Heritage and Tourism Programme will be used to create experiences along the active travel network, giving people a reason to travel to and through the area.

Clackmannanshire offers opportunities to support the momentum of responsible tourism by enabling and actively encouraging visitors to walk and cycle, thereby reducing the number of shorter journeys being made by car.

1.6. The CHT Programme in Stirling

The proposition for the Stirling area is based on leveraging support through the CHT Programme for investment in key cultural and heritage assets and venues, which will enhance and expand the city's visitor offer. This approach will also have the capacity to strengthen the city's position as a cultural destination, and will enable the region's residents to take advantage of new opportunities to participate in the culture and heritage sector.

In addition to these projected interventions, further investment by both the Scottish and UK Government in the delivery of the City Region Deal across other themes (including Active Travel) will support and reinforce the potential benefits which will be delivered through the Culture, Heritage and Tourism Programme.

2. Executive Summary

The vision for the Stirling and Clackmannanshire City Region Deal recognised that there would be significant opportunities to strengthen the regional economy by making investments in culture, heritage and tourism an integral part of the total programme. This Outline Business Case demonstrates how investment across these areas can support the destination, facilitate post-pandemic recovery, stimulate growth in the value of the leisure sector to the local economy, encourage new businesses and new investment, create employment opportunities, and encourage strong and effective partnership working.

The commitments to the City Region Deal outlined in May 2018 were:

- “Regional partners will work together with the private sector and national agencies to develop a programme of investments based around the potential for projects to grow the regional economy and deliver inclusive growth. Subject to the approval of a programme business case, the Scottish Government will make available up to £15 million of capital grant investment to develop and augment key economic assets in culture, heritage and tourism;
- Separately, and subject to approval of a business case that demonstrates long term financial sustainability, and recognising that there can be no expectation of public support for ongoing running costs, the UK Government will invest up to £10 million to support the development of a new international visitor centre in Stirling. The Tartan Centre will draw on the region’s heritage in the textile industry to provide an historical narrative encapsulating key developments in the history and evolution of tartan, along with related themes, that will engage with a diverse audience. The development will be designed to have a positive impact on the region’s offer for visitors.”

This Outline Business Case (OBC) focuses on the first of these commitments, and is based on providing the information required to enable decisions to be taken in respect of adopting the Culture Heritage and Tourism (CHT) Programme. This includes the strategic and economic considerations, as well as the commercial, financial and management considerations which are related to the delivery of the proposed programme. It also reviews the envisaged outcomes, benefits and potential risks associated with the CHT Programme. The appraisal of the projects which will be brought forward will take into account the strategic intention of realising benefits across the whole region, guided by objectives which reflect the aim of enabling the area to fulfil its potential.

These objectives are to:

- 1) Based on the strengthened appeal of the region as a destination, and on market recovery (to pre-pandemic levels of visitor spending) being stabilised by 2025, achieve a sustained level of market growth across the period from 2026 to 2030, measured by spending from residential and non-residential visitor segments. (Ref. Appendix 4).
- 2) Deliver sustained growth in the number of employment opportunities offered by businesses linked to the Culture, Heritage and Tourism sector, across the period from 2026 to 2030. (Ref. Appendix 4).

- 3) Secure additional funding (with a minimum value of £15m) across the lifetime of the programme (through private and other public sector channels), in the approved projects (and in other initiatives within the sector), to strengthen the value of sustainable tourism as a driver of economic activity.
- 4) Capitalise on the heightened profile of the region to achieve an expansion in market share, above 5% for international visitors, and above 7.5% for domestic visitors, with associated benefits in spending (Ref. Appendix 4).
- 5) Create expanded opportunities for residents across the entire region to participate and engage in culture, heritage, and leisure based activities, and to benefit from positive social outcomes, including improvements in the physical environment.

There is a clear intent therefore that the constituent schemes in the CHT Programme are projects which should have the following characteristics:

- Projects which are aligned to the wider CRD objectives.
- Projects which strengthen the region's inventory of cultural and heritage assets.
- Projects that offer experiences which will encourage visitors to stay longer in the region.
- Projects which will be aligned with the principles of the Responsible Tourism agenda.
- Projects which will be accessible by sustainable transport options.
- Projects which will deliver tangible benefits for local businesses and companies.
- Projects which will generate higher levels of consumer spending.
- Projects which will create and support new sustainable employment opportunities.
- Projects which will create opportunities for local communities.
- Projects which will have an inclusive approach towards catering for diverse visitor needs.

3. The Strategic Case

3.1. CHT Programme Background and Context

The Stirling & Clackmannanshire City Region Deal programme comprises a series of investments in innovation and infrastructure designed to “drive inclusive economic growth throughout the city region” (UK Government, Scottish Government, 2020). Over a 10-year period it is intended that The UK and Scottish Governments will investing up to £90.2 million in the city region, with further investment by regional partners (including Stirling Council, Clackmannanshire Council and The University of Stirling) resulting in a programme with a total value in excess of £214 million.

The Heads of Terms agreement provided the framework which enabled the Deal Document to be completed in 2020. This document set out the intention of the partners to build on the city region’s strengths in delivering a number of programmes and projects in order to deliver four strategic outcomes:

- “Inclusive economic growth”.
- “Creating higher value jobs”.
- “Sharing prosperity”.
- “An inclusive skills ecosystem”.

The document also confirmed the objective that “through enhancing our cultural, heritage and tourism offering we aim to attract many more people from all over the world to visit and enjoy our spectacular region” (UK Government, Scottish Government, 2020), and expressed the desire that the region’s “culture, heritage and tourism activities will go beyond traditional boundaries, building on our reputation to deliver new visitor experiences that raise the region’s profile in national and international markets” (UK Government, Scottish Government, 2020).

Within the document a number of themes were identified on the basis that they will be used to develop a programme of spend “maximising the Scottish Government’s commitment to invest up to £15 million of capital in the development of culture, heritage and tourism assets across the region” (UK Government, Scottish Government, 2020). The themes identified were:

- “Accessibility”.
- “Business and skills”.
- “Heritage built assets”.
- “Natural assets”.

3.2. Culture, Heritage and Tourism as Drivers of Economic Development

3.2.1. Culture and Tourism

Whilst it is not a new phenomenon, ‘cultural tourism’ has been identified as one of the most important drivers of global tourism demand. Since ancient times, it has been a motivation for travel, even if only among a minority of the general public. By the 18th Century the ‘Grand Tour’ had become established as a socially desirable pursuit, and it was (like other tourist movements) the product of a particular cultural and social environment, which was also expressed through the desire to acquire artistic and cultural skills

(Towner 1985; Cohen 2001; Fang 2020). Today, the pattern of people travelling to experience other cultures (and to understand the prevailing cultures in a destination) is a worldwide mass trend, although it is only since the early 1980s that the concept of cultural tourism has been recognised as distinct from recreational and conventional mass ‘package tourism’.

Culture and tourism have a mutually beneficial relationship, as they can strengthen the attractiveness and positioning of destinations, regions and countries in a competitive global market (Barton 2005), and culture (along with the creative industries) is being used to an increasing extent in the marketing of destinations. At the same time, tourism provides an important means of enhancing culture and creating income to support and strengthen cultural heritage, cultural production, and creativity.

Successive studies have shown that cultural tourism can manifest itself through different patterns and trends, including (e.g.):

- “Travel to experience the arts or history of a particular location, or travel to understand better the language, society, or culture of a destination”.
- “The movement of visitors to specific cultural attractions, including heritage sites, artistic and cultural venues, and events involving the arts and drama, outside their normal place of residence”.
- “The movement of visitors to cultural attractions away from their normal place of residence with the intention of gathering information on (and experiencing) the cultural features of the host community”.
- “Visits by persons from outside the host community motivated by an interest in the historical, artistic, or lifestyle heritage offer of a community’s religious groups or institutions”. (Fang, 2020).

Whilst the capacity of culture to give a region an identity and drive tourism is now accepted, the potential for culture to act as a lever which can stimulate economic growth has become more widely recognised and understood, and the factors contributing to this have included the higher profile of cultural events (such as festivals), the success of the UK City of Culture programme, the support available for cultural activities through funding from the Heritage Lottery Fund, etc.

The dividends associated with a healthy cultural sector are not therefore expressed only through tourism, but also through community and social benefits, including opportunities for new experiences, creative outlets and participation at a local level.

These can be achieved through investment in new and upgraded venues and facilities, which will provide spaces for creative and cultural exhibitions and specialist performances, generating higher levels of public awareness and reaching out to new audiences. A healthy cultural sector creates the conditions in which local talent can be nurtured, and opportunities are made available for skills development.

The cultural focus of the CHT Programme will also be able to build on the momentum from Stirling’s bid for UK City of Culture 2025.

There is a clear level of interconnectedness between ‘Cultural Tourism’ and ‘Heritage Tourism’, and whilst an appreciation of how each concept is defined is important, the extent to which they have common characteristics, and function together in strengthening the performance of tourism as a sector of the economy should also be recognised.

3.2.2. Heritage and Tourism

Previous research has endorsed the benefits associated with a focus on heritage as a driver of tourism, especially in the urban context: “Cities have cultivated heritage-based tourism as a strategy for creating jobs, income sources, and general urban economic growth, as well as enhancing cultural opportunities and quality of life for residents” (Lak et al, 2020). The value of heritage tourism is also recognised in terms of its capacity to make a positive contribution (as a sub-sector) across different fields: “Heritage tourism is one of the most pervasive types of tourism and is capable of enhancing cultural attractions, protecting a region’s heritage, renewing older urban quarters, instilling a sense of community pride and solidarity and stimulating economic development in more ways than other forms of tourism might do” (Chen & Chen, 2010; Timothy 2011).

Importantly, the especial value of heritage tourism in the urban environment has been recognised, along with the associated benefits: “Places with unique and marketable cultural heritages have long held a competitive advantage in the tourism marketplace, owing to their heritage resources, which appeal to large segments of the travelling public. This is particularly true in the case of historic cities” (Ashworth & Tunbridge, 2000; Pérez Guilarte & González, 2018).

The capacity of heritage tourism to generate diverse benefits which can cascade through communities is also becoming more recognised as a relevant factor: “Most cities see urban heritage-based tourism as a means of diversifying their economies, raising revenue, improving inhabitants’ living standards, and renewing urban spaces” (Lak et al, 2020).

As heritage tourism has come to be accepted as a distinct strand within the wider tourism field, at the same time its scope has become more clearly defined: “Cultural heritage-based tourism is a form of tourism related to the culture of a region and more specifically to the lifestyle, history, art, architecture, religion, and all else that defines life in that specific region. In cities, it also includes cultural facilities such as museums, theatres and sports stadia” (OECD, 2008; Timothy, 2011).

The recognition of, and focus on heritage tourism as a distinct sector (and as a driver of tourism demand at a wider level) has enabled its characteristics (and the associated benefits) to be more fully appreciated. This has led to a clearer understanding of the heritage tourism consumer: “Research into the demographic characteristics, motives and experiences of historic site and museum visitors began in the 1980s and revealed a number of consistent patterns” (Herbert, Prentice & Thomas, 1989). “Among these patterns are higher levels of education and higher incomes than other classifications of tourists. They also have a tendency to stay in their destination longer than other travellers, have a higher average age, and spend more money per trip” (Prentice, 1989; Timothy, 2011).

The premise that this demographic segment can be identified as having a particular level of significance and value emphasizes the validity of incorporating the CHT Programme within the wider City Region Deal, and underlines the role of the programme in enabling the contribution and performance of the existing infrastructure to be optimised.

3.2.3. Tourism Investment and Regional Development

Whilst culture and heritage are recognised as important drivers of visitor demand for Stirling and Clackmannanshire, the competitive success of the region as a destination will also be determined by its ability to appeal to potential visitors by offering a unique set of experiences. The extent to which a destination is able to attract new (and repeat) visitors depends upon the quality of consumer experiences on the basis that “consumers are motivated to purchase products and services by the expectation of a pleasurable and memorable experience” (Tsauro, Chiu, & Wang, 2006).

Destinations (at all levels) are amalgams of individually produced tourism amenities and services (including accommodation, transport, hospitality, entertainment, etc.), and a wide range of public goods (including the natural environment): “A tourist destination (e.g. city, region or site) is at present often no longer seen as a set of distinct natural, cultural, artistic or environmental resources, but as an overall appealing product available in a certain area: a complex and integrated portfolio of services offered by a destination that supplies a holiday experience which meets the needs of the tourist” (Cracolici and Nijkamp, 2009).

The strategy of offering a comprehensive mix of products and services is supported by the thinking which has developed around the concept of ‘the visitor experience’, and by recognition of the relevance of the ‘Four Realms of Experience’ model (Pine and Gilmore, 1999) in relation to tourism destinations. It is a principle of this thinking that an experience will involve one (or more) of four distinct dimensions (or realms), namely Education, Entertainment, Esthetics, and Escapism (all of which contribute to the overall satisfaction of the visitor) and that the optimal experience effects are derived when a consumer (visitor) is exposed to all four elements.

A balanced approach to investment is therefore desirable if a destination is going to be able to produce a compound and multidimensional package of tourist services, given that the experience for each visitor can be totally subjective. By investing in culture, heritage and tourism assets in Stirling and Clackmannanshire the region can provide a strengthened visitor experience, with greater potential to successfully attract and engage with consumers.

3.3. Functional Economic Market Areas

It is recognised that there will be circumstances and situations in which economic development and business growth cannot be delivered (or optimised) within the defined boundaries of particular administrative regions, or by public sector agencies alone. The positive impact(s) and benefits of the CHT Programme will be maximised through recognition of the additional opportunities that arise through collaboration, within what is known as ‘a functional economic area’.

The principle that ‘economic flows often overlap local authority boundaries’ (Coombes, 2010) is widely recognised, and is based on the premise that the “functional area over which the local economy and its key markets operate will not necessarily adhere to administrative boundaries” (Coombes, 2010). The ‘Functional Economic Market Area’ model in the context of recognised patterns of consumer (visitor) behaviour extends beyond the boundaries of the Stirling and Clackmannanshire local authority areas, and identifies additional opportunities for collaboration across:

- The Forth Valley Corridor – which represents the route through which a high proportion of visitors reach the Stirling and Clackmannanshire region, when travelling (from the Edinburgh city region) through West Lothian and Falkirk. Whilst the ‘Forth Valley’ has come to be recognised as comprising the local authority areas of Stirling, Clackmannanshire and Falkirk (Walker, 2007), the (adjoining) local authority area of West Lothian has a relevant (and important) association as it features a number of important heritage destinations, including Linlithgow (and Linlithgow Palace). The Forth Valley Corridor supports other signature visitor attractions (including Blackness Castle, Callendar House, The Falkirk Wheel, and The Kelpies at The Helix) which have all contributed to the development of a stronger profile for the area as a visitor destination.
- The Stirling and Clackmannanshire Hinterland – which encompasses a number of distinct areas, each of which has a strong visitor appeal (including Fife, Perthshire, and wider reaches of The Loch Lomond & The Trossachs National Park). These are locations that are clearly complementary to the City Region Deal area, as they include well-established destinations (such as The Trossachs) with a strong scenic value. The overall strength of the visitor offer across these areas will be recognised by consumers (and by transient holiday visitors specifically) when making decisions regarding travel plans and itineraries.

Further opportunities for collaborative working within the distinct area of the City Region Deal are also considered in relation to this Outline Business Case (Section 7.2).

3.4. CHT Programme Objectives

The delivery of the Culture, Heritage and Tourism Programme will be directed towards specific expectations, aligned with the overall vision for the City Region Deal. The (programme-wide) expectations summarised here focus on the most important areas through which the value of the funding will be recognised and expressed, and they have therefore been incorporated into the criteria applied in the project appraisal (prioritisation) process (Section 4.6.) (ibid.), which focuses specifically on the measures which are associated with values (benefits).

- The projects should be aligned with the overall objectives of the City Region Deal, and consistent with other relevant plans for economic development (and for the visitor economy specifically) across both Stirling and Clackmannanshire.
- The projects should strengthen the existing inventory of Culture, Heritage and Tourism assets; enhancing the status of the Stirling and Clackmannanshire city region as an appealing visitor destination.
- The projects should be based on products and services which will be appreciated by the prospective customer/visitor, will have a positive impact on their behaviour (willingness to visit/stay), and will enable the city region to capture (and benefit from) the associated spend.
- The projects should support the Responsible Tourism agenda, and subscribe to the principle(s) of best practice with regard to environmental protection and sustainability, observing protocols which will be recognised and supported by consumers.

- The projects should be developed with the specific intention of enabling new and upgraded assets and venues to be accessed by the use of sustainable transport options.
- The projects should create opportunities for local enterprises within the city region (as suppliers and/or contractors, and through partnership agreements), and deliver tangible benefits for local businesses and companies.
- The projects should generate additional (new) consumer spending within the region, with a specific focus on spending by overnight and international visitors.
- The projects should create and support (directly and indirectly) new sustainable employment opportunities (with a focus on creating opportunities for employees to acquire, develop and practice new skills).
- The projects should have positive impacts for local communities across the region, through opportunities for greater levels of involvement in the fields of culture, heritage and tourism: and through improvements in the physical environment.
- The projects should seek to understand fully the needs of all visitors, and to cater effectively for those who have particular access requirements, including mobility, vision, hearing and cognitive dimensions of access needs, so that they can function independently, and with equity and dignity.

The specific CHT Programme Objectives are:

- 1) Based on the strengthened appeal of the region as a destination, and on market recovery (to pre-pandemic levels of visitor spending) being stabilised by 2025, achieve a sustained level of market growth across the period from 2026 to 2030, measured by spending from residential and non-residential visitor segments. (Ref. Appendix 4).
- 2) Deliver sustained growth in the number of employment opportunities offered by businesses linked to the Culture, Heritage and Tourism sector, across the period from 2026 to 2030. (Ref. Appendix 4).
- 3) Secure additional funding (with a minimum value of £15m) across the lifetime of the programme (through private and other public sector channels), in the approved projects (and in other initiatives within the sector), to strengthen the value of sustainable tourism as a driver of economic activity.
- 4) Capitalise on the heightened profile of the region to achieve an expansion in market share, above 5% for international visitors, and above 7.5% for domestic visitors, with associated benefits in spending (Ref. Appendix 4).
- 5) Create expanded opportunities for residents across the entire region to participate and engage in culture, heritage, and leisure based activities, and to benefit from positive social outcomes, including improvements in the physical environment.

3.5. The Fit with Other City Region Deal Projects and Programmes

Synergies Across CRD Themes

The Culture, Heritage and Tourism Programme is one of seven distinct investment themes upon which the Stirling and Clackmannanshire City Region Deal has been structured, the others being:

- Innovation.
- Digital.
- Capital Fund for Clackmannanshire.
- Transport, Connectivity & Low Carbon.
- Infrastructure.
- Skills and Inclusion.
- Scotland's International Environment Centre (SIEC) and Intergenerational Living and Innovation Hub (ILIH).

The over-arching focus on economic growth means that there are synergies across all seven themes, with the CHT Programme having particular levels of significance in relation to the Active Travel, Digital, Infrastructure and Skills and Inclusion themes.

3.5.1. Active Travel

The proposals for investment in Active Travel initiatives across the region are designed to facilitate economic growth and to deliver positive benefits to places and people. These will have particular relevance in the priority areas of inclusive growth and development of the tourism economy, as the Active Travel programme will facilitate improved access across the region (with a focus on connectivity between both local authority areas, linking key population centres as well as more rural communities). The proposals will support the CHT Programme by improving visitor access to venues and locations within the region. .

In Clackmannanshire funding is being sought through the CRD to invest in the existing (and largely off-road) active travel network, with an emphasis on closing gaps in the network, and improving regional connectivity by strengthening the links between Clackmannanshire and Stirling.

The CRD Programme is also providing support for the Walk Cycle Live Stirling initiative, which involves the creation of two high quality walking and cycling routes from Stirling city centre to suburban districts. By associating this scheme (along with other active travel projects) with the CHT Programme, it will be possible to expand the appeal and the reach of culture, heritage and tourism investments.

3.5.2. Digital District and Regional Digital Hubs

The Stirling City Centre Digital Hub forms part of Stirling's new network of buildings within the Digital District. The Digital District project encompasses a digital skills programme to tackle digital exclusion, to support pathways to employment in this sector, and to create apprenticeships and internship opportunities.

Importantly, it will also contribute towards the development of digital interpretation and signage, to enhance the visitor experience as well as offering new and innovative ways of understanding and learning about historic sites within the city. The regional digital hubs will also be used to support tourism, building on the success of the Strathard and Drymen Business Hubs. This is expected to be replicated in the proposed Callander Hub, and further opportunities through the hubs are likely to be adopted across Clackmannanshire.

3.5.3. Skills and Inclusion

A Skills Pathways Plan based around opportunities in Culture, Heritage and Tourism will be prepared by partners, focusing on work related learning and skills development for individuals and communities facing exclusion. It is recognised that there has been a pattern of employment in the tourism sector being associated with jobs of low quality (and low-value), and partners will therefore seek to identify and promote opportunities which reflect the principles of fair work, including opportunity, security, and fulfilment. The CHT Programme projects will potentially create opportunities in specialist fields (such as heritage), and will have the capacity to create community benefits through procurement, with appropriate targets.

3.5.4. The Tartan Centre

One of the signature projects incorporated within the CRD Programme is the establishment of a National Tartan Centre in Stirling – a purpose-built and themed culture and innovation centre.

It is intended that The National Tartan Centre will act both as culture and heritage destination and as a hub for innovation and skills in the creative industries, with a particular focus on fashion and textiles, and it will use the heritage and significance of tartan to achieve international impact. The National Tartan Centre will create employment opportunities and will deliver business and skills programmes; it will also be a visitor attraction in its own right, strengthening the tourism offer in the Stirling city centre area.

Tartan is an iconic design, and a tangible expression of Scottish culture and heritage, and the centre will provide a link to the region's associations with the textile industry (and with the production of tartan fabric(s) specifically), and to the traditional and contemporary skills employed in the creative manufacturing and distributing processes.

3.5.5. Scotland's International Environment Centre (SIEC) and Intergenerational Living and Innovation Hub (ILIH)

Through innovation and partnership, Scotland's International Environment Centre (SIEC) will deliver a transformational change in business practice, so that the protection and enhancement of natural resources becomes an enabler of economic prosperity, just transition, and wellbeing. To support economic recovery, the initial plans for the SIEC have been phased to focus on the swift deployment of innovative technology and a programme of targeted support – for businesses to access and benefit from that technology through the creation of new products, services, jobs and training. An innovation community will be developed in the Forth Valley, to drive the creation of a net-zero regional economy, that will be recognised as a global exemplar. Further plans involve the establishment of a Research &

Policy Centre (within the University of Stirling campus), and (in the longer term) the development of a major new innovation campus in Alloa.

The University of Stirling is also developing an Intergenerational Living and Innovation Hub in Clackmannanshire, to create a research and development platform that will respond to the demands of an ageing population, transforming the narrative from one of challenge – to one of opportunity. Using pioneering and novel approaches to understanding different ways of living, working, and socialising, the Hub will develop solutions that will enhance wellbeing as communities age, provide access to skilled work, and drive inclusive economic growth. It will incorporate state-of-the-art infrastructure, and a development zone, that will enable businesses to understand the opportunities presented by an ageing population, through at-scale research, product and service development and testing, skills development and training.

It is expected that both the SIEC and the ILIH will have a headquarters presence within Clackmannanshire (in Alloa), potentially in a vacant historic building (in a parkland setting) within the town centre. Work is under way with the University of Stirling to consider the possible creation of a hands-on visitor experience, to be delivered in tandem with these innovative projects.

3.6. The Strategic Context

The Economic Strategy for Scotland which was approved and adopted in 2015 identified six key sectors of the economy as having clear potential for growth. The sectors concerned were Finance & Business Services, Life Sciences, and Energy, as well as **Food & Drink, Creative Industries, and Sustainable Tourism**. The tourism-related industries in particular were recognised as playing a particularly important part in the economies of some of the more rural local authority areas. This strategy remains relevant to the CHT Programme as it underpins the objective to deliver an economic dividend linked to these sectors in the Stirling and Clackmannanshire region.

Tourism is one of Scotland's most important industries, making a substantial contribution to the overall economic performance of the country. Data for the (pre-pandemic) year of 2019 indicated that it was the 'best year for overnight tourism in Scotland over the last decade' (VisitScotland, 2020), with overnight visitors spending £5.865bn, and with the number of nights spent by international (overseas) visitors growing by 8% (from 2018 to 2019) to 27.385m (VisitScotland, 2020).

3.6.1. National Economic Strategies and Policies

The proposed inclusion of the CHT Programme within the City Region Deal is based on the premise that stimulating consumption in the culture, heritage and tourism fields will result in positive economic impacts being realised within the region.

The framework for economic growth adopted by the Scottish Government in 2015 ('Scotland's Economic Strategy') was characterised by four key priorities, each of which remains relevant to the CHT Programme:

- 1) An economy where growth is underpinned by long-term sustainable **investment** in people, infrastructure and assets;

- 2) An economy where growth is based on **innovation**, change and openness to new ways of doing things;
- 3) A society that promotes **inclusive growth** and creates opportunity through a fair and inclusive jobs market and regional cohesion to provide economic opportunities across all of Scotland; and:
- 4) A country with an **international** outlook and focus, open to trade, migration and new ideas.

(Scottish Government, 2015)

The strategy followed in the delivery of the CHT Programme will recognise these priorities, and it takes cognizance of the themes within the strategy which are still of particular relevance, including:

- The ambition to “create a more cohesive and resilient economy that improves the opportunities, life chances, and wellbeing of every citizen” (Scottish Government, 2015).
- An inclusive approach to achieving improvements in economic performance through the development of human capital, which will “increase the ability of people to participate in the labour market” (Scottish Government, 2015). This approach will also involve recognising and adopting the principles of the Fair Work agenda, and its focus on providing sustainable and fulfilling employment opportunities, and addressing inequality.
- The focus on the expansion of international trade, which can be supported through investment in the tourism infrastructure, which enables the region to achieve growth in its share of the international visitor market. The associated spending by international visitors can be regarded as export earnings, based on the accepted principle that “inbound tourist spending is considered as an invisible export” (Icoz and Icoz, 2019).
- The promotion of Scotland as an international brand, and as a host destination for major international cultural and sporting events, which will be supported through investment(s) in the tourism infrastructure at a regional level.
- Support for achieving growth across both the wider economy and communities at a regional level, which involves strengthening and developing skills.
- The policy of protecting and enhancing Scotland’s natural capital, brand and reputation as a country of outstanding natural beauty, and the commitment to a low carbon economy.

The current priorities for the future development of the Scottish economy (over a 10-year timeframe) were identified through the publication in March 2022 of a new plan: ‘The National Strategy for Economic Transformation’ (NSET). This identified five programmes of action that are recognised as having the capacity to drive improvements in Scotland’s economy:

- “stimulating entrepreneurship”;
- “opening new markets”;
- “increasing productivity”;
- “developing the skills we need for the decade ahead”; and
- “ensuring fairer and more equal economic opportunities”.

The specific fields of economic activity recognised as representing market opportunities within the NSET include: “creative industries, major events and **tourism**, which draw on Scotland’s long-standing cultural assets and reputation for expertise in delivery, innovation, and growing strengths in digital skills and technologies”.

The NSET acknowledges the status of the City Region Deals (across Scotland) within the framework for economic development, which is also supported by sectoral strategies (including the National Tourism Strategy). It also recognises and supports the concept of ‘A wellbeing economy’:

“A wellbeing economy, based on the principles of prosperity, equality, sustainability, and resilience, is at the heart of our vision for the economy in 2032. It means taking a broader view of what a successful economy, society and country is and putting people and the planet at the heart. It will improve economic resilience and in turn reduce our vulnerability to future economic and environmental shocks, improving wellbeing for current and future generations. This builds on our previous inclusive growth approach, recognising that the narrow pursuit of growth at all costs, without resolving the structural inequalities in our communities or respecting environmental limits, is reductive”.

In maintaining the focus on inclusive growth the NSET is aiming to achieve continuity from the (2015) Scottish Economic Strategy. This established inclusive growth as a key theme (alongside innovation, internationalisation, and investment), defined as: “growth that combines increased prosperity with greater equity; that creates opportunities for all and distributes the dividends of increased prosperity fairly.” It is based on the desire that “the benefits of economic growth should be distributed fairly and equitably, with a particular focus on social outcomes”.

The adoption of a strategy based on a Wellbeing Economy involves taking a broader view of economic activity and impacts through a Wellbeing Economy Monitor, which will supplement existing metrics (such as GDP, Employment, Productivity, etc.) with additional measures in key areas including health/life expectancy, mental wellbeing, deprivation indicators (and child poverty levels), carbon emissions, biodiversity, etc.

The value of the criteria identified with a Wellbeing Economy will be reflected in the development of objectives for projects which are taken forward for the CHT Programme, so that outputs can be aligned to appropriate policies where relevant.

3.6.2. National Strategies (Culture and The Creative Sector)

Through the publication of ‘A Culture Strategy for Scotland’ in February 2020, The Scottish Government sought to recognise the significance of culture in the context of economic and social development plans and policies. The cultural objectives were framed through ‘The Vision for Scotland’, which provided the foundation for the strategy: “Scotland is a place where culture is valued, protected and nurtured. Culture is woven through everyday life, shapes and is shaped by society, and its transformative potential is experienced by everyone. Scotland’s rich cultural heritage and creativity of today is inspired by people and place, enlivens every community and is celebrated around the world” (Scottish Government, 2020).

‘A Culture Strategy for Scotland’ is designed to serve as an overarching strategy, which will be adopted alongside existing strategies for Scotland’s historic environment, museums and galleries and libraries. It therefore provides guidance based on the following principles which reflect the value and reach of culture:

- “Culture in Scotland is valued in and of itself”.
- “Culture is free to be inspiring and to challenge”.

- “Culture is central to the future wellbeing and prosperity of Scotland – cultural, social, economic and environmental”.
- “We celebrate the diversity and excellence of cultures in Scotland and the value of open exchange with the wider world”.
- “Everyone has the right to participate freely in the cultural life of the community, to enjoy the arts and to share in scientific advancement and its benefits”.
- “Place - community, landscape, language and geography – is important and reflects the creativity of the past and provides inspiration for cultural expression today”.

The value of the creative sector was clearly demonstrated through the establishment (in 2010) of Creative Scotland, the public body that supports the arts, screen and creative industries across all parts of Scotland, and which has supported the Place Partnership initiative in Stirling. Creative Scotland has a published strategy covering the arts, film, and creative industries – ‘Unlocking Potential, Embracing Ambition’, as well as a business plan for Screen Scotland. The Creative Scotland strategy is supported by an Annual Plan, which (for 2021/22) was structured around a new Strategic Framework, and which reflected changes in priorities following the Covid-19 pandemic.

The National Performance Framework outcomes are expressed for culture in the positioning statement: “we are creative and our diverse cultures are expressed and enjoyed widely”. The associated indicators and measures for this strategy are:

- “Attendance at cultural events or places of culture”;
- “Participation in a cultural activity”;
- “Growth in the cultural economy”; and
- “People working in arts and culture”.

3.6.3. National Strategies (Heritage)

‘Our Place in Time’ is Scotland’s (10-year) strategy for the historic environment, produced by the responsible agency (Historic Environment Scotland) in 2014. It sets out a vision of how Scotland’s historic environment can be “understood, valued, cared for and enjoyed” (Historic Environment Scotland, 2014). The strategy was developed in collaboration with key organisations, and with specialists in the historic environment sector and beyond.

‘Our Place in Time’ identifies four strategic priorities:

- (1) “ensuring that the cultural, social, environmental and economic value of our heritage continues to contribute to Scotland’s well-being”;
- (2) “investigating and recording our historic environment to continually develop our knowledge, understanding and interpretation of the past, and how best to conserve, sustain and protect it”;
- (3) “caring for and protecting the historic environment in order to both enjoy and benefit from it, and to conserve and enhance it for future generations”; and
- (4) “sharing and celebrating the richness and significance of our historic environment”.

These strategic priorities are supported by the (second) Corporate Plan published by Historic Environment Scotland in 2019 (‘Heritage for All’), which endorses the organisation’s vision (“The historic

environment is cherished, understood, shared and enjoyed with pride, by everyone"). The approach taken in the plan reflects the ambition of making heritage relevant and meaningful for everyone, expressed through five outcomes:

- "The historic environment makes a real difference to people's lives".
- "The historic environment is looked after, protected and managed for the generations to come".
- "The historic environment makes a broader contribution to the economy of Scotland and its people".
- "The historic environment inspires a creative and vibrant Scotland".
- "The historic environment is cared for and championed by a high-performing organisation".

3.6.4. National Strategies (Tourism)

The national tourism strategy adopted in 2012, 'Tourism Scotland 2020' (Scottish Tourism Alliance, 2012) had set the ambition of achieving growth in spending (by overnight visitors) of at least £1bn (to reach a total of between £5.5bn and £6.5bn by 2020). This would be achieved by focusing on Scotland's most important markets, on the most important tourism assets and experiences, and by having a clear understanding of where improvements were needed to meet the demands of the customer and to grow the industry's business capabilities.

The subsequent (and current) tourism strategy (finalised in March 2020), 'Scotland Outlook 2030' (Scottish Tourism Alliance, 2020), recognises the forces which have been driving change in leisure travel at a global level, and reflects the impact of those, in setting out a future vision for tourism in Scotland. It has a very clear focus on positioning Scotland as a destination of quality in a competitive international market, with objectives based on four key priorities:

- "Passionate People".
- "Thriving Places".
- "Diverse Businesses".
- "Memorable Experiences".

The strategy also uses the approach of enumerating six 'themes' to define the conditions 'identified as being vital for success' (Scottish Tourism Alliance, 2020):

- Digital (Technology and Data).
- Policy.
- Investment.
- Connectivity (Transport and Digital Connectivity).
- Business Network.
- Positioning.

The strategy accepts that against a background of change the factors which have been the principal drivers of visitor demand (including Landscape and Scenery, and Heritage and Culture) will continue to underpin the performance of tourism in Scotland.

The vision for tourism contained within the strategy is expressed through three specific goals for the industry, which can be summarised as:

- The **contribution of tourism** to national initiatives – which are designed to enable Scotland to become a net-zero society.
- The **impact of tourism** in influencing improved community wellbeing and thriving places.
- The **value of tourism** in terms of its contribution to the Scottish economy, based on shared prosperity and strategic growth.

3.6.5. Relevant National Strategies (Climate Change)

At a global level, tourism grew by 50% over a 7-year period from 2012 (1bn international arrivals) to 2019 (1.5bn international levels), precipitating a heightened level of interest in the environmental impact(s) of an industry which is highly vulnerable to climate change, and which at the same time contributes to the emission of greenhouse gases, which cause global warming.

It is recognised that (alongside other impacts) tourism generates demand for transport (which is a core component of virtually all trips made by visitors), and that high levels of carbon emissions are associated with transport, which was responsible for 37% of Scotland’s greenhouse gas emissions in 2017 (Transport Scotland, 2020). Clearly tourism therefore has a role to play in the drive to reduce carbon emissions.

The combined forces of ever-increasing levels of understanding in relation to climate change, and the impact of the Coronavirus pandemic, have already led to a much higher level of travel impact awareness, along with changes in consumer behaviour and travel patterns. Recent research has indicated that across a representative sample of adults 47% would opt to use “more environmentally friendly transportation options”; 39% would “pay more for sustainable options (i.e. carbon offsets)”; and 40% would “use providers who declare commitment to sustainable practices” (Expedia, 2022). These changes can be expected to continue, and possibly accelerate. Consumers are now generally more alert to the issues relating to climate change and health, and they are adapting their habits where there is an expectation that changing their behaviour will have an impact, or deliver benefits.

At the same time – it has to be recognised that whilst consumers are more aware of the issues relating to climate change and health, and are adapting their habits, the pattern of behaviour associated with discretionary (holiday) travel can often reflect a different (less discriminating) attitude towards the use of transport services during what is considered as a ‘one-off’ short break or holiday.

The majority of the (transport and other) services used by visitors to Scotland are provided by the private sector, which needs to have a clear understanding of the direction and scale of change (to inform and justify investment decisions), so there is a requirement for government to provide clarity in terms of guidance and funding, and government intervention will be necessary for decarbonisation targets to be achieved.

As the national agency with responsibility for the marketing of tourism in Scotland, VisitScotland participated in drawing up **The Glasgow Declaration on Climate Action in Tourism**, which was adopted at the COP26 Climate Change Conference in November 2021. This agreement seeks to achieve an accelerated level of action in reducing the Greenhouse Gases emissions associated with tourism, and it aligns with the VisitScotland Responsible Tourism policy.

The Glasgow Declaration is a voluntary commitment which requests organisations to support a series of action points:

- “Halve carbon emissions by 2030, and achieve net zero by 2050 at the latest”.
- “Deliver climate action plans (or update existing plans) within 12 months from becoming signatories and implement them”.
- “Align plans with five pathways - namely: measure, decarbonise, regenerate, collaborate and finance”.
- “Report publicly on progress made implementing those commitments”.
- “Work on a collaborative spirit”.

The Glasgow Declaration is led by the United Nations World Tourism Organisation (UNWTO) in collaboration with the Travel Foundation, and within the framework of the **One Planet Sustainable Tourism Programme**.

The One Planet Sustainable Tourism Programme aims to accelerate sustainable consumption and production in tourism policies and practices, to address the challenges of pollution, biodiversity loss, and climate change. It promotes knowledge sharing and networking opportunities to define collective priorities and identify solutions. Under its umbrella, initiatives such as the Glasgow Declaration, Climate Action in Tourism, the Global Tourism Plastics Initiative and the Global Roadmap on Food Waste Reduction in Tourism are implemented. The One Planet Sustainable Tourism Programme is led by UNWTO, with the governments of France and Spain as co-leads, and in collaboration with UNEP (United Nations Environment Programme).

The UNWTO confirmed that by November 2022 the number of signatories to the Glasgow Declaration had passed the 700 mark, including tour operators, online travel agents, trade associations, accommodation providers, destination marketing organisations, and public sector agencies, all of which recognise the importance of the guiding principle of restoring nature as a “key to our sector’s recovery from the pandemic, as well as its future prosperity and resilience” (UNWTO, 2022). All of the signatories of the Glasgow Declaration have committed to the decarbonisation of tourism operations, to the restoration and protection of eco-systems, helping visitors and host communities to experience a better level of balance with nature.

Responsible Tourism focuses on “a collaborative approach for re-building and growing the value of tourism in a way that makes better places for people to live and visit in every corner of Scotland. It maximises the positive benefits of tourism for everyone, including host communities and the environment” (VisitScotland, 2021). The approach to Responsible Tourism focuses on four priority areas:

1. Supporting Scotland’s transition to a low carbon economy.
2. Ensuring tourism and events in Scotland are inclusive.
3. Ensuring tourism and events contribute to thriving communities.
4. Supporting the protection and considerate enjoyment of Scotland’s natural and cultural heritage.

There is a clear intention that the Responsible Tourism initiative should provide the direction (for the tourism industry, government, public sector, communities and visitors alike) to collectively respond and manage economic, social and environmental impacts, maximising the positive impacts and minimising the

negative ones, and making all forms of tourism sustainable. Responsible Tourism considers not only the environment, but also the needs of the visitor and the industry, as well as the host communities, creating better places for people to live and visit.

This agenda aligns with the approach which will be taken in the planning and delivery of the CHT Programme, and it will inform operational strategies in respect of visitor management, visitor dispersal, seasonality, inclusive tourism, community benefits, protection of the region's heritage and cultural assets, and responsible visitor behaviour.

3.6.6. The Management of Carbon Emissions

The management of carbon emissions associated with the CHT Programme (through the planning, development and operational phases) will therefore involve:

- Encouraging visitors to support values identified through the Responsible Tourism initiative (and follow the relevant guidance).
- Identifying the carbon emissions associated with each project which is brought forward for appraisal, so that appropriate carbon management measures can be identified, implemented and monitored in liaison with the Scottish Government's Sustainable Development Manager for the City Region and Regional Growth Deals.

The carbon emissions management strategy which would be implemented across the CHT Programme (including the relevant controls and mitigation measures) is included in Section 5.7. (ibid.).

3.6.7. Relevant Local Strategies (Regional Level)

The **Stirling Tourism and Events Plan (2018-2023)** was developed on the basis of a clear vision for the position that Stirling would have achieved as a destination by 2023: "Stirling is one of Scotland's top tourism destinations, on every visitor's list; a place not to be missed. Stirling tells its stories well, digitally and personally, creating memories that stay long after a visit. Stirling's city, its towns and villages, its National Park provide a unique opportunity to get close to history, to culture and to the landscape that shaped it, through immersive experiences, events and activities. And tourism helps to make Stirling one of the best places to live in Scotland by sustaining businesses, jobs and creating a vibrancy and vitality that brings the place to life." (Stirling Council, 2018).

In 2018 Stirling Council adopted the **Inclusive Growth Framework**, which placed the objective of delivering sustainable growth at the centre of the area's economic growth and regeneration strategies, and recognised the role which the City Region Deal would play in providing "greater opportunities for all" (Stirling Council 2018).

The intent which is reflected within the plans for the CHT Programme is consistent with the approach being taken in the **Stirling Council Economic Strategy**, adopted in March 2022. The strategy is based on the thinking expressed in the core themes:

- "We will work to support an economy that is thriving, sustainable and inclusive".

- “We want to support our local businesses to grow, attract jobs and investment, tackle inequality, and support the transition to net zero”.

The delivery of the CHT Programme will directly support the specific priorities identified in the Stirling Council Economic Strategy:

- “Support new and established businesses to develop and grow, through provision of the right support, training, workspace and infrastructure”.
- “Work with employability partners, education providers and employers to ensure access to fair work and skills opportunities for all of our residents”.
- “Take forward a Community Wealth Building approach to how anchor institutions in Stirling both purchase and use resources and assets, driving local benefits in terms of supply chain opportunities, new jobs, fair employment and shared ownership”.
- “Support our city centre and town centres to be vibrant, sustainable and at the heart of community and business life”.
- “Support Stirling’s rural economy to diversify and grow, ensuring our rural businesses and communities receive the support they need to thrive”.
- “Embrace the economic opportunities of the green economy and the transition to net zero, and ensure that wider activity aligns with our 2030 and 2045 greenhouse gas targets”.
- “Focus on higher value employment to reduce inequalities in Stirling and drive up median wage levels”.
- “Attract and encourage investment in Stirling, promote our advantages, and maximise and build on the value of the City Region Deal and all other strategic funding opportunities”.

Clackmannanshire Council has been developing a **Wellbeing Economy Project**, in conjunction with the Scottish Government, to help inform its roll-out of a Wellbeing Economy approach across Scotland, ensuring that Scotland thrives across economic, social and environmental dimensions, putting people and the planet at the heart of the economic system. The project has developed and tested a six-stage framework for developing a wellbeing economy in Clackmannanshire. This framework builds on the 5 key outcomes of the Inclusive Growth Framework (Productivity, Population, Participation, People and Place), by also taking into account a wider set of environmental considerations and indicators around the circular economy, biodiversity, natural capital and land use. The framework provides a structure for considering all of the levers in the system that could help in delivering wellbeing economy outcomes. Detailed data analysis was used to identify key themes, which were tested and ratified through stakeholder engagement. As a result seven key themes were identified as central to the delivery of Wellbeing Economy outcomes in Clackmannanshire, based on evidence which indicated that interventions in these areas would have a high impact, as well as being considered deliverable by local partners. The seven themes are:

- Quality of Employment
- Transport – Local Connectivity
- Entry Level Skills
- Earnings
- Mental Health
- Physical Health
- Local Anchors

The Clackmannanshire Community Planning Partnership has agreed to use these themes as the starting point for preparing a Wellbeing Economy Local Outcomes Improvement Plan (LOIP), as well as its Economic Development Strategy, which will follow the completion of the LOIP.

In recognition of the view that Community Wealth Building (CWB) is an effective way to deliver on Wellbeing Economy principles, Clackmannanshire Council worked with the Scottish Government and with the Centre for Local Economic Strategies (CLES) to prepare a **Community Wealth Building Action Plan**. This assesses the performance of the area against the five pillars of CWB and sets out a list of priority actions that will be of most benefit in redirecting wealth back into the local economy and in placing control and benefits into the hands of local residents. Work is well under way in delivering the action plan, and CWB principles will be built into the delivery of all future projects including those taken forward by Clackmannanshire Council through the CHT Programme.

The **Clackmannanshire Framework for Tourism** (within the City Region Deal) sets out a mission with a clear focus on working through new partnerships. It is envisaged that these will invest in, and capitalise on the natural and built heritage of Clackmannanshire to create memorable and accessible visitor experiences, which will contribute to the prosperity of the region. There is a particular recognition of the opportunity within the area to enhance existing partnerships to build a reputation for skills development within Clackmannanshire.

3.6.8. The Asset Base

The key physical assets (which provide the foundation and the context for projects being brought forward through the CHT Programme) are summarised for reference in Appendix I.

3.6.9. The Vision for Tourism in Stirling and Clackmannanshire

Relevant local and national strategies reinforce the validity of the ambition (reflected in the Stirling Tourism and Events Plan, the Clackmannanshire Framework for Tourism, and in the strategic objectives for the CHT Programme) to strengthen the position of the Stirling and Clackmannanshire region as a destination with strong visitor appeal, which is selected by travellers on the strength (and diversity) of the experiences offered through its assets, products and services.

There is therefore a conscious focus in the CHT Programme on directing investment towards projects which will strengthen the region's offer as a destination. This will involve capitalising on the region's internationally significant heritage (including the built environment and natural landscape), and giving visitors a compelling reason to return to (and recommend) Stirling and Clackmannanshire. Priority will also be given to strengthening existing partnerships, building new relationships, and drawing on the valuable skills and experience which exist across the region.

The CHT Programme will not only support regional strategies, but it will directly contribute towards the realisation of the shared vision for tourism in Stirling and Clackmannanshire (Figure 1). This brings together the applicable strategies for each area, including the focus on key markets, and the effective utilisation of the region's assets and resources.

The focus within the CHT Programme on projects which will contribute towards the economic health of the region aligns with the intention that the CRD projects should support wider (Scottish and UK Government) aims based on addressing unemployment and increasing health and wellbeing. The delivery and implementation plans for all projects will also be developed in alignment with the key drivers within both Stirling and Clackmannanshire Councils' strategic plans, including the Local Outcomes Improvement Plans, Locality Plans, and relevant policies within Local Development Plans.

The City Region Deal for Stirling and Clackmannanshire (and the CHT Programme specifically) recognises the key elements on which the wider strategy for the development of tourism in Stirling and Clackmannanshire has been developed, and links directly into the vision which has been adopted for the region (and shown in Figure 1). The funding for the programme is therefore now being sought in order to enable the strategy to be progressed, to develop and augment key assets in culture, heritage and tourism, to grow the regional economy, and to deliver inclusive growth.

VISION	Stirling and Clackmannanshire will be a successful destination - with a strong visitor economy, underpinned by co-operation and effective partnerships. The value of the region's visitors will support businesses and encourage investment, creating sustainable employment opportunities.	
MISSION	We will invest in, and capitalise on our cultural and natural heritage to create memorable, accessible visitor experiences to realise economic, social, wellbeing and cultural benefits.	
STRATEGY	<p style="text-align: center;">MARKET OPPORTUNITIES</p> <ul style="list-style-type: none"> ▪ Home Turf - Scotland, North of England, and London ▪ Near Neighbours - Germany, France, Benelux Countries, Scandinavia <ul style="list-style-type: none"> ▪ Distant Cousins - USA/North America <ul style="list-style-type: none"> ▪ Day Visitors <p style="text-align: center;">RESPONSIBLY MANAGING AND PROTECTING ASSETS AS OPPORTUNITIES AND EXPERIENCES</p> <ul style="list-style-type: none"> ▪ Heritage - Industrial, Natural and Built <ul style="list-style-type: none"> ▪ Places of Power ▪ The River and The Landscapes <ul style="list-style-type: none"> ▪ Civic and Cultural Hubs 	
CAPABILITY	<p style="text-align: center;">BUILDING OUR CAPABILITIES</p> <ul style="list-style-type: none"> ▪ Hospitality and Heritage Skills ▪ Marketing and Communications ▪ Digital Capability and Capacity <ul style="list-style-type: none"> ▪ Business Support 	<p style="text-align: center;">KEY ENABLERS</p> <ul style="list-style-type: none"> ▪ Links with Education ▪ Accessibility for All <ul style="list-style-type: none"> ▪ Collaboration ▪ City Region Deal Synergy
Figure 1) A Shared Vision for Tourism in Stirling and Clackmannanshire		

The need for a wider commitment from both Councils (and from other Government agencies and relevant bodies) is recognised, to ensure that the full value of this programme can be realised, through effective destination marketing, business support, and the provision of other complementary services (with an emphasis on further and higher education and on skills development).

Appendix I) identifies the principal assets which will act as the foundation for the programme. A robust and pragmatic approach to prioritising investment is being taken due to the need to make sure that the value of the funding available is fully optimised. The strategic approach is therefore based on delivering value beyond the City Region Deal, and on ensuring that the region is well placed to attract any additional

funding which may become available (through other channels) through the duration of the CRD programme and beyond.

Working in collaboration, both Stirling and Clackmannanshire Councils are taking forward the process of identifying, researching, and framing investment opportunities so that they can be taken forward as candidate projects for appraisal. The initial research and consultation stages have made it possible for a diverse range of opportunities to be identified, and the primary consideration for this process was that the opportunities should have the capacity to deliver regional inclusive growth under the strategic themes (as summarised in Table 1)) which were identified in the City Region Deal Document, and which support the Shared Vision for Tourism (Figure 1).

Theme 1: Accessibility	Theme 2: Business & Skills
<p>This theme is expressed through support for projects where the accessibility of existing assets (to visitors and residents) will be improved, and for new developments where there will be an emphasis on making amenities, experiences and services as accessible as possible.</p> <p>This can involve upgrades that allow more inclusive access to built assets (e.g. castles, towers, etc.), and to cultural and natural assets (including museums, theatres, rivers, hills, glens and other natural spaces), as well as initiatives such as new guiding and interpretation services which will facilitate better levels of access and understanding for users.</p>	<p>This theme is expressed through projects which will create and/or strengthen employment opportunities where there is a focus on the development and application of key skills. This will align with the work of existing initiatives (such as (e.g.) The Engine Shed), which address skills in the heritage and hospitality sectors.</p> <p>This theme will also be expressed through the impact of the CHT Programme on the region’s business base, in catering for an expanding visitor market.</p> <p>This theme aligns with local, regional, and national initiatives, including the Stirling & Clackmannanshire Skills & Inclusion Programme.</p>
Theme 3: Heritage Built Assets	Theme 4: Natural Assets
<p>This theme is expressed through the opportunity for the CHT Programme to support and enhance the region’s existing built assets, linked to culture, heritage & tourism (including event venues, heritage properties, etc.).</p> <p>This theme reflects the value of upgrading heritage venues which can have an enhanced role in the region’s tourism offer, and make a stronger contribution to the visitor economy.</p>	<p>This theme is expressed through the opportunity for the CHT Programme to support investment opportunities which are based on the region’s natural assets – and which have a relationship with culture, heritage & tourism (including outdoor spaces and features).</p> <p>This theme reflects the importance of making it possible for visitors and residents to appreciate and enjoy the region’s natural assets, as well as enabling the region to have a strong and balanced consumer offer.</p>
Table 1) Strategic Themes for CHT Programme Projects	

3.6.10. Market Trends and Opportunities

The CHT Programme has a clear focus on delivering economic benefits, based on stimulating higher levels of leisure consumption. There is a need to ensure that there is a strategic fit between the CHT Programme projects and the relevant segments of the visitor market, and this requires an understanding of consumer motivation and behaviour, and of the most significant demand generators.

Qualitative research undertaken for the most recent Scotland Visitor Survey in 2015 & 2016 (VisitScotland, 2017) has provided a comprehensive baseline, which has been reviewed in order to obtain an understanding of the significance of culture and heritage in the context of visitor demand. The

research indicated that across the total sample (of visitors to Scotland) the two demand drivers (for leisure travel to Scotland) identified by visitors as more influential than any others were:

- “The scenery & landscape” (identified by 50% of visitors)
- “The history & culture” (identified by 33% of visitors)

For visitors to Scotland from **European** and **Long Haul** markets specifically the significance of these factors was even stronger:

- “Scenery & landscape”: Identified as the most important reason for visiting by **71%** and **53%** of visitors respectively.
- “History & culture”: Identified as the second most important reason for visiting by **51%** and **52%** of visitors respectively.

The profiles of travellers (from key segments) across the domestic (UK), European, and International (Long-haul) markets provide further insight into visitor behaviour, characteristics, and expectations, and signal the extent to which these groups represent relevant target segments for the Stirling and Clackmannanshire region. This evidence reinforces the validity of including the CHT programme as a strand of the City Region Deal strategy.

The segment which represents the most significant contributors to visitor spending across Stirling and Clackmannanshire is the domestic (UK) market, which was identified as the ‘Home Turf’ grouping within the National Tourism Strategy (2020), and which is recognised in the Shared Vision for Tourism in Stirling and Clackmannanshire (Figure 1)). The USA (identified as part of the ‘Distant Cousins’ grouping in the strategy) is the main international market for the region, followed by Germany and France, both part of the ‘Near Neighbours’ grouping.

Primary Markets	Description (Visitor Characteristics)
UK – Natural Advocates	Passionate about Scotland, looking for breathtaking scenery, nature, and ‘getting away from it all’.
UK – Engaged Sightseers	Enjoy general sightseeing and touring, history, scenery, nature, and meeting locals.
UK – Curious Travellers	Looking for new destinations, discovery, exploration, and learning.
USA – Heritage Sightseers	Sense of connection, visiting friends and relatives, want to experience Scotland’s natural beauty, rich history and culture.
Secondary Markets	Description (Visitor Characteristics)
Germany – Cultural Sightseers	Interested in historic buildings, contemporary culture, and environment.
France – Cultural Sightseers	Explore off the beaten track, countryside and heritage; unique experiences and local culture.

Table 2) Significant Visitor Markets for Stirling and Clackmannanshire

A number of particularly significant trends are emerging at a wider level across the tourism sector, and the impacts of these are applicable to all segments of the Scottish tourism market. These factors are also of relevance in understanding changes in the characteristics of the tourism sector (at a regional level) over the short to medium term period, and will have an ongoing impact on the markets for Stirling and Clackmannanshire.

Four particular ‘megatrends’ have been identified as being of particular significance in relation to the performance of Scottish tourism over the period to 2025 (Bremner, Golden, 2019):

1. **“Experience More”** – the concept of offering more genuine experiences and helping visitors to be more than ‘tourists’.
(At a regional level the importance of creating and delivering a memorable experience for visitors is being taken forward as a key consideration at the project-planning stage).
2. **“Limitless Discoveries”** – marketing the whole of Scotland, not just the favourite places.
(At a regional level there are a number of locations and destinations which can be considered as ‘favourite places’, and the CHT Programme presents an opportunity to address the geographical distribution of demand through the development of other culture, heritage and tourism assets).
3. **“Evolving Traveller”** – recognising the many different types of visitors, both culturally and demographically.
(The visitor market across Stirling and Clackmannanshire comprises a wide and diverse number of segments, with specialist groups (e.g. educational tourism) supplementing the traditional (core) markets, and the significance of this pattern will be an ongoing consideration. There will be a need to recognise the particular needs and expectations of different visitor groups, and to be responsive in terms of the services provided to cater for different segments).
4. **“Technology to Stimulate and Inform”** – using widely available technology and data capture to improve and influence the visitor experience.
(Technology has transformed how leisure products and services are delivered to consumers – and it has enabled the rapid growth and expansion of the leisure sector. It has facilitated the development and introduction of new products and services – and has enabled new leisure concepts to be easily and effectively brought to market. Technology has been the principal driver in the evolution of new models of consumer behaviour, and it will be one of the greatest influences on future change. There will be a need therefore to ensure that this trend is recognised and taken into consideration at all stages throughout the project planning and implementation phases).

3.7. The Case for Change

Central Scotland was at the forefront of the development and expansion of tourism in the 19th Century, facilitated not only by the historical significance of Stirling, but by landmark events such as the arrival of the railways (1848), and the visit of Queen Victoria (1859). However a well-established and mature visitor destination has to face the challenge of maintaining its status and position in a market which is becoming ever more competitive, and where new products, services and experiences are constantly being introduced. A venue or a destination is at risk of becoming tired and losing its appeal where there is a lack of investment, and the CHT Programme therefore represents an important opportunity for assets in Stirling and Clackmannanshire to receive the funding support which will enable the region to maintain its status.

3.7.1. The Regional Context

The structure of the Stirling and Clackmannanshire economy reflects the significance of the leisure sector - with visitor spending supporting local businesses, and sustaining employment. The visitor economy is underpinned by the region's status as a compelling heritage destination, enriched by the close proximity of areas with a high scenic value, including the Loch Lomond and The Trossachs National Park. This is reinforced by a diverse network of strong cultural, heritage and natural assets across Stirling and Clackmannanshire:

- **Cultural Assets** include monuments of international significance, galleries, libraries, museums and other assets linked to festive and leisure events, and to traditional skills and conservation.
- **Heritage Assets** include archaeological sites, historic buildings and monuments, battlefields, gardens and designed landscapes.
- **The Natural Landscape** includes the Devon Valley, the River Forth, the Ochil Hills, the Menteith Hills, the Carse of Stirling and Flanders Moss. The region borders Fife (to the east), Loch Lomond (to the west), and spans the Highland Boundary Fault, which is the natural separation between the Highlands (to the north and the west), and the Lowlands (to the south).

Although more than four million people visit Stirling and Clackmannanshire each year (Global Tourism Solutions, 2020), the geographical distribution of demand (by visitor numbers) indicates that a high proportion of it is concentrated on a relatively limited number of signature sites and venues. The pattern of visitors planning itineraries which are based around travel to only a select number of destinations has resulted in these locations becoming emblematic of the region, whilst at the same time it highlights how interventions could be directed towards stimulating demand for travel to other locations which attract fewer visitors.

The region is also characterised by the pattern of visitor demand being concentrated in the 6-month peak season (April to September). This period accounts for almost 70% of the total demand from staying visitors – more than double the volume which arrives between October and March. Whilst the influence of seasonality in tourism will always be a factor, this pattern has implications in terms of the demand for visitor accommodation (and other services within the tourism supply chain), as well as for the year-round sustainability of employment, and there is an opportunity for interventions to help redress this imbalance.

The future performance of tourism (and the delivery of economic growth) will be dependent on optimising the performance of the region's assets, so that they are all able to contribute fully to creating a destination with a compelling visitor proposition. This will involve investment both in the assets themselves, as well as in the supporting infrastructure and services, which will make it easier for the prospective visitor to understand, appreciate, and experience everything that the region offers.

The CHT Programme will therefore enable this sector to make an even stronger contribution to the regional economy. This will be measured through relevant metrics, including increased levels of visitor spending, and growth in the proportion of visitors choosing to stay overnight in the region. The region's strengths will also mean that it is well positioned to make a positive contribution to national ambitions relating to growing visitor spend, and to contribute to the delivery of the national tourism strategy.

A thriving culture, heritage and tourism sector also helps to maintain the profile of the region nationally and internationally, fostering and supporting investment across other sectors, bringing increased spending and jobs to the local economy and adding to the tourism product of Scotland overall.

3.7.2. The Economic Development Opportunity

The tourism sector at a regional level has to operate in a highly competitive environment, in attracting visitors from both the domestic (Scotland and the rest of the UK) and international markets, and in positioning the region as a place to visit in the minds of travellers. The challenges faced are not just limited to attracting visitors against competition from other destinations, but include the need to maximise the value of visitors. This requires the provision of a comprehensive visitor experience, with ongoing investment in the products and services which attract travellers to the region, and in the infrastructure that enables visitors to access and enjoy all of the area's assets.

The expectations of visitors are continually rising, as they become better informed, and more experienced, through increased opportunities for worldwide travel. Current (and future) trends point to the need for innovation and investment, which will strengthen the region's proposition for visitors, and which will deliver higher value from the sector, creating the opportunity for enhanced economic and social well-being.

Whilst the region contains some of Scotland's most significant cultural, heritage and tourism assets, and has a strong natural landscape, the performance indicators for tourism indicate that suggest that there are opportunities to extend the associated economic contribution and value.

- **Economic impacts are distorted by a seasonal imbalance:** In Stirling 62.5% of economic benefits (by value) are captured during Q2 and Q3 (April to September), and in Clackmannanshire the comparable figure is over 70% (Global Tourism Solutions, 2020), reflecting the capacity for achieving performance improvements during the shoulder periods.
- **The pace of growth in tourism has not kept pace with trends at a national level:** Over a 10-year period (2010 to 2019) the (total) number of visitors to Clackmannanshire grew by 6.9%, and to Stirling by 13.6% (Global Tourism Solutions, 2020). Comparison of this result against other measures for the same period (e.g. the total number of inbound visitors to Scotland which grew by over 35% (VisitBritain, 2020)) indicates that there is an opportunity for the region to achieve growth in its market share.
- **Day trips dominate the visitor market:** Whilst there was a pattern of growth in the total number of visitors to the region over a 10-year period (from 2010 to 2019), the proportion of day (non-staying) visitors (to Stirling specifically) remained at 75% (or above). Taking into account data from the hospitality sector which indicates that there is a consistent level of un-used capacity (unsold rooms), there is scope for the region to convert day visitors to staying visitors (through investment in tourism products and services), with the potential to capture the associated economic benefits.

The extent to which the region (and Stirling in particular) has become reliant on day visitors (and is dominated by Stirling Castle as the most significant attraction and as the principle reason for visiting) has

come to define the wider area as a destination, and this has restricted its ability to develop a strong overall identity (as a leisure base for short breaks and holidays) in a competitive market.

Strengths	Weaknesses
<ul style="list-style-type: none"> ▪ Pivotal position in the history of Scotland, and central to the creation and development of culture and identity at a national level. ▪ The ability to provide a strong visitor proposition based on all four experiential realms (Educational, Escapist, Esthetic, and Entertainment). ▪ High profile heritage assets including Stirling Castle, Doune Castle, The National Wallace Monument, Castle Campbell, Clackmannanshire Towers, and The Battle of Bannockburn Centre. ▪ Association with internationally known figures from key periods in history. ▪ Attractive rural landscape, towns and villages. ▪ Access to Scotland’s first National Park (Loch Lomond & The Trossachs). ▪ Good rail, road and air links, and ease of access from main centres of population across the Central Belt. ▪ Expanding Active Travel network. 	<ul style="list-style-type: none"> ▪ Over-dependency on day visitor traffic. ▪ Over-reliance on key attractions and destinations to maintain visitor demand. ▪ Lack of identity and reasons to visit (or stay) among prospective markets. ▪ Deficiencies in visitor services and amenities (Infrastructure, Orientation, and Transport). ▪ Lack of depth in the visitor offer means that average dwell times are short. ▪ Concentration of demand in peak visitor season(s) (April to September). ▪ Weaknesses in the range & quality of accommodation, dining, and retail services. ▪ Restricted choice of activities and options for evening activities. ▪ Limited number of events with the capacity to generate significant visitor numbers.
Opportunities	Threats
<ul style="list-style-type: none"> ▪ Consumer interest in authentic, immersive experiences and stories. ▪ Investment in assets, infrastructure, and attractions through the City Region Deal. ▪ Strength and appeal of an integrated city-based and rural-based offer. ▪ Development of special interest and niche events. ▪ Film locations and associations. ▪ Growth in demand from the domestic/UK (Home Holiday) market. ▪ Demographic changes resulting in the greater significance of key market segments with potential for growth. ▪ Greater levels of involvement with the further and higher education partners. ▪ Support and maintain an integrated destination marketing service, with stakeholder support. 	<ul style="list-style-type: none"> ▪ Extended post-pandemic recovery period as key source markets remain affected by Covid-19 infection rates and emergent variants. ▪ Changes in consumer (visitor) behaviour and in the characteristics of post-pandemic demand. ▪ Under-investment in the tourism product (and in visitor services), which fails to meet or satisfy changing visitor needs and expectations. ▪ Competition from other better known Scottish cities and destinations. ▪ Major investments (in leisure/tourism) in other cities and destinations across Scotland. ▪ Instability in the wider environment – including economic uncertainty, deferred investment decisions, labour market shortages, withdrawal of EU funding.
<p>Table 3) SWOT Analysis (Stirling and Clackmannanshire Region)</p>	

Alongside the region’s signature attractions Stirling and Clackmannanshire has many other strong tourism assets, although these include venues in locations with lower levels of economic activity, and where there are fewer opportunities to enable those furthest from the labour market to move into training and sustainable employment.

Consequently, there is a strategic need to ensure that the CHT Programme plays a role in addressing the wider challenges of the region. The programme can support wider initiatives which are geared towards

delivering change which will benefit individuals and communities, enhancing well-being, and creating more training and job opportunities (across a range of locations and occupations, and at different skill levels).

The CHT Programme will focus specifically on improving the quality of the visitor experience, achieving a better spread of visitors across the region, and increasing the proportion of visitors choosing to stay overnight in the region. By encouraging higher levels of spend, it will have the potential to stimulate a stronger evening economy (which in turn will boost the local food and drink sectors). It will also build new (and strengthen existing) partnerships with communities, businesses, academia, and national agencies, providing a legacy and ensuring that the impact of the City Region Deal investment is maximised.

The analysis summarised in Table 3) indicates where there are opportunities and challenges for the region as a culture and heritage led visitor destination.

Despite the status of its well-known signature attractions, the region is not well presented currently as a coherent and integrated visitor destination, with complementary cultural and tourism offers capable of encouraging visits to multiple attractions or venues, and of supporting an extended dwell time in the region. Whilst Stirling Castle (as noted) is clearly positioned as a flagship attraction, capable of generating high levels of year-round demand, for a high proportion of visitors it is the only destination which they visit in the region. Additionally, wider cultural and heritage strengths (for example traditional skills used in conservation, which can be supported and used as part of the visitor experience) can be further harnessed to deliver economic benefit(s) for the region.

In this context, there is an opportunity to take forward interventions which will have the capacity to:

- Enhance the cultural, heritage, and tourism offer of the region, to deliver sustainable economic growth.
- Encourage an innovative approach to the development of new facilities, products and services, which will build on the region's strengths.
- Promote new approaches to partnership working, which will utilise the region's cultural, heritage and tourism assets as a basis to deliver employment (and develop skills).
- Enable a fresh approach to be taken to delivering business support and destination marketing.

3.8. Principal Benefits

The City Region Deal (CRD) Benefits Realisation Map (incorporated within the CDR Benefits Realisation Plan) identifies the CHT Programme as one of the (9) Deal Outputs, all of which are aligned with the CRD Strategic Outcomes:

- Inclusive economic growth.
- Higher value jobs.
- Shared prosperity.

- Inclusive skills ecosystem.

These outcomes are recognised within (and supported by) the CHT Programme Objectives (Section 3.4.) (ibid.).

All of the projects funded by investment through the CRD will be required to ensure that benefits are being considered as business cases are being developed. At the stage by which a business case is finalised, the project(s) will have documented plans showing how the associated benefits will be realised.

Within the CRD Benefits Realisation Plan, the Monitoring & Evaluation Framework confirms the Indicators and Data Sources which will be used in managing the Impact Evaluation process, including quantitative data published by STEAM and by VisitScotland. This approach is consistent with the approach being taken for the CHT Programme.

A Benefits Realisation Framework has been developed for the CHT Programme, and is included as Appendix 5. The framework identifies and summarises the particular benefits which are associated with the programme, and which are recognised as measurable outputs and quantifiable outcomes. The extent to which any specific benefit will be associated with individual projects will be determined at the project planning stage(s), and this will be specified within the OBC/FBC for the project concerned.

3.9. Constraints and Dependencies

It is accepted that there will be limitations and risks (identified as Constraints and Dependencies) associated with the specific projects which are taken forward within the CHT Programme, and these will need to be addressed in order to ensure the successful delivery of each scheme.

A **constraint** is any restriction that defines a project's limitations. The primary constraints which are conventionally associated with project management (and which are all inter-related) are time, scope, and cost:

- **Time Constraints:** These are associated with the schedule for completion of the project, including specific deadlines for each phase, and the target date for completion of the project.
- **Scope Constraints:** These relate to the specific goals associated with the project, as well as all deliverable outputs, features, functions, and the tasks required to complete the project.
- **Cost Constraints:** These are associated with the budget required to complete the project on schedule, and in line with the confirmed plans for the investment.

Dependencies are conventionally identified through the different types of relationship which specific tasks associated with delivery of the project can have with each other. These relationships will directly influence progress, where (e.g.) the completion of a specific task is required before a subsequent task can commence.

Constraints and dependencies associated with specific projects within the CHT Programme will be identified within the (separate) business case(s), along with the relevant management controls which will be in place. The programme-level constraints and dependencies are summarised in Table 4).

Constraints	Dependencies
<ul style="list-style-type: none"> ▪ Projects must meet CRD outcomes and be within scope. ▪ Projects must be delivered within the available budget. ▪ Projects must be delivered on schedule, and within the overall CRD timescales. ▪ Projects must have adequate resources in place (through the planning, development, and operational phases) to be delivered. 	<p>The progression of the CHT programme is dependent on:</p> <ul style="list-style-type: none"> ▪ Scottish Government endorsement of programme business plans. ▪ Programme approval by the CRD Joint Committee. ▪ Appraisal and selection of viable projects. ▪ Completion of project OBC(s) and FBC(s). ▪ Scottish Government endorsement of project business plans. ▪ Project approval by the CRD Joint Committee. ▪ Access to CRD funds. ▪ Resources in place to deliver the project(s).
<p>Table 4) CHT Programme Constraints and Dependencies</p>	

4. The Economic Case

4.1. The Economic Context and Situational Review

Scotland's Economic Strategy (2015) identified six Growth Sectors, three of which (Food & Drink, Creative Industries, and Sustainable Tourism) were relevant to the CHT Programme, with the **Sustainable Tourism** sector specifically encompassing the economic activities represented across the CHT programme. (The other sectors recognised within the Economic Strategy were Finance & Business Services, Life Sciences, and Energy). The recognition of Sustainable Tourism as a growth sector provided strategic endorsement for the inclusion within the City Region Deal of a programme focused on culture, heritage, and tourism.

A 'Growth Sector Briefing' on Sustainable Tourism (Scottish Government, 2021) defined the mix of activities which are covered under the term 'Sustainable Tourism' (based on relevant SIC codes). These included 'Museum activities' and 'Operation of historical sites and buildings and similar visitor attractions', as well as a general 'Other amusement and recreation activities', and based on this definition the 'Sustainable Tourism' nomenclature (for the purpose of this Outline Business Case) is regarded as applicable across all fields of activity represented by the CHT Programme.

A Government report on the value of tourism (Scottish Government, 2018) identified the three principal areas in which sustainable tourism can have a positive economic impact as:

- (a) generating spending by overnight visitors;
- (b) supporting businesses/registered enterprises within the sustainable growth sector; and
- (c) employment.

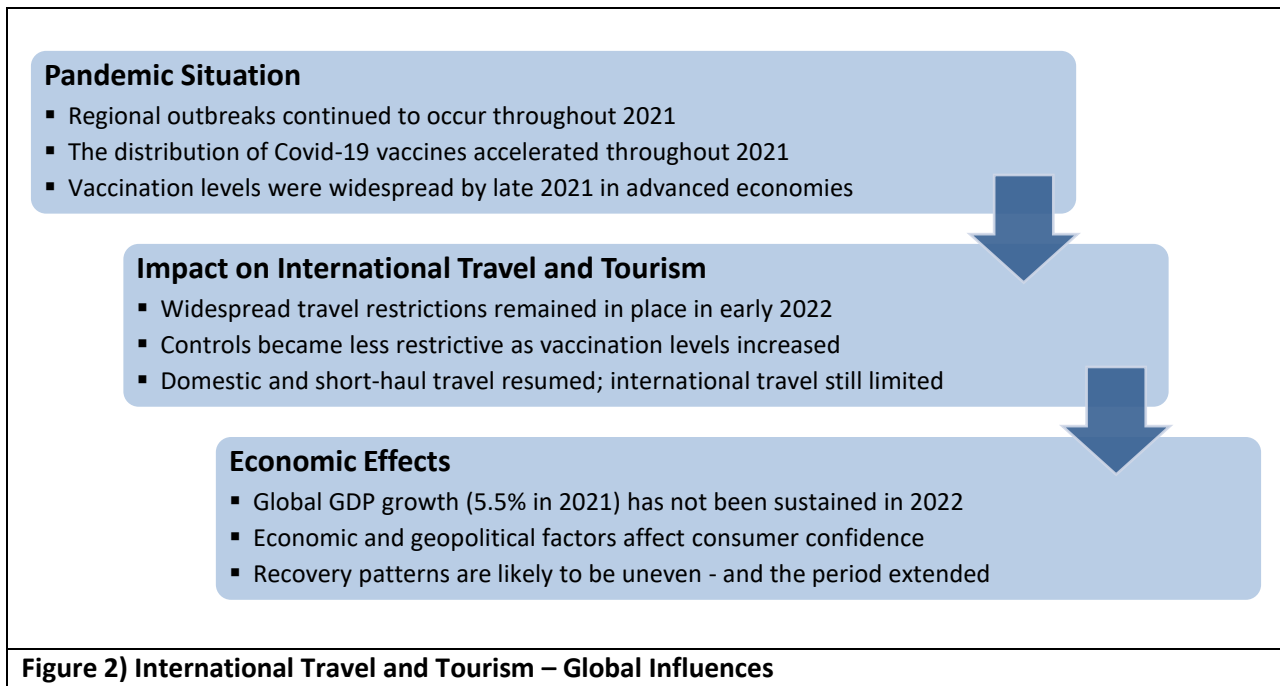
The objectives for the CHT Programme (Section 3.4.)(ibid.) have therefore been formulated to reflect the prioritisation given to these measures and outputs.

The global pandemic which followed the Coronavirus outbreak in early 2020 had an impact across all of the growth sectors prioritised in Scotland's Economic Strategy, with international travel and tourism being particularly affected through the curtailment or withdrawal of travel services, restrictions on movement, and the virtual collapse of consumer demand for discretionary leisure travel.

This scale of the decline which spread across tourism internationally is reflected in the data which shows how the tourism industry in Scotland was affected when restrictions were introduced. Whilst the principal tool used to measure inbound tourism volumes (The International Passenger Survey) was suspended in 2020, projections from VisitBritain indicated that international visits to Scotland declined by 78% in 2020 (compared to 2019), and that spending declined by 85% to £388 million (Scottish Enterprise, 2021). VisitBritain research also indicated that spending from domestic overnight and day visitors in Scotland reduced in 2020 by around 50% (from 2019 levels), to £1.6 billion and £2.8 billion respectively (Scottish Enterprise, 2021).

The trends (with regard to visitor numbers and the economic outputs of the tourism sector) for the period up to 2019 can be regarded as a record of performance for the pre-pandemic period, and whilst that data can be used to inform and guide future planning, projections for the industry now have to be based on:

- Understanding the characteristics of the tourism sector (in terms of visitor flows, visitor behaviour, and market performance) as it emerges from the pandemic.
- Anticipating the pace (and timing) of recovery, in order to project when demand is most likely to recover to pre-pandemic levels.
- Realising that other socio-economic factors will have had an impact on tourism, and on the wider leisure sector.



4.1.1. Forecast and Outlook

Whilst the global economic outlook was more positive by mid-2021 (and key indicators were more favourable than predicted at the end of 2020), recovery was still regarded as fragile, and (significantly) it was not leading to the rapid resumption of international travel, as restrictions remained in place, and as concerns over new (and more transmissible) forms of the Coronavirus were having an impact on consumer behaviour (and confidence levels).

The roll-out of vaccination programmes across the UK from early 2021 onwards created potentially favourable conditions for the recovery of the domestic market, which will remain the principal source of tourism demand in the short-term. Forecasts which projected that domestic travel would ‘recover fully by 2023’ (Tourism Economics, 2021) were being challenged during the first half of 2022 as wider economic and geopolitical factors (including rising energy costs, the risk of double-digit inflation, and the level of imbalance in the roll-out of vaccination programmes internationally) affected consumer confidence. As a result the outlook in terms of recovery in the international (inbound) market remains markedly more cautious.

In 2021 the UK Government published targets for the recovery of tourism, based on the projection that domestic demand (in terms of overnight stays and spending) would return ‘to 2019 levels by the end of 2022’, and that international demand (in terms of inbound visitor numbers and spending) would return to 2019 levels by the end of 2023 (Department for Digital, Culture, Media & Sport, 2021).

4.2. CHT Programme Objectives

As indicated in Section 3.4 (ibid.) the overall ambition for the CRD is that the proposed interventions should stimulate economic growth across the wider city region. The CHT Programme in particular has a very clear focus on strengthening the appeal of the city region to prospective visitors (and on capturing benefits through the associated levels of spending) whilst at the same time encouraging participation by the region's residents in an expanded cultural offer, delivering environmental improvements, introducing new and upgraded amenities and services, and creating the conditions in which individual businesses can flourish.

The CHT Programme spans a range of activities all of which are identified within the Sustainable Tourism sector as a growth area within Scotland's Economic Strategy. Funding is therefore being sought through the City Region Deal to support investment in the sector, based on the capacity of culture, heritage, and tourism projects to have a positive economic impact, and to deliver sustainable, inclusive growth.

4.3. CHT Programme – Economic Impacts

4.3.1. Direct Impacts

The primary objective of the City Region Deal for Stirling and Clackmannanshire is that it should stimulate growth in the local economy. The programme will therefore be developed on the basis that those impacts will be delivered through:

- (a) **Beneficiaries** – Projects will be brought forward which have the capacity (through both the development and operational phases) to support other businesses (including other enterprises within the sustainable growth sectors) as contractors and suppliers; through partnership agreements; and by generating consumer demand for other amenities and services. Projects will be expected to create (supplier) opportunities within the Stirling and Clackmannanshire city region and deliver tangible benefits for local businesses and companies.
- (b) **Income Generation** – Projects will have a specific focus on stimulating higher levels of consumer spending (by overnight visitors in particular) which can be captured within the local economy, taking into account the impact of displacement and leakage.

Data published by the Scottish Government (Scottish Government, 2020) indicates that the Sustainable Tourism sector accounted for spending (revenue) of £281m in 2018 in the Stirling and Clackmannanshire region, with a corresponding GVA of £152.6m. GVA data (per employee) is used to measure productivity levels in tourism, and where employment levels (the number of jobs) rise at a faster rate than GVA, tourism productivity is adversely affected – a consequence which reinforces the significance of income generation in delivering economic growth.

- (c) **Employment** – Projects will be required to create and support employment (directly and indirectly) through the planning, development, and operational phases, with an emphasis on higher skilled positions, and on creating opportunities for individual learning and development.

A total of 7,000 jobs (Scottish Government, 2020) in the Sustainable Tourism sector are supported across Stirling and Clackmannanshire, with over 85% (6,000) of these posts in the Stirling area. This represents 38% of total employment across the six growth sectors in the region (18,385 jobs). The tourism sector has been an important source of employment – particularly in terms of flexible employment and opportunities for young people, and it has benefitted in recent years from the contribution of EU (and non-EU) nationals.

When the Food and Drink and Creative Industries sectors are also taken into consideration, the total number of jobs supported is 9,780 (in the Stirling Council area), and 2,005 (in Clackmannanshire) (Scottish Government, 2020).

4.3.2. Indirect and Induced Effects

The relationship between tourism and economic growth is widely recognised, and there is an established principle that tourism can drive economic growth through various channels (Gwenhure, Odhiambo, 2017), which have direct, indirect and induced effects. The causal relationship between tourism and economic performance is expressed through the principle that (firstly) tourism causes economic growth (the ‘tourism-led growth hypothesis’); and that (secondly) it is economic growth that leads to the growth of the tourism sector (the ‘growth-led tourism hypothesis’) (Gwenhure, Odhiambo, 2017).

The successful implementation of the CHT Programme will be expected to contribute towards stimulating growth in the overall level of economic activity across the region. This will be realised through the direct effects (as described in Section 4.3. (ibid.)), and also through indirect and induced effects. In the context of economic impacts associated with tourism indirect effects can be represented by the supply-chain principle, as businesses purchase from suppliers, whilst induced effects are represented by wages earned in businesses in direct and indirect receipt of visitor spending (ETB, TMI, 2003).

It is intended that the CHT Programme will have the capacity to trigger a wider range of effects across the Stirling and Clackmannanshire region. These will include:

- Creating a favourable environment for businesses (and especially for SMEs) that provide the ancillary amenities, facilities and services which represent the broader tourism infrastructure.
- Providing the conditions which attract and encourage investment – through capital expenditure in upgrading or expanding existing businesses, or in developing new businesses.
- Encouraging higher levels of service quality across the tourism sector, through the provision of products and services which are valued by consumers.
- Nurturing a culture of quality in businesses, which will provide rewarding experiences for employees, and strengthen the appeal of the tourism sector as a valuable career opportunity.
- Creating opportunities for the region’s communities to benefit from access to improved amenities and services, and to new employment opportunities.

The impacts and effects (at all levels) will all contribute towards the CHT Programme Objectives, as indicated in the Strategic Case (Section 3) (ibid.):

- 1) Based on the strengthened appeal of the region as a destination, and on market recovery (to pre-pandemic levels of visitor spending) being stabilised by 2025, achieve a sustained level of market

growth across the period from 2026 to 2030, measured by spending from residential and non-residential visitor segments. (Ref. Appendix 4).

- 2) Deliver sustained growth in the number of employment opportunities offered by businesses linked to the Culture, Heritage and Tourism sector, across the period from 2026 to 2030. (Ref. Appendix 4).
- 3) Secure additional funding (with a minimum value of £15m) across the lifetime of the programme (through private and other public sector channels), in the approved projects (and in other initiatives within the sector), to strengthen the value of sustainable tourism as a driver of economic activity.
- 4) Capitalise on the heightened profile of the region to achieve an expansion in market share, above 5% for international visitors, and above 7.5% for domestic visitors, with associated benefits in spending (Ref. Appendix 4).
- 5) Create expanded opportunities for residents across the entire region to participate and engage in culture, heritage, and leisure based activities, and to benefit from positive social outcomes, including improvements in the physical environment.

4.4. Critical Success Factors

The successful implementation of the CHT Programme will involve the delivery and completion of projects which reflect the projected characteristics (Ref. Section 3.4.) (ibid.), and which will enable both programme-level benefits (Ref. Appendix 5) and project-specific benefits to be realised. The effective management of the process (and of all of the associated functions) will be subject to a number of inter-related factors, the most significant of which are:

4.4.1. Critical Success Factors at Programme Level

- Adoption of the overall Aim and the identified Objectives, and support for the CHT Programme, across all stakeholders, partners and associates.
- An understanding and awareness of the market conditions linked to the demand for Culture, Heritage and Tourism products and services.
- The necessary levels of competency and skill (including technical expertise in critical fields) across the team(s) responsible for management of the CHT Programme.
- An appropriate Risk Management strategy for the CHT Programme.
- The use of suitable systems to maintain effective levels of communication with all stakeholders and across all personnel involved in management of the CHT Programme.
- Detailed and focused planning to enable the CHT Programme to be progressed in line with projected deadlines and target dates.

4.4.2. Critical Success Factors at Project Level

- A clear understanding of how the project will contribute towards the Aim and Objectives for the CHT Programme, and the adoption of confirmed objectives for the project.
- A focus on the requirement for the project to stimulate higher levels of consumption through effective marketing.

- The monitoring of projects and the adoption of appropriate KPIs, with the aim of ensuring that the anticipated level of performance for the investment is achieved.
- The engagement and involvement of associates with the relevant level of expertise in key areas, including conservation.
- Appropriate levels of quality control to ensure that projects are developed to the expected standards.
- Accurate financial planning, including the use of suitable and realistic costing systems.
- The accurate tracking of project delivery against confirmed milestones.
- Appropriate levels of reporting linked to project delivery.
- The ability to respond to all issues which may necessitate a review of the strategy for the delivery of a project.

These factors will all facilitate the progression of the CHT Programme through all of the key stages, as depicted in Table 5) (CHT Programme Strategic Framework).

Resources/ Inputs	Activities	Outputs and Project Characteristics	Outcomes (Programme Objectives)	Impact (Vision)
In order to accomplish desired activities, the following resources and input(s) are required:	In order to reach desired outcomes, the following activities will have to be carried out:	By accomplishing the stated activities, the following output will be produced – projects which will:	Accomplishing the activities and delivery of selected projects will lead to the achievement of the CHT Programme objectives:	Accomplishing the activities and delivery of the approved projects will lead to the achievement of the shared vision for tourism in Stirling and Clackmannanshire, which has been adopted by the CHT Programme :
<ul style="list-style-type: none"> ▪ CHT Programme Board input to project selection. ▪ Government endorsement of Outline Business Case. ▪ Joint Committee sign-off of Outline Business Case. ▪ Completion of Project Selection and Project Appraisal processes. ▪ Resources required to plan, manage and deliver approved projects. ▪ Core CRD funding. ▪ Projected level of additional funding. ▪ Monitoring and evaluation of approved projects. 	<ul style="list-style-type: none"> ▪ Completion of the Project Selection Process. ▪ Progression of the approved projects through the planning stages, including preparation of the required business cases. ▪ Progression of the approved projects through the delivery and operational phases. 	<ul style="list-style-type: none"> ▪ Be aligned to the wider CRD objectives. ▪ Strengthen the region’s inventory of cultural and heritage assets. ▪ Offer experiences which will encourage visitors to stay longer in the region. ▪ Be aligned with the principles of the Responsible Tourism agenda. ▪ Be accessible by sustainable transport options. ▪ Deliver tangible benefits for local businesses and companies. ▪ Generate higher levels of consumer spending. ▪ Create and support new sustainable employment opportunities. ▪ Create opportunities for local communities. ▪ Have an inclusive approach towards catering for diverse visitor needs. 	<ul style="list-style-type: none"> ▪ Based on the strengthened appeal of the region as a destination, and on market recovery (to pre-pandemic levels of visitor spending) being stabilised by 2025, achieve a sustained level of market growth across the period from 2026 to 2030, measured by spending from residential and non-residential visitor segments. ▪ Deliver sustained growth in the number of employment opportunities offered by businesses linked to the Culture, Heritage and Tourism sector, across the period from 2026 to 2030. ▪ Secure additional funding (with a minimum value of £15m) across the lifetime of the programme (through private and other public sector channels), in the approved projects (and in other initiatives within the sector), to strengthen the value of sustainable tourism as a driver of economic activity. ▪ Capitalise on the heightened profile of the region to achieve an expansion in market share, above 5% for international visitors, and above 7.5% for domestic visitors, with associated benefits in spending ▪ Create expanded opportunities for residents across the entire region to participate and engage in culture, heritage, and leisure based activities, and to benefit from positive social outcomes, including improvements in the physical environment. 	<ul style="list-style-type: none"> ▪ Stirling and Clackmannanshire will be a successful destination - with a strong visitor economy, underpinned by co-operation and effective partnerships. The value of the region’s visitors will support businesses and encourage investment, creating sustainable employment opportunities. ▪ We will invest in, and capitalise on our cultural and natural heritage to create memorable, accessible visitor experiences to realise economic, social, wellbeing and cultural benefits.

Table 5) CHT Programme Strategic Framework

4.5. CHT Programme Projects

4.5.1. CHT Programme Projects (Stirling)

It is envisaged that the candidate projects within the Stirling area which will be brought forward for appraisal through the prioritisation process (Section 4.7) (ibid.) will represent investment in strategically important assets, as well as leisure development opportunities which have been identified as having the capacity to make a clear contribution to the overall aims and objectives of the City Region Deal. Delivery of these projects will be geared towards the specific expectations and outcomes (Section 3.4.) (ibid.).

Initial planning workshops (involving Stirling Council, Clackmannanshire Council, and stakeholders from across the region) were held during the period from January to March 2019, with the purpose of completing a scoping exercise for the CHT Programme, and developing a long-list of germane investment opportunities aligned with the wider objectives of the City Region Deal.

The specific objectives agreed for these events were:

- (1) “Understand the context” (including the Heads of Terms for the City Region Deal);
- (2) “Be alive to trends and direction of travel” (focusing specifically on visitor behaviour);
- (3) “Understand differences and synergies”;
- (4) “Define high level objectives and outcomes”;
- (5) “Identify (the region’s) assets and their strengths, weaknesses and risks”;
- (6) “Reference these to broader (City Region) Deal objectives”; and
- (7) “Distil down to the best”.

The ‘destination audit’ exercise which was undertaken as part of this process enabled a long-list of potential development and investment opportunities to be brought forward, which were scored against the following criteria:

- “Funding leverage potential”.
- “Access & inclusion outcomes”.
- “Transformational impacts”.
- “Opportunities for citizens’ outcomes”.
- “Increased visitor numbers”.
- “Sustainable project”.
- “Growing the offer”.
- “Educational and wellbeing outcomes”.

These workshop events enabled the most pertinent characteristics of the Culture, Heritage and Tourism sector to be taken into consideration, and for the most relevant issues to be identified. The outputs from these events included:

Recognised (Regional) Characteristics

- Stirling’s heritage sector “holds high quality archives and collections which are not accessible enough and provide opportunity for transformational change”.

- “Stirling Castle is a significant national monument but visitor impacts are straining infrastructure”.
- “There is a perception that castle visitation does not fully benefit Stirling”.

Perceived (Regional) Strengths

- “New attractions such as Bannockburn and the Engine Shed promote a more modern offer”.
- “Alloa Tower is a high quality asset managed by NTS”.

Situational Analysis

- “Assets peripheral to the Castle could be working harder for Stirling - Argyll’s Lodging is tired, Mar’s Wark undersold, Church of the Holy Rude closed out of season, Cowane’s Hospital in disrepair (although external refurb (sic) planned), the Smith Museum and Art Gallery building fabric is poor, the experience outdated and significant high quality collections not available to the public”.
- “Alloa has a less developed cultural heritage economy and lacks the big tourist attractions Stirling has, but many of those that exist have those historic connections to the Royal Court”.
- “Clackmannan Tower has had recent investment through the Inner Forth Landscape Initiative but is only open irregularly (although local discussions are underway to change this). Clackmannan’s historic core has potential tied to this”.
- “Sauchie Tower has challenges to overcome but again has potential”.
- “Alloa, like Stirling has sometimes been prone to turn its back on the river, but both harbours have potential”.
- “Clackmannanshire has other historic assets such as Kennetpans and streetscapes in Dollar and Alloa of high quality and natural heritage assets such as Cambus Pools nature reserve are key”.
- “Clackmannanshire and Stirling Councils both retain their archive services in-house alongside libraries. Both have good quality assets but facilities are not as good as they could be to generate engagement with both locals and visitors”.
- “Clackmannan has no ‘county’ scale museum but has small independents in Dollar and Tullibody”.
- “Bannockburn House is a large scale community buy-out of a hitherto unknown asset”.
- “Stirling Council is a core funder of the Smith Art Gallery and Museum which is an independent charity fulfilling the role of art gallery and county museum. Like many local authorities, civic realm and civic pride projects have been difficult to maintain for both Councils. Statues, features, memorials, parks and fountains are rarely at the top of the priority list yet have significant impact on built environment and quality of life”.
- “The creation of a National Tartan Centre in Stirling provides an opportunity to promote a new heritage offer in itself, and as a hub to visitation of broader assets in both locations - from archives to craft skills, mills to water power”.
- “Both authorities have increasing backlogs of building fabric repairs, public realm and civic pride projects”.

A thematic review of this scoping exercise was undertaken in order to identify potential investment opportunities and zones. These are being used to provide the context and framework for identifying potential investment opportunities, which can be taken forward for appraisal through the Project Selection process (Appendix 6).

4.5.2. CHT Programme Projects (Clackmannanshire)

The CHT programme represents an opportunity to take forward a structured plan for tourism and destination development in Clackmannanshire - based on its distinctive natural and cultural heritage, and the capacity of the area to be positioned as a discrete yet easily accessible and well connected destination, within the wider Forth Valley.

It is intended that the future marketing of Clackmannanshire as a visitor destination will be based on a proposition which clearly reflects how it is strategically aligned with the wider ambitions of the City Region Deal:

- 'A compact and exceptionally well networked active travel walking and cycling destination - offering adventure and fun for families and enthusiasts alike, exploring and celebrating the region's outstanding natural and cultural heritage, and its pivotal role in Scotland's industrial development'.

Opportunities for taking forward the Culture, Heritage and Tourism programme within Clackmannanshire were initially identified through an engagement event held in September 2018 and facilitated by Forth Valley College. This identified the diverse range of potential projects which had emerged through consultation with stakeholders, and through a survey managed by Discover Clackmannanshire, an industry-led destination marketing group.

A series of themed workshops involving community groups, community councils and local development trusts as well as VisitScotland and other agencies then followed on from this work in November 2020. These assisted in identifying priorities for investment, and in obtaining the views of local communities.

In early 2021 Clackmannanshire Council, with support from Scottish Enterprise, commissioned a consultancy team to undertake an assignment which would involve the completion of a destination audit (reviewing all investment opportunities in the area), and bringing forward a group of potential investment opportunities. The tasks undertaken within the scope of the assignment included:

- A desk-based review of the current evidence base and best practice documentation.
- A review of the outputs (including video recordings and reports) from the abovementioned community and partner engagement workshops.
- Consultations with stakeholders and partners (including Clackmannanshire Council officers (and the Leader/Deputy Leader; third sector bodies; BIDs, community trusts (including volunteer trustees and officers); local landowners; local and national tourism operators; and 'Discover Clackmannanshire').
- A review of investment ideas that had been raised in the past, to identify and appraise additional opportunities.
- Site visits.
- The preparation of a strategic framework to provide structure and focus for investment opportunities which may be progressed through the CHT Programme.
- The testing of concepts and proposals with industry experts, including national tourism operators.
- The preparation of prioritised outline project briefs.
- A baseline appraisal of potential investment opportunities against the following critical points:
 - Strategic Case – is it needed?
 - Economic Case – is it value for money?

- Commercial Case – is it viable?
- Financial Case – is it affordable?
- Management Case – is it deliverable?

The consultation process and the subsequent research provided indicators with regard to the potential projects within Clackmannanshire which could be brought forward for appraisal.

4.5.3. Monitoring of Development and Investment Opportunities

The processes being followed in order to identify potential projects for the CHT Programme were interrupted in early 2020 as a result of the Coronavirus outbreak (and subsequent pandemic). Whilst the culture, heritage and tourism sectors were all subject to extensive levels of disruption, further impacts have been experienced as a result of other pressures which have emerged as significant factors during the post-pandemic period. These have included:

- Accelerated demographic changes, including the expansion of population segments in the 60 yrs+ tiers.
- Structural changes in the workforce and in the performance of labour markets.
- The rapid adoption of new technologies in the delivery of visitor experiences, and in the provision of products and services for leisure consumers.
- Distinct changes in consumer behaviour patterns, which have also been subject to the influence of economic pressures (including higher inflation and interest rates).
- The emergence of new patterns of demand as a result of changes in market conditions.

Investment in the leisure sector has also resumed in the post-pandemic period, with the completion of important capital projects, and with a number of investments being taken forward by the private sector. These developments have reinforced the potential value of investment through the CRD programme in an area of the economy where there is evidence of market confidence.

These factors have all reinforced the need for the project selection process (as outlined in Appendix 6) for the CHT Programme to remain subject to ongoing review. This will ensure that the most suitable development and investment opportunities are brought forward for appraisal, and that a creative and resourceful approach is adopted in identifying new opportunities for the delivery of products and services in culture, heritage and tourism.

4.6. CHT Programme Project Appraisal and Selection

The groundwork undertaken within the Stirling and Clackmannanshire areas, and the subsequent review stages as identified in the Project Selection Process (Appendix 6), will enable candidate projects for the CHT Programme to be identified and brought forward for appraisal (and selection) by the CHT Programme Board. This will be undertaken through the process as set out in Sections 4.6.1. and 4.6.2.

There is an essential requirement that the most appropriate selection of investment opportunities is brought forward for appraisal, and (subsequently) for Scottish Government endorsement. The Project Selection Process has therefore been designed to ensure that the CHT Programme has the capacity and

the flexibility to respond to market (and wider) trends, and also to other relevant and emergent opportunities.

4.6.1. Context and Requirement

Investment projects are conventionally proposed for approval on the basis that they will make a contribution towards achieving strategic business goals, and in the situation where it is necessary to identify a specific project (or projects) from a range of alternatives, a suitable mechanism is required to select the most suitable option. In tourism, as in other sectors of the economy, such processes can be complex due to the level of uncertainty associated with estimating or predicting project costs, determining delivery schedules, and accurately forecasting operational performance (through measures such as visitor numbers, revenue, etc.).

For the CHT Programme there is a requirement to select the most appropriate project(s) to enable the agreed objectives to be accomplished, and this will involve the application and use of an appropriate prioritisation matrix.

4.6.2. Approach and Methodology

The approach most often associated with project identification and selection involves the use of a multi-criteria decision process. A range of different project prioritisation methods can be applied, ranging from scoring/ranking systems through to cost/benefit analysis exercises (which will normally be used when there is a requirement to select the project which will deliver the best financial return).

Prioritisation methods which involve scoring and ranking use multiple criteria to appraise projects, with weighting normally applied to calculate a total score, and it is intended that this approach will be adopted for the CHT Programme. The proposed process is based on the theory of Matrix Prioritisation, with projects appraised against two sets of (competing) criteria and plotted within a (four quadrant) matrix, the subsequent location (within the matrix) determining the priority and ranking. A Prioritisation Matrix has two axes, and four quadrants. The X-axis (horizontal axis) represents scores calculated against the deliverability (urgency) of the project, while the Y-axis (vertical axis) represents value (importance) (Figure 3).

The use of a Prioritization Matrix is designed to enable organisations to determine:

- Which projects are urgent and critical;
- Which bring the most value to the organisation; and
- Which have the best chance(s) of being successful.

Using this approach involves firstly determining scores (against an agreed set of criteria) within a **Project Desirability Matrix** (Table 6), in which each project is assessed against individual criteria, using a grading scale based on Low/Medium/High measures. The definitions for these scores are:

- **1** represents a **low** degree of fulfilment of the criteria.
- **3** represents a **medium** degree of fulfilment of the criteria.
- **9** represents a **high** degree of fulfilment of the criteria.

Criteria		Projects and Scoring			
		1	2	3	4
Value (Benefits) Criteria	Strategic Importance				
	Contribution				
	Visitor Appeal				
	Value to the Customer/Visitor				
	Economic Impact (Beneficiaries)				
	Economic Impact (Income Generation)				
	Economic Impact (Employment)				
	Community Engagement and Participation				
	Regional Benefits				
	Accessibility and Inclusivity				
Benefits Total					
Deliverability and Implementation (Effort) Criteria	Regulatory Compliance				
	Ease of Delivery/Implementation				
	Quality				
	Sustainability				
	Environmental Impact				
	Critical Areas of Risk				
	Funding and CapEx				
	Scheduling				
Effort Total					
Table 6) Project Desirability Matrix (Structure)					

Using this approach involves firstly determining scores (against an agreed set of criteria) within a **Project Desirability Matrix** (Table 6), in which each project is assessed against individual criteria, using a grading scale based on Low/Medium/High measures. The definitions for these scores are:

- **1** represents a **low** degree of fulfilment of the criteria.
- **3** represents a **medium** degree of fulfilment of the criteria.
- **9** represents a **high** degree of fulfilment of the criteria.

Paired scores from the Project Desirability Matrix are used as co-ordinates to position the project within the Prioritisation Matrix. For this programme it proposed to use a matrix known as a '**PICK**' frame, in which the scores for each project enable it to be positioned within one of the four quadrants (**Possible, Implement, Challenge, or Kill**). The conventional application of this technique results in the production of a chart which positions the status of each project in the context of benefit (X-axis) and effort (Y-axis). The quadrants can then be used to determine the ranking or status of each project:

'Possible' Projects	Low benefit and effort.
'Implement' Projects	High benefit, but low effort.
'Challenge' Projects	High benefit, and high effort (which should be challenged or changed in some way if possible to reduce the effort required while maintaining the high benefit).
'Kill' Projects	Low benefit but high effort; and therefore not worth supporting.

The highest ranked projects (in the 'Implement' quadrant) can then be prioritised based on their position within the quadrant.

Value (Contribution to The Regional Visitor Economy) (Benefits)	High	IMPLEMENT	CHALLENGE
		POSSIBLE	KILL
	Low	Low	High
		Deliverability and Implementation (Effort)	
Figure 3) Project Prioritisation Matrix			

Criteria

The criteria used in the first (Project Desirability Matrix) exercise are of critical importance in this process. The criteria which are to be applied to projects the CHT Programme are shown below. (The sequencing of these criteria is not indicative of any value or level of ranking).

Value (Benefits) Criteria

- **Strategic Importance** – Is the project aligned with the overall objectives of the City Region Deal, and is it consistent with other relevant plans for economic development (and for the visitor economy specifically) across both Stirling and Clackmannanshire.
- **Contribution** – To what degree does the project strengthen the existing inventory of CHT assets; enhance the status of the city region as a destination; and support the region’s USP/position (in the visitor market).
- **Visitor Appeal** – Will the successful implementation of the project create a product/service which will be appreciated by the customer/visitor and have a positive impact on their behaviour (willingness to visit/stay).
- **Value to the Customer/Visitor** – Does the project subscribe to the principles of best practice with regard to environmental protection and sustainability in a manner which will be recognised and valued by the consumer.
- **Economic Impact (Beneficiaries)** – Will the project create (supplier) opportunities within the City Region and deliver tangible benefits for local businesses and companies.
- **Economic Impact (Income Generation)** – Does the project have the capacity to generate additional (new) consumer spending within the region, with a specific focus on overnight and international visitors.
- **Economic Impact (Employment)** – Does the project have the capacity to create sustainable employment opportunities (involving the acquisition of new skills).

- **Community Engagement and Participation** – Will the project be able to support ongoing relationships with communities across the region, and does it have the capacity to generate wider levels of community participation across the fields of culture, heritage and tourism.
- **Regional Benefits** – Will the project have a positive impact in terms of social outcomes, including improvements in the quality of life for the region’s residents (through an expanded offer and new opportunities in the fields of culture and heritage) and in the physical environment.
- **Accessibility and Inclusivity** – Does the project cater effectively for visitors (and users) who have particular access requirements and needs.

Delivery and Implementation (Effort) Criteria

- **Regulatory Compliance** – Is the project capable of being delivered in compliance with applicable/relevant conditions (including planning legislation).
- **Ease of Delivery/Implementation** – Is the project likely to receive the necessary approvals/consents (where required), and can it be implemented without having to overcome any major or significant barriers.
- **Quality** – Will it be possible for the (completed) project to meet (and maintain) applicable quality standards.
- **Sustainability** – Is the project sustainable (over a medium (5+ years) and long (10+ years) term), taking into account ongoing (revenue) costs in respect of maintenance and renewals.
- **Environmental Impact** – Can the project be delivered in keeping with relevant guidelines and recommendations with regard to environmental impact(s) and the control and management of carbon emissions.
- **Critical Areas of Risk** – Can the delivery of the project be managed in order to minimise all relevant levels of risk (including displacement), at the development, operational, and obsolescence stages.
- **Funding and CapEx** – Are all of the required sources of funding in place to enable the project to be supported and progressed.
- **Scheduling** – Are the necessary resources in place to ensure that the project can be delivered on schedule.

The application of this process in the appraisal of all investment opportunities will determine which projects are taken forward for approval. These will be the projects that are selected as being most capable of enabling the CHT Programme Objectives to be achieved, and the identified benefits to be realised.

4.6.3. Project Selection and Recommendations

The appraisal of qualifying projects will be undertaken through the implementation of the Prioritisation Matrix (Sections 4.6.1. and 4.6.2.)(*ibid.*). The management of this function will be the responsibility of the CHT Programme Board, and the recommendations made as a result of this process will be subject to ratification and endorsement by the Chief Officers’ Group, and by the CRD Joint Committee. The Project Selection Process for the programme is detailed in Appendix 6.

4.7. CHT Programme Metrics

The overall objectives for the CHT Programme (Section 3.4.)(*ibid.*) describe the positive impacts which are anticipated for the selected projects. As project-specific plans are taken forward (through the Full Business Case phase(s)), detailed quantitative targets will be agreed. These will be based on the most metrics which are most appropriate and relevant for the project(s), including:

- **Economic Value:** The CHT Programme is projecting a recovery in terms of Visitor Spending (Direct Economic Impact) with a return to pre-pandemic (2019) levels by 2025. The projected contribution(s) will be developed for each selected project.
- **Employment:** The CHT Programme is projecting a recovery in the number of jobs supported by the tourism sector with a return to pre-pandemic (2019) levels by 2025. The projected number of employment opportunities (FTEs) created will be identified for each selected project.
- **Demand and Market Composition:** The CHT Programme is projecting a recovery in demand from the visitor market with a return to pre-pandemic (2019) levels by 2025. Appropriate quantitative objectives will be developed for each selected project, with market segmentation measures applied in order to assess impact(s) across relevant fields.
- **Demand Distribution:** The projected impacts in relation to the development of demand (measured by customer/user and visitor numbers) and spending during the off-peak (October to March) period will be incorporated into the business planning for selected projects.

4.8. Benefits Realisation Plan

The measures (including quantitative metrics) which will be used in the delivery of the CHT Programme (at all stages) will be aligned with the Benefits Realisation Plan (BRP) for the City Region Deal (CRD), and with the Benefits Realisation Framework for the CHT Programme (Appendix 5). This summarises the wider benefits which are associated with the programme, and which will determine the specific benefits that will be identified for each of the approved projects.

The BRP map for the CRD identifies Strategic Outcomes, which have been recognised within the CHT Programme, viz.:

- Inclusive economic growth.
- Higher value jobs.
- Shared prosperity.
- Inclusive skills ecosystem.

The BRP also charts the quantitative measures which can be used in the evaluation of individual projects within the CHT Programme, viz.:

- Overseas tourism spend in the City Region.
(Evaluated using data published by VisitScotland to measure the amount spent (compared with Scottish national average figure(s) and trends)).
- Domestic tourism spend in the City Region.
(Evaluated using data published by VisitScotland and STEAM to measure the amount spent (compared with Scottish national average figure(s) and trends)).

- Dwell time within the City Region (for domestic (UK) and International visitors)
(Evaluated using data published by VisitScotland and STEAM to measure the average length of stay).

4.9. Risk Assessment

Programme-level risks have been identified for the purpose of this (Outline Business Case) document, and are addressed in Section 7.6. At this level, all identified risks are owned by Stirling Council as the lead authority. Risks are identified and discussed by the CHT Programme Steering Group, with the register being up-dated as required to reflect any changes or new risks.

As projects are taken forward, there will be a requirement to identify project-specific risks, at which stage the lead partner (for the project concerned) will own the risks.

Project managers will carry the responsibility for managing such (project-specific) risks, and for escalating these where programme-level risks emerge or are identified. (Risk will be a stipulated consideration at all management meetings and reviews). Where contractors are appointed (at any stage of the planning, development or operational phases) risk assessments will be carried out (prior to contracts being awarded), and, where appropriate, risk will be transferred to the contractor or supplier.

The control of risk management for the CHT Programme will be undertaken in alignment with established procedures at Stirling and Clackmannanshire Councils.

4.10. Market Failure

The principle that the free market process will not always produce optimum outcomes is recognised in the context of public sector interventions, and it is a relevant consideration in relation to the CHT Programme.

There is an argument which purports that due to the implications of market failure “government tourism planning should focus on issues which are not accounted for by market forces”, (and that destinations therefore) “require government programmes, legislation and/or regulations to achieve socially desirable conditions” (Choy, 1991). This view suggests that intervention will be required to secure the availability and delivery of some of the component parts required by a successful destination at key stages in the visitor journey. These will include the provision of public spaces, the existence of a critical mass of attractors and attractions, connectivity through transport routes and services (including the infrastructure to facilitate active travel – such as cycling and walking paths), and hospitality services (including accommodation, and food and beverage provision).

There will be situations where the provision of some of these elements will offer no direct return to the private sector, and public funding is therefore required as the beneficiaries are wide (through the enhancement of the overall destination offer and the experience for the visitor).

The factors associated with market failure can be considered as externalities, which can be both positive and negative. Positive externalities arise out of the wider benefits to places that can occur when visitors spend time and money in the area. The negative externalities associated with tourism are typically

recognised as those which can impose costs on third parties (such as litter, air pollution, noise pollution, congestion, etc.).

The need to manage these pressures (and to recognise the impact which they can have on both the urban and the rural environment) has become more apparent as a result of growth in the level of visitor demand. The CHT Programme for Stirling and Clackmannanshire (and the case for investment) takes into consideration the need to manage the pressures that can arise on the region's infrastructure, facilities and communities, from high volumes of tourist visitors at peak times of the year.

5. The Commercial Case

5.1. CHT Programme Procurement Strategy

The Commercial Case for a programme funded through the CRD is required to consider the procurement arrangements for all of the associated projects and key activities. The policies (and strategies) which determine how these aspects will be handled are required to be in place at the start of the planning process, to ensure that optimum level of social value is realised throughout the planning, development, and operational phases.

This approach will involve consideration of the functions outlined below, so that the appropriate (and agreed) management controls are in place for each project as it is approved and confirmed.

In tandem with the project approval process the wider procurement strategy (and project-specific procurement routes) will be established across the CHT Programme. This will require the application of the current rules and processes (for the relevant managing body) for each project (and for associated services and activities), in accordance with the applicable Government commercial operating standards.

For each approved project within the CHT Programme the managing body will have the responsibility of observing the applicable procurement method, in line with the protocols of the relevant local authority. This will involve consultation as necessary with suppliers and contractors, and the consideration of opportunities for collaboration and joint-working with other (public sector) authorities and agencies, where there are potential opportunities to secure economies of scale and higher levels of social value.

5.2. Service Streams and Outputs

There will be a requirement for the service streams and required outputs (projects) for the CHT Programme to be confirmed, and for the scope and content of potential arrangements with public and private sector service providers to be agreed. This will be undertaken on a project-by-project basis, with the following considerations being taken into account:

- Framing the programme's requirements in terms of the expected outputs and outcomes.
- Specifying the required standard(s) of quality for all services and outputs required, together with the performance measures against which they will be assessed.
- Scoping the potential contracts in such a way as to permit potential service providers to suggest innovative ways of ensuring that the programme's requirements are met.

As the services required for the delivery of each (approved) project are identified and confirmed, and the schedules (timescales) are confirmed, the management process will ensure that the following aspects are taken into consideration:

- The business areas affected by the procurement.
- The business environment and related activities.
- The business objectives relevant to the procurement.
- The scope of the procurement.
- The required service streams.

- The required outputs, including phases, performance measures and quality attributes.
- The stakeholders and customers for the outputs.
- The options for variation in the existing and future scope for services.
- The potential developments and further phases that may be required.

5.3. Contractual Arrangements

Across the CHT Programme there will be a requirement to ensure that as project-specific contracts are negotiated and agreed the relevant controls are applied in relation to key elements. This will include (but is not necessarily limited to) the following issues:

- The duration of the contract(s) and any break clauses.
- The service provider's and procuring authority's respective roles and responsibilities within the scope of the contract.
- The payment/charging mechanism, including prices, tariffs, incentive payments, etc.
- Change controls (for new requirements and updated services).
- The procuring organisation's remedies in the event of failure on the part of the service provider to deliver the contracted services (on time, to specification and price).
- The treatment of intellectual property rights.
- Compliance with appropriate regulations etc.
- The operational and contract administration elements of the terms and conditions of service.
- Arrangements for the resolution of disputes and disagreements between the parties.
- The agreed allocation of risk.
- Any options at the end of the contract.

5.4. Risk Apportionment

As projects are brought forward for appraisal, and confirmed for delivery and implementation, the risk levels (through the planning, funding, development, implementation and operational phases) will be considered, and specific risk measurement points will be identified. (It is accepted that the identified risk may be associated with the managing body, or with other (public and private sector) agencies and organisations).

The overall principle of risk management being delegated to the party which is best able to manage it will be observed, subject to the risk premium. Where CRD funding is provided for projects in the CHT Programme, there is an objective of optimising the allocation and sharing of risk (rather than transferring responsibility for risk to other parties involved in the delivery of the projects).

The approach to the apportionment of risk will take into account the following guiding principles, identified by HM Treasury (HM Treasury, 2018):

- The public sector should consider transferring risk to the private sector when the service provider is better able to influence the outcome than the procuring authority.
- The degree to which risks may be transferred depends on the specific proposal under consideration – hence the need to consider programme by programme.

- The successful negotiation of risk transfer requires a clear understanding by the procuring authority of the risks presented by a proposal; the broad impact that these risks may have on the service provider's incentives and financing costs (cost drivers); and the degree to which risk transfer offers Value for Money – hence the need to identify and cost individual risks.
- The private sector should be encouraged to take the risks it can manage more effectively than the public sector; particularly where it has clear ownership, responsibility and control.
- The transfer of risks can generate incentives for the private sector to provide more timely, cost effective and innovative solutions.

5.5. Payment Mechanisms

Control and management arrangements (and mechanisms or systems) for payment(s) to contractors, suppliers, (and any other parties having a contractual association with the project) will be confirmed for each approved project. The arrangements which are followed will be determined on the basis of the following principles:

- Consideration will be given to how service providers can be incentivised to provide the optimum value for money over the lifespan of contracts (which may cover both development and operational phases).
- Payment mechanism(s) and pricing structure(s) will be developed to reflect the optimum balance between risk and return in the contract(s). There will be a specific emphasis on relating the payment to the delivery of service outputs and the performance of the service provider.
- Payment mechanisms will be constructed in order to incentivise service provider(s) to deliver services in accordance with the business imperatives of the managing body throughout the duration of the contract(s), which may cover all phases from planning and development through to the operational stages.

5.6. Contractual Issues and Accountancy Standards

For all of the approved projects contractual arrangements will be developed by the relevant managing body, with the following considerations being taken into account:

- The form of contract to be used will be stipulated, with the appropriate justification provided in cases where non-standard forms of contract are used.
- The scope of all contracts (and the associated provisions and terms) will be based on the applicable HM Treasury guidance, whilst recognising that these are likely to vary across different projects, depending on the project-specific purpose, requirements, and objectives.

5.7. Carbon Emissions Impact

Appropriate controls will be implemented for each project to minimise whole life carbon emissions, through the application of a suitable management methodology, with the objective of ensuring that the project is compliant with the Scottish Government Climate Change Plan.

6. The Financial Case

6.1. Project Funding

The vision for the City Region Deal recognises the significance of the opportunity to strengthen the regional economy through the Culture, Heritage and Tourism Programme.

There is a commitment that regional partners will work together with the private sector and with national agencies to develop and extend the value of the programme (through supplementary investment) sourcing of additional funding) and to optimise its impact for the regional economy. Subject to approval of this Outline Business Case (and each of the subsequent project-specific Full Business Cases), the Scottish Government will make available up to £15 million of capital grant funding for investment.

It is intended that the funding would be provided on a phased basis across a 5-year period between the 2025/26 and 2029/30 financial years. Overall investment levels will reflect the supplementary funding secured (from other sources) for individual projects.

6.2. Financial Profile and Project Phasing

The financial plan for the City Region Deal includes provision for the investment of £15m in the CHT Programme. This is profiled over a 9-year period, as shown in Table 8).

Year	Investment
2025/2026	£ 3,000,000
2026/2027	£ 4,500,000
2027/2028	£ 4,000,000
2028/2029	£ 1,500,000
2029/2030	£ 2,000,000
Total	£15,000,000

Table 7) CHT Programme Financial Profile

The Financial (Spend) Profile remains under review to ensure that it accurately reflects the timescales which are in place for project selection and for the submission of the first project Business Cases. There will also be a requirement for the spend profile to be reviewed following the completion of the project selection process. Any proposed changes to the profile will be progressed through the CRD Change Control process, and will be submitted to the CRD Joint Committee for approval.

In the event of the (project) funding requirements not being aligned to the City Region Deal drawdown profile, discussions will take place to consider alternative means of providing interim funding through the individual partners, to enable the full spend to take place. For each project full details of the spend profile and funding streams will be presented in the relevant Outline/Full Business Case documents.

The phasing of the investment programme is designed to realise specific benefits, including:

- The avoidance of any level of risk associated with commitment being made to the implementation of a project at a point which is significantly ahead of the delivery phase.
- The ability to proceed through the appraisal process with projects that are already at an advanced stage, without any delays to progress.
- The allowance of sufficient time for the development of new projects.
- The opportunity for the management team(s) and partners to respond to any changes in priorities or strategies, new economic growth policies, or opportunities which emerge through the lifetime of the programme.

6.3. Risk Apportionment

The approach being taken to the apportionment of risk is summarised in Sections 4.10. and 7.6. (ibid.).

6.4. Capital and Revenue Requirements

The individual Business Cases for each of the approved projects within the CHT Programme will be required to demonstrate (as part of the Financial Case) the affordability and funding of the (entire) project, taking into account supplementary (or additional) income sources.

This will require an understanding of **(a)** the capital (investment), revenue (operational) and whole life costs of the project, and of **(b)** how the delivery of the project will affect the balance sheet, income and expenditure and pricing arrangements (if any) of the managing body.

Associated with this there will be a requirement to identify and address any potential funding gaps throughout the lifetime of the project.

The application of these disciplines will also be an essential requirement to ensure that projects can be delivered within the agreed budget(s).

7. The Management Case

7.1. Programme and Project Management and Governance

The candidate projects which will be brought forward for appraisal through the CHT Programme will subsequently be submitted for approval to the Scottish Government on the basis that the funding will be used to strengthen the culture, heritage and tourism offer in Stirling and Clackmannanshire, delivering long term benefits for the regional economy and for the region's communities.

The projects will be subject to appraisal through an approved prioritisation process, and the full business case will then be developed for each of the qualifying projects, for inclusion within the final programme. (The Project Selection Process is detailed in Appendix 6)).

The proposed interventions are being developed around a set of specific objectives, which are:

- 1) Based on the strengthened appeal of the region as a destination, and on market recovery (to pre-pandemic levels of visitor spending) being stabilised by 2025, achieve a sustained level of market growth across the period from 2026 to 2030, measured by spending from residential and non-residential visitor segments. (Ref. Appendix 4).
- 2) Deliver sustained growth in the number of employment opportunities offered by businesses linked to the Culture, Heritage and Tourism sector, across the period from 2026 to 2030. (Ref. Appendix 4).
- 3) Secure additional funding (with a minimum value of £15m) across the lifetime of the programme (through private and other public sector channels), in the approved projects (and in other initiatives within the sector), to strengthen the value of sustainable tourism as a driver of economic activity.
- 4) Capitalise on the heightened profile of the region to achieve an expansion in market share, above 5% for international visitors, and above 7.5% for domestic visitors, with associated benefits in spending (Ref. Appendix 4).
- 5) Create expanded opportunities for residents across the entire region to participate and engage in culture, heritage, and leisure based activities, and to benefit from positive social outcomes, including improvements in the physical environment.

The successful delivery of the projects which are taken forward through the CHT Programme and the achievement of the desired results and benefits will be dependent on having the appropriate structure(s) and methods in place for the management of all elements of the scheme(s), through the planning, development, implementation, and operational phases. Stirling and Clackmannanshire Councils will, through the development of this programme-level Outline Business Case and future linked (project-specific) business cases, establish a formal governance structure to support progress through to delivery stages. The approach being taken is based therefore on the following principles:

- The methods adopted for programme and project management will be based on proven standards in respect of quality and effectiveness.

- Programme management will draw on the experience of partners and stakeholders from across the private and public sectors, with an emphasis on proven good practice for successfully delivering transformational change.

In line with the overall City Region Deal, the management and implementation of the CHT programme will be subject to oversight at the relevant levels within the governance structure.

The individual project teams will be accountable through the regional programme management structure to the Stirling and Clackmannanshire City Region Deal Chief Officers' Group and to the City Region Deal Joint Committee.

Stirling Council and Clackmannanshire Council both have strong internal governance frameworks that cover day-to-day council activities and services. These frameworks, including change management and project management elements, will be used to support and underpin the management of project design, delivery, risk/issue management and cost control.

Both authorities have committed to working in close partnership to ensure that the CHT Programme is developed and delivered in a way that will strongly complement the wider City Region Deal ambitions. The authorities will aim to use the considerable subject matter expertise available (both locally and nationally) to ensure the programme is strategically balanced, and delivered to a professional standard.

By having a robust and effective governance framework in place, the partners will be able to ensure that there is clear accountability and visibility, and that there will be appropriate oversight of the programme through its lifecycle, including through design, delivery and into the operational phase(s). Given that funding for this programme is a 'shared pot', prioritisation activity remains a key consideration within this.

Appropriate Project Plans will be developed to control, manage, and monitor the progress of each confirmed project. These will incorporate appropriate milestones and targets, and will provide a means of tracking performance against agreed budgets.

A consolidated Programme Plan will be in place to facilitate management of all projects where these are being progressed concurrently. This will take into account relevant programme-wide considerations, including:

- An overall programme schedule showing the relative sequencing of all the projects in the portfolio. (This will include information on the scheduled plans for the completion of project-specific Outline Business Cases (OBCs) and Full Business Cases (FBCs)).
- Network issues - where projects have particular relationships.
- References to the Risk Register where necessary.
- Provisions for project (or programme reviews).
- Programme level management activities.
- Financial monitors and cost control measures.

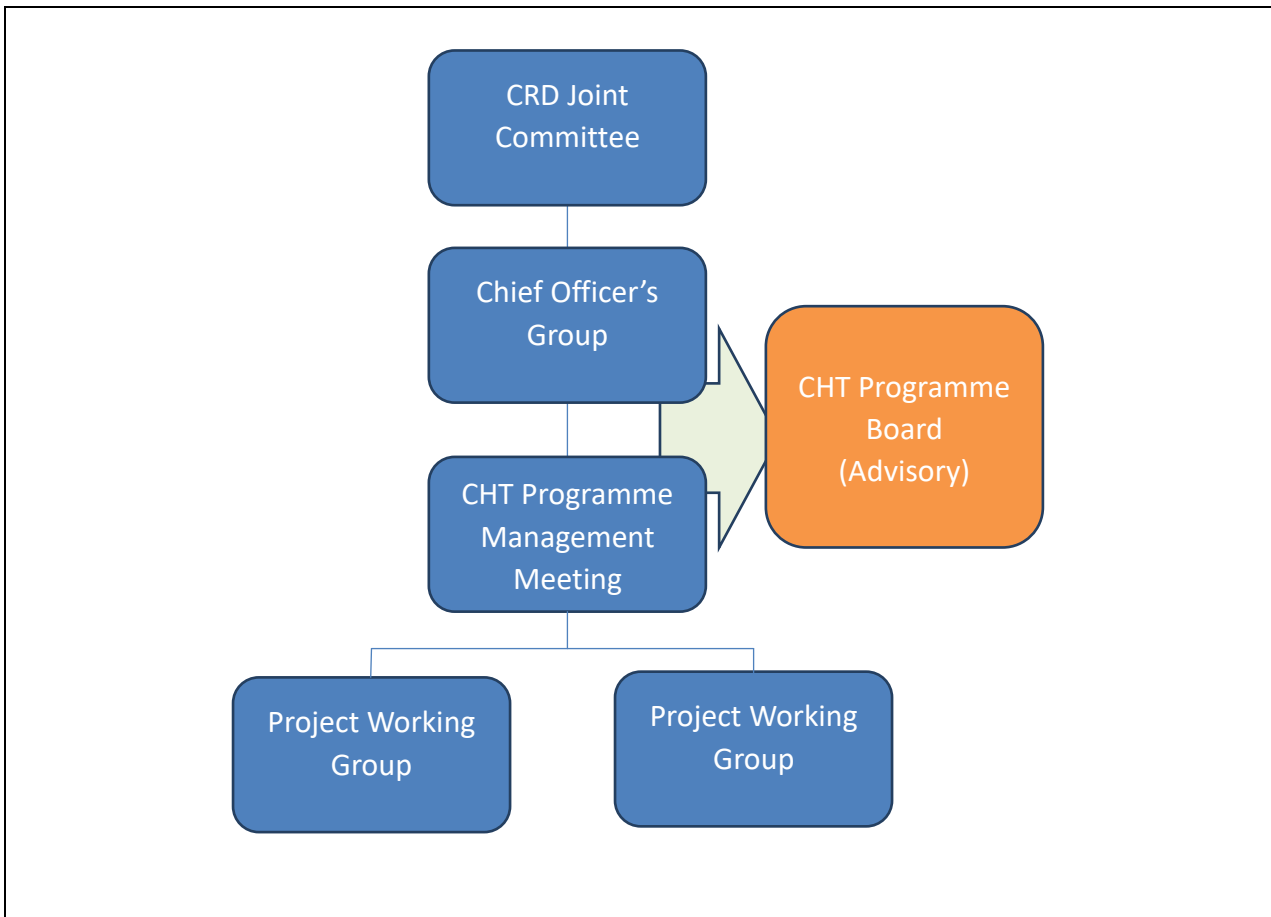


Figure 4) CHT Programme - Governance Structure (Relationships)

7.2. The CHT Programme Board

In line with the programme for City Region Deal governance, a Culture, Heritage and Tourism Programme Board has been established. The approach taken in structuring this board has been based on ensuring that it is balanced, and that its membership has the experience and expertise necessary to support the delivery of the programme. The board has been established to provide oversight and to ensure that adequate consideration is given to key decisions and recommendations for the programme, and it comprises representation from:

- Stirling Council
- Clackmannanshire Council
- Scottish Enterprise
- VisitScotland
- Creative Scotland
- Historic Environment Scotland
- The tourism sector in Stirling and Clackmannanshire

Scottish Enterprise and Historic Environment Scotland have been engaged by both Councils and will continue to provide direct strategic assistance with the programme.

Project-specific working groups and management teams will be established to take executive responsibility for individual initiatives and projects as the programme develops.

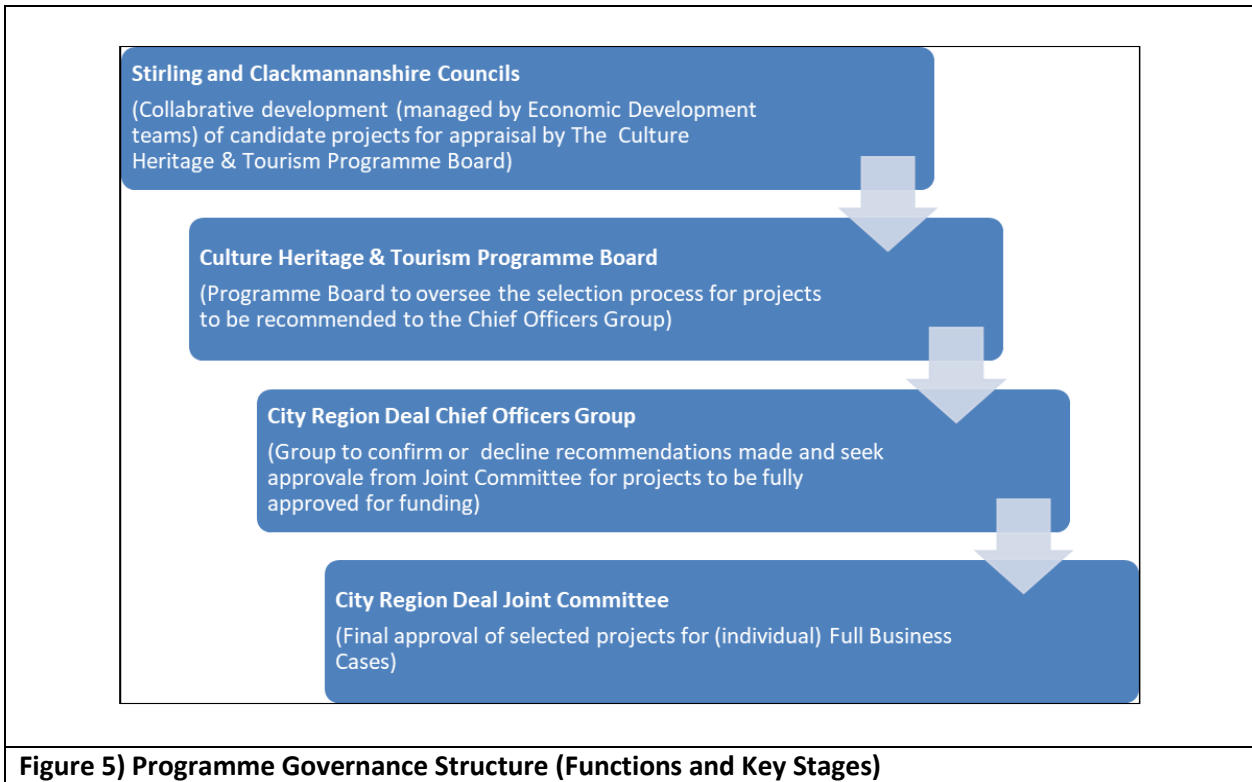


Figure 5) Programme Governance Structure (Functions and Key Stages)

Specific areas of responsibility have been defined for the CHT Programme Board, including:

- Determining the process through which candidate projects will be appraised and eligibility for funding will be determined.
- Making recommendations (through the agreed process) on which projects should receive funding.
- Ensuring recommended projects support the CHT Programme Outline Business Case, the wider aims of the City Region Deal, and are aligned with the emerging Regional Economic Strategy for the Forth Valley.
- Ensuring recommended projects support the inclusive economic growth agenda.
- Overseeing the performance of the CHT Programme.

Specialist advisors will be used where necessary to provide professional support and expertise where required in the planning, development, and implementation phases. Where the use of such external resources is anticipated, the necessary financial provision will be made, and information will be incorporated into the Full Business Case.

7.3. Collaborative Working – Co-operation and Partnerships

Partnership working is one of the central principles underpinning the City Region Deal, as a collaborative agreement between (Stirling and Clackmannanshire) local authorities, and the UK and Scottish Governments, to secure and deliver investment and bring about positive change. The principle is equally valid at a project-specific level, and it will be reflected in the strategic approach followed in the delivery of the CHT Programme.

Partnership opportunities will be created in the planning, development, and operational phases of each project. By strengthening the performance of the tourism sector on a year-round basis, local businesses (and SMEs in particular) will be able to benefit through working collaboratively with other providers, and by helping to develop the range of available amenities, facilities and services. This will reflect the City Region Deal objective of creating the conditions in which businesses will want to invest. Where favourable conditions are present to nurture and support entrepreneurs, independent businesses are encouraged to introduce new products and services, creating memorable experiences for visitors, and influencing their willingness to recommend and to return.

The CHT Programme will therefore be taken forward through a strategy which involves and engages with the business community and other stakeholders across the city region, including educational institutions, voluntary organisations, charities, and those operating in the third sector.

The channels and initiatives through which opportunities for collaborative working will be created include:

- Representation from the business community on relevant management boards and project teams.
- The involvement of the creative sector through the Strategic Cultural Board (led by Stirling Council), the Place Partnership (Scene Stirling), and Creative Scotland, and through procurement opportunities.
- The participation of other stakeholder organisations involved in the culture, heritage and tourism fields and the regional economy, including:
 - **Historic Environment Scotland** – the public body with statutory responsibilities in relation to the care, protection and promotion of Scotland’s historic environment.
 - **Stirling City Heritage Trust** – established by Historic Environment Scotland in partnership with Stirling Council as a means of delivering focused investment in the historic built environment in Stirling.
 - **Go Forth Stirling** – the body managing the Business Improvement District (BID) in Stirling, involving businesses working together and investing collectively in local improvements.
 - **Discover Clackmannanshire** – an industry led destination marketing group, recognised as the lead promotional body for Clackmannanshire, with a focus on delivering value for visitors and for member businesses.
 - **Alloa First** – a business-led initiative through which local companies can work together with the objective of investing in Alloa town centre, and creating a brighter future for the business environment.
 - **VisitScotland** – the national tourism organisation for Scotland, with responsibilities across specific fields including marketing and development.
 - **Clackmannanshire Heritage Trust** – a co-ordinating group focused on the preservation and promotion of Clackmannanshire’s heritage assets.
 - **Forth Valley Chamber of Commerce** – a business-led organisation which seeks to share opportunities, knowledge and expertise across the Forth Valley, with the aim of enabling member businesses to develop and grow.
- Industry-specific networking initiatives; strengthened communications; industry engagement; and the establishment of a regional economic partnership.
- Procurement opportunities linked to CHT Programme projects.

- The creation of tourism development opportunities (including specialist sub-sectors – involving companies providing visitor services (walking tours, outdoor activities, etc.)).
- Increased levels of activity stimulating demand for visitor services and building opportunities for the hospitality sector, food & drink providers, etc.

The support and active involvement of key government departments and other relevant agencies will enable these objectives to be fully realised:

- Working in collaboration with regional destination marketing resources, VisitScotland will perform an essential function in the marketing of Stirling and Clackmannanshire (and allied regions) in the domestic (UK) and international markets. The City Region Deal is designed to enhance the tourism offer, and this will create new opportunities in product development and in marketing initiatives.
- The participation (through the planning, development, and operational phases) of national agencies and organisations (including Historic Environment Scotland, Scottish Enterprise, Creative Scotland, and Skills Development Scotland) will be instrumental in ensuring the programme objectives are achieved.
- Collaboration between public and private sector organisations (including Stirling and Clackmannanshire Councils, BEAR Scotland and VisitScotland) will enable the programme to deliver improved visitor services and to upgrade the tourism infrastructure. This will involve the provision of clear and consistent guidance for visitors at key transport hubs (including train and bus stations), as well as enhanced navigation and signage on the motorway and trunk road network.

7.4. Change and Contract Management Arrangements

There is a clear expectation that the CHT Programme will lead to positive changes which will benefit the Stirling and Clackmannanshire region, in common with all of the CRD programmes.

The delivery of the programme will itself be subject to change, as projects are taken forward through the planning and delivery phases, and there will be a need to have appropriate change management systems in place as part of the management structure.

There will be a requirement for the impact of changes (including changes which occur in project delivery) to be understood at all levels within the management organisation(s), and this can require both a change management strategy (linked to benefits realisation), and a change management framework (to manage anticipated and unexpected change(s)).

A change management strategy allows the potential impact(s) of the proposed change(s) on the culture, systems, processes and people working within the managing organisation to be understood and taken into account in developing operational plans. The appropriate strategy will depend upon the level and scale of change which is envisaged, and across the CHT Programme this will be taken into consideration at the project planning stage.

The change management framework recognises the potential impact of changes which arise during the planning, development and operational phases of projects, and appropriate controls will be required to ensure that the project concerned is not adversely affected by any such occurrences.

7.5. Benefits Realisation Arrangements

The management arrangements which will be in place across the CHT Programme will be structured with the specific intention that the anticipated benefits are delivered in line with the agreed Benefits Realisation Plan for the City Region Deal and with the Benefits Realisation Framework for the CHT Programme (Appendix 5). The plan identifies the processes (and measurement tools) which will be used to monitor performance against agreed objectives, including those which are specifically applicable to the CHT Programme.

The Full Business Case for each project will clearly indicate the projected contributions to the Benefits Realisation Plan.

The individual project teams will retain accountability for the achievement of programme benefits (in accordance with the provisions of the Benefits Realisation Plan), under direction from the Programme Board.

7.6. Risk Management Arrangements

Risks will be managed at an appropriate level across the CHT Programme. Key programme level risks will be escalated, highlighted and managed as appropriate with agreed mitigation strategies in consultation with the Programme Board, and (when necessary) with the Chief Officers' Group and/or the Joint Committee.

It is recognised that effective risk management at CHT Programme level will facilitate the achievement of wider aims at CRD level, and it can also have a positive impact on project costs.

Key functions which will be carried out as part of this approach include:

- Identifying possible risk(s) in advance, and having mechanisms in place to minimise any possible adverse effects.
- Ensuring that risk recognition (and minimisation) controls are in place throughout the planning and development phases.
- Having processes in place to monitor risks.
- Ensuring that information on risk(s) is accessible across the project management team(s), and that decision making procedures are in place to support the risk analysis and evaluation process.
- Having access to appropriate mitigation methods and options.

7.6.1. Principal Areas of Risk

Main Programme Risks		
Risks	Impact(s)	Control/Mitigation
Service Delivery		
The risk that a project is not aligned to both Council's strategic goals.	Does not provide strategic fit. Fails to progress as not backed by Councillors.	Project aligned with Council Strategic goals in OBC.

The risk that a project is not aligned to CRD deal outcomes.	The project fails to secure CRD funding.	Evidence of alignment to be provided in OBC.
The risk that the level of relevant expertise required is not available, leading to errors in project planning and delivery.	Increased costs and delays.	Level(s) of expertise required identified and provision made in project planning.
The risk of adverse media reactions related to the programme, risking the reputation of the Council(s).	Reputational damage.	Communications team(s) engaged with CHT project team(s) and communications plan(s) developed.
Failure to engage effectively across relevant stakeholders, leading to weakening support for the project(s) and the associated benefits.	Weaker project(s). Business Case(s) not endorsed.	Key stakeholders included in CHT Programme Board.
The risk that milestones outlined in the Implementation plan are not met, and CRD funding is not secured at the required time.	Loss of CRD funding.	Project plan in place. Close engagement with Government and Joint Committee through RPMO.
The risk of an economic downturn, and of inflation impacting negatively on project feasibility.	Project not considered best value for money. Project not endorsed/ approved.	Market risk will be considered in business case.
The risk of key personnel being overextended to deliver on current and emerging activities.	Increased costs and delays.	Resources monitored through Project group(s). Consultant resource engaged if required.
The risk that resources are not available to develop the project to Full Business Case.	Delays to project.	Resources monitored through Project group(s). Consultant resource engaged if required.
The need to balance City Deal regional growth objectives with current visitor appeal and market performance.	No strategic fit. Project not endorsed/ approved.	Projects will be required to show that the value of the investment will be maximised, to meet the expectations of domestic and international markets as well as synergies across other projects in the programme.
The risk that tourism demand remains weak due to delays in the reintroduction of international travel, and an extended post-pandemic recovery period.	Project not considered best value for money.	Sensitivity analysis to be applied at the FBC stage in order to quantify the impact of any factors which may have an adverse impact on the project.
Financial		
The risk that the project costs are more than the available funding.	Project is not viable.	Finance department(s) engaged in project groups. Monitoring of spend profile. Investigation of further funding streams.
The need for revenue funding and wider support activity to back City Deal capital investments.	Project is not viable.	Partners will be required to identify individual revenue funding contributions, and this will be set out in Business Case(s).
The risk of difficulties in procuring goods and services due to current market conditions.	Increased costs and delays.	Close working with Procurement department(s). Time built into individual project plans.
The risk of rising commodity prices affecting the overall cost of the	Increased costs and delays.	Procurement and Finance department(s) involved in individual

project(s).		project groups.
Difficulties in securing the relevant skills required for the project(s), resulting in increased costs and delays.	Increased costs and delays.	Provision to be built into individual project plans.
Difficulties in sourcing construction materials due to supply chain issues and public health restrictions, leading to increased costs and delays.	Increased costs and delays.	Involve procurement department(s) in project groups. Build procurement into plans.
Assumptions around expenditure are incorrect, with unforeseen costs.	Increased costs and delays. Project(s) not viable.	Effective and robust cost control and financial reporting built into all processes.
The risk that there is insufficient market demand to justify investments.	Project not considered best value for money.	Each project within the programme will be required to demonstrate evidence of market demand in development of the OBC and/or FBC for the project.
Limited capacity within private sector to invest in wider visitor offering reducing the benefit of City Deal investment.	Project is not viable.	An overarching programme business case that provides clarity and certainty of direction for the Culture, Heritage and Tourism Programme will strengthen discussions with potential investors.
Sustaining capital investment beyond the City Deal.	Long-term value of the CHT Programme is not realised.	At the (project-specific) OBC and/or FBC stage, projects will be required to demonstrate long term commercial sustainability, with a projected demand pipeline, including plans for future capital investment, maintenance, operational delivery, further development, etc.
The risk of increased costs due to the energy crisis.	Increased costs and delays.	Dependent on project(s) chosen.
Regulatory/Legal		
The risk that the Joint Committee does not approve the Business Case.	Project not endorsed/ approved.	Ongoing engagement via the RPMO.
The risk that the Government does not endorse the Business Case.	Project not endorsed/ approved.	Ongoing engagement via the RPMO.
The risk that Councillors do not support the Business Case.	Project not endorsed/ approved.	Ongoing engagement via the SRO.
People/Social		
The risk of lack of support for the project from the community.	Reputational damage to the council(s).	Build in community involvement to the stakeholder engagement plan.
Table 8) CHT Programme - Main Programme Risks		

The management of the CHT Programme will involve a scheduled monthly review of the Risk Register, a full copy of which is available as Appendix 3.

7.6.2. Dependencies

The successful delivery and implementation of the CHT Programme will be contingent upon the input and involvement of other organisations and sectors. The key dependencies include:

- The need for a collaborative approach across project teams and stakeholders, to ensure that the benefits of partnership working are fully captured.
- The need for commitments from VisitScotland to engage with the project delivery teams and other stakeholders to support marketing activity, recognising the emphasis on consumption across the CHT Programme.
- Input from the Scottish Government and its agencies to fully support the delivery of the programme through the provision of wider support.
- The need for private sector engagement and commitment to the delivery of the CHT Programme, by undertaking supporting investments which will strengthen the quality and range of the visitor offer, thus helping to create and sustain an overall destination experience of quality.
- The need for key partners to engage with the University of Stirling, Forth Valley College, and Historic Environment Scotland in developing skills in the heritage field.
- The need for partners to work with Creative Scotland (and other agencies) in developing the cultural agenda and in taking full advantage of cultural opportunities, including joint initiatives. These will include initiatives such as the Place Partnership in Stirling (and the surrounding area), supported by Creative Scotland as a project linked to the Stirling City Development Plan. The aims of this initiative were based on the following objectives:
 - Position, mobilise and enable creative communities to achieve positive change.
 - Establish a sustainable infrastructure to support and bring together creative communities within rural and urban Stirling.
 - Develop pathways for growth and creative business development.

7.6.3. Carbon Emissions Impact

As indicated in Section 5.7. (ibid.) for each approved project appropriate controls will be implemented to minimise whole life carbon emissions, through the application of an appropriate (and approved) management methodology, with the objective of ensuring that the project is compliant with the Scottish Government Climate Change Plan.

7.7. Programme Evaluation Arrangements

Appropriate processes (based on the applicable HM Treasury guidelines for project evaluation) will be in place to enable a full evaluation to be carried out on the completion of each project or scheme. This process will determine the extent to which the project has delivered its anticipated benefits, and will show how well the agreed objectives have been met. (It will also be carried out across the whole CHT Programme on the same basis).

7.8. Contingency Arrangements and Plans

Within the Outline Business Case (OBC) and Full Business Case (FBC) the Management Case will indicate what provision is being made in respect of contingency arrangements. This will normally involve the provision of an amount within the budget for the project which will cover the cost of any risks which may emerge (at any stage).

8. Glossary of Terms and Abbreviations

BJC	Business Justification Case
BRF	Benefits Realisation Framework
BRP	Benefits Realisation Plan
CHT	Culture, Heritage and Tourism
CLES	The Centre for Local Economic Strategies
CWB	Community Wealth Building
CRD	City Region Deal
DDCMS	Department for Digital, Culture, Media & Sport
ETB	English Tourist Board
FBC	Full Business Case
FEMA	Functional Economic Market Area
FTE	Full Time Equivalent
ILIH	Intergenerational Living and Innovation Hub
LOIP	Local Outcomes Improvement Plan
OBC	Outline Business Case
RPMO	Regional Programme Management Office
SIC	Standard Industrialisation Classification
SIEC	Scotland's International Environment Centre
SME(s)	Small and Medium Sized Enterprise(s)
SRO	Senior Responsible Owner
STEAM	Scarborough Tourism Economic Activity Monitor
TMI	Tourism Management Institute

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11. Appendices

Appendix 1)

Stirling and Clackmannanshire – Key Physical Assets (Culture, Heritage and Tourism)

- Aberfoyle Golf Club.
- Alloa Tower.
- The Albert Hall(s).
- Alloa Golf Club.
- Alloa Harbour.
- Alva Glen.
- Argaty Red Kites, Doune.
- The Argyll and Sutherland Highlanders Regimental Museum.
- Argyll's Lodging, Stirling.
- Arnprior Farm, Stirling.
- Bannockburn House.
- The Battle of Bannockburn Experience.
- Blair Drummond Safari Park.
- Briarlands Farm.
- Bridge of Allan Golf Club
- Callander Golf Club
- Cambuskenneth Abbey.
- Castle Campbell.
- Clackmannan Tower.
- The Church of the Holy Rude.
- Cowane's Hospital.
- Deanston Distillery.
- Dollar Golf Club.
- Dollar Museum.
- Doune Castle.
- Dunblane Cathedral.
- Dunblane Golf Club.
- Dunblane Museum.
- Duncarron Medieval Village.
- The Engine Shed - Scotland's Building Conservation Centre.
- Finnich Glen (The Devil's Pulpit).
- Flanders Moss National Nature Reserve.
- Glen Finglas, Brig o' Turk.
- Go Ape Aberfoyle.
- Greenside Cemetery.
- Hermitage Woods, Bridge of Allan.
- Inchmahome Priory.
- The Japanese Garden at Cowden Castle SCIO, Dollar.
- Kilmadock Old Parish Churchyard, Doune.
- The King's Park, Stirling
- The Leighton Library, Dunblane.
- Logie Old Kirk & Graveyard.
- The Macrobert Arts Centre, University of Stirling.
- Menstrie Castle.
- The National Wallace Monument and The Abbey Craig.
- Old Leckie Farm, Gargunnoch.
- The Old Town Cemetery, Stirling.
- Plean Country Park, Plean.
- Queen Elizabeth Forest Park (Achray Forest).
- St. Ninian's Well, Stirling.
- St. Serf's Church, Tullibody.

<ul style="list-style-type: none"> ▪ Sauchie Tower. ▪ Sterling Warehouse (and Sterling Mills). ▪ Stirling Archives. ▪ Stirling Castle. ▪ Stirling Golf Club. ▪ Stirling Old Town Jail. ▪ The Stirling Smith Art Gallery & Museum. ▪ The Tolbooth, Stirling. ▪ The University of Stirling Collections. ▪ Tillicoultry Golf Club. ▪ Tullibody Heritage Centre.
<p>Environmental Features</p>
<ul style="list-style-type: none"> ▪ Alva Glen. ▪ Archaeological sites across the region. ▪ Campsie Fells. ▪ Civic features - clocks, statues and memorials. ▪ The Clackmannanshire Sculpture Trail. ▪ Dollar Glen. ▪ Gartmorn Dam Country Park. ▪ Gargunnoch Hills. ▪ Kilsyth Hills. ▪ The Ochil Hills and Glens. ▪ The River Devon Valley. ▪ The River Forth and the Stirling bridges. ▪ The Trossachs. ▪ Tillicoultry Glen.
<p>Appendix 1) Stirling and Clackmannanshire - Key Physical Assets (Culture, Heritage and Tourism)</p>

Appendix 2)

<p>CHT Programme – Principal Metrics</p>
<p>Economic Value: Visitor Spending (Direct Economic Impact).</p> <p>Employment: The number of jobs supported by the tourism sector.</p> <p>Market Composition: The proportion of (total) demand represented by residential (staying) visitors.</p> <p>Demand Distribution: The spread of tourism-driven economic activity (measured by visitor numbers and spending levels) across the peak (April to September) and off-peak (October to March) periods.</p> <p>Extended Investment: Additional funding secured through private and other public sector channels, across all of the projects supported by the CHT Programme.</p> <p>Market Share: The number of tourism visitors (domestic/international and staying/non-staying) measured as a % of total volumes for the Scottish market.</p>
<p>Appendix 2) CHT Programme Metrics and Objectives</p>

Appendix 3)

CHT Programme Risk Register (Attached)

Appendix 4)

CHT Programme Objectives – Supplementary Information and Data

Objective 1 – The Value of Tourism

Objective 1 for the CHT Programme is based on market growth, quantified as the Economic Impact (Combined Direct and Indirect Expenditure) measured through the spending of residential and non-residential visitors. Table 9) and Figure 6) (below) track the performance of tourism for the period up to 2020, with forecasts for the period up to 2029.

	Period (A)									
1	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
2	372.37	429.52	428.38	444.88	462.52	486.30	497.55	534.67	541.01	549.35
3	13.86	15.54	15.04	16.11	17.82	18.60	18.52	18.35	19.56	19.48
4	386.23	445.06	443.43	460.99	480.34	504.90	516.07	553.02	560.47	568.83
	Period (B)					Period (C)				
(1)	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029
5	225.78	324.56	380.76	436.96	493.16	549.35	560.61	572.10	583.83	595.80
6	8.97	15.67	16.62	17.57	18.52	19.48	19.88	20.29	20.71	21.13
7	234.75	340.23	397.38	454.53	511.68	568.83	580.49	592.39	604.54	616.93

Table 9) Tourism in Stirling and Clackmannanshire by Value (2010 to 2029) (Objective 1)

Periods

- (A) 10 yr. period from 2010 to 2019 (Last full year prior to pandemic).
- (B) 5 yr. period from 2020 to 2024 (5 years covering the duration of the pandemic and the recovery period).
- (C) 5 yr. period from 2025 (baseline) to 2029.

Key

- (1) Year
- (2) Economic Impact (Value measured in terms of Direct and Indirect Expenditure) for Stirling in £m (Source: STEAM)
- (3) Economic Impact (Value measured in terms of Direct and Indirect Expenditure) for Clackmannanshire in £m (Source: STEAM)
- (4) Total Economic Impact (Value measured in terms of Direct and Indirect Expenditure) for Stirling and Clackmannanshire in £m (Source: STEAM)
- (5) Projected Economic Impact (Value measured in terms of Direct and Indirect Expenditure) for Stirling in £m, based on recovery to pre-pandemic (2019) levels by 2025, and annual growth of 2.05% from 2025 to 2029. (Data for 2020 and 2021 is based on reported performance levels, and data for 2022 to 2029 is based on market forecasts).
- (6) Projected Economic Impact (Value measured in terms of Direct and Indirect Expenditure) for Clackmannanshire in £m, based on recovery to pre-pandemic (2019) levels by 2025, and annual growth of 2.05% from 2025 to 2029. (Data for 2020 and 2021 is based on reported performance levels, and data for 2022 to 2029 is based on market forecasts).
- (7) Projected Total Economic Impact (Value measured in terms of Direct and Indirect Expenditure) for Stirling and Clackmannanshire in £m, based on recovery to pre-pandemic (2019) levels by 2025, and annual growth of 2.05% from 2025 to 2029. (Data for 2020 and 2021 is based on reported performance levels, and data for 2022 to 2029 is based on market forecasts).

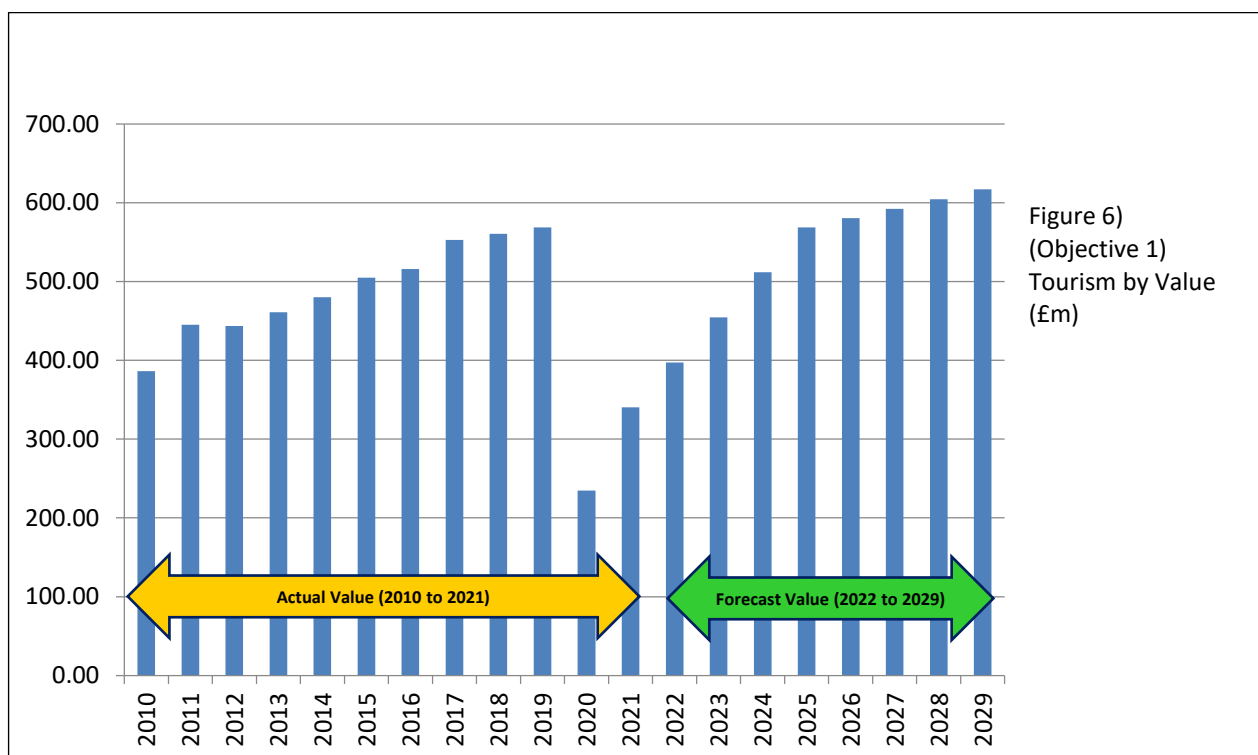


Figure 6)
(Objective 1)
Tourism by Value
(£m)

Figure 6) Tourism in Stirling and Clackmannanshire by Value (£m) (2010 to 2029) (Objective 1)

Objective 2 – Employment Opportunities

Objective 2 for the CHT Programme is based on the number of employment opportunities (FTEs) associated with the sector. Table 11) and Figure 7) (below) track actual employment levels (FTEs) for the period 2010 to 2020, with forecasts for the period up to 2029.

	Period (A)									
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
1	8,241	9,176	8,940	9,022	9,201	9,471	9,609	9,799	9,496	9,395
2	364	363	342	352	403	412	398	379	378	371
3	8,605	9,539	9,282	9,374	9,604	9,883	10,007	10,178	9,874	9,766
	Period (B)					Period (C)				
(1)	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029
5	4,980	5,552	6,512	7,473	8,434	9,395	9,588	9,784	9,985	10,189
6	214	281	304	326	349	371	379	386	394	402
7	5,194	5,832	6,816	7,799	8,783	9,766	9,967	10,170	10,379	10,591

Table 10) Employment Opportunities (2010 to 2029) (Objective 2)

Periods

- (A) 10 yr. period from 2010 to 2019 (Last full year prior to pandemic).
- (B) 5 yr. period from 2020 to 2024 (5 years covering the duration of the pandemic and the recovery period).
- (C) 5 yr. period from 2025 (baseline) to 2029.

Key

- (1) Year
- (2) Employment (FTEs) for Stirling (Source: STEAM).
- (3) Employment (FTEs) for Clackmannanshire (Source: STEAM).
- (4) Total Employment (FTEs) for Stirling and Clackmannanshire (Source: STEAM).
- (5) Projected Employment (FTEs) for Stirling, based on recovery to pre-pandemic (2019) levels by 2025, and annual growth of 2.05% from 2025 to 2029. (Data for 2020 and 2021 is based on reported employment levels, and data for 2022 to 2029 is based on employment forecasts).
- (6) Projected Employment (FTEs) for Clackmannanshire, based on recovery to pre-pandemic (2019) levels by 2025, and annual growth of 2.05% from 2025 to 2029. (Data for 2020 and 2021 is based on reported employment levels, and data for 2022 to 2029 is based on employment forecasts).

(7) Projected Total Employment (FTEs) for Stirling and Clackmannanshire, based on recovery to pre-pandemic (2019) levels by 2025, and annual growth of 2.05% from 2025 to 2029. (Data for 2020 and 2021 is based on reported employment levels, and data for 2022 to 2029 is based on employment forecasts).

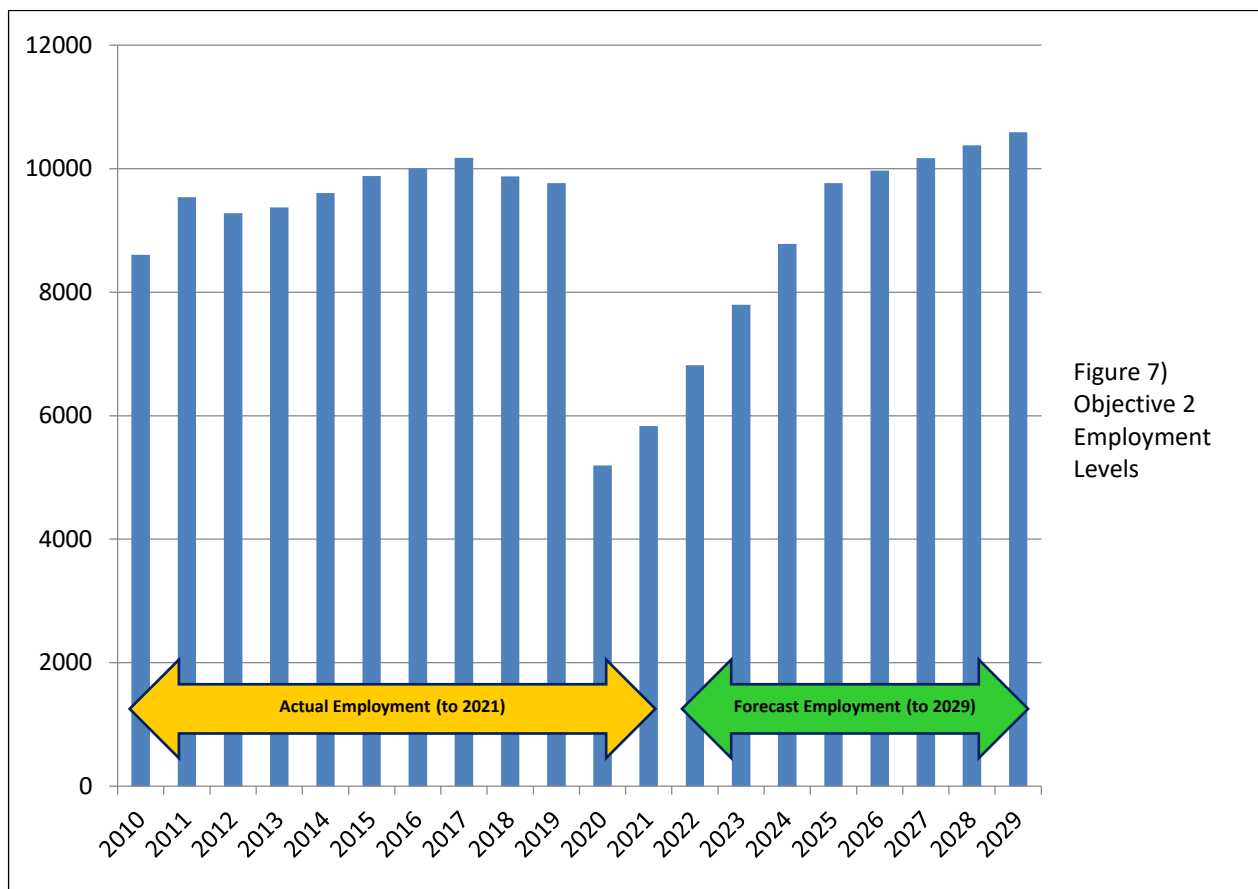


Figure 7) Employment Opportunities (2010 to 2029) (Objective 2)

Objective 3 – Match Funding

Objective 3 for the CHT Programme is based on securing a minimum investment of £15m in match funding (through private and other public sector channels), both in the projects and in other initiatives within the sector, thus strengthening the wider value of tourism as a driver of economic activity.

Objective 4 – Market Share

Objective 4 for the CHT Programme is based on improving the performance of tourism as measured by the region’s share of the wider market in Scotland. The data shown in Table 12) (below) is based on overnight visitors.

	Scotland (Total) (2019)	Forth Valley (Total) (2019)	%
Domestic (UK) Overnight Visitors	13,810,000	674,000	4.9
International Overnight Visitors	3,460,000	153,000	4.4
Day Visitors	133,600,000	8,124,000	6.1

Source: VisitScotland (2021)

Table 11) Market Share

Objective 5 – Community Engagement and Uptake

Objective 5 in the CHT Programme is based on creating opportunities for residents across the entire region to participate and engage in cultural and heritage-based activities, with associated benefits. Relevant and applicable metrics will be developed for each project within the programme.

Appendix 5)

CHT Programme Benefits Realisation Framework (Attached)

Appendix 6)

CHT Programme Project Selection Process (Attached)

**Stirling and Clackmannanshire City Region Deal
Culture, Heritage and Tourism Programme**

Outline Business Case (OBC) (Version 4) (February 2023)

Amendments and Revisions (excluding minor alterations, corrections, and deletions)

Page No.	Section	Details of Amendment or Revision
5	Section 1.1.	'The Vision for The City Region Deal': Phrasing revised for clarity.
6	Section 1.2.	Context: Phrasing revised for clarity.
8	Section 1.5.	Clackmannanshire: Revised for clarity.
8	Section 1.6.	Stirling: Text revised; project-specific references removed and text amended. References to 'assets' introduced to avoid mis-interpretation.
9	Section 2.	Executive Summary: Text revised; references to projects amended.
14	Section 3.2.3.	Tourism Investment/Regional Development: Text revised for clarity. Reference to the mix/diversity of opportunities modified, with no references to any specific projects.
14	Section 3.3.	Minor changes to text for clarity.
17	Section 3.5.1.	References to opportunities associated with the CHT Programme revised for clarity, and to remove links with any potential projects.
18	Section 3.5.4.	Text revised and locational references updated.
18	Section 3.6.	Minor revisions for accuracy.
21	Section 3.6.1.	NSET narrative revised to provide clarity regarding the adoption of principles associated with the 'Wellbeing Economy' for projects in the CHT Programme.
22	Section 3.6.2.	National Strategies (Culture and The Creative Sector) up-dated for accuracy.
25	Section 3.6.5.	Information regarding The Glasgow Declaration on Climate Action in Tourism updated.
26	Section 3.6.6.	Reference to Responsible Tourism revised for clarity.
28	Section 3.6.9.	Reference to Stirling/Clackmannanshire as a destination revised for clarity. Discussion on the selection of candidate projects revised so that is described as an active (current) process.
30	Section 3.6.9. (Table 1)	Interpretation of themes and references to CHT Programme projects revised.
31	Section 3.6.10.	Reference to VisitScotland research revised for accuracy.
31	Section 3.6.10. (Table 2)	Error in format corrected.
32	Section 3.6.10.	Second and third points revised for clarity; error in fourth point corrected.
33	Section 3.7.1.	Error in first paragraph corrected. Reference to 'visitor demand' revised for clarity.
34	Section 3.7.2.	Second paragraph revised for clarity.
36	Section 3.7.2.	Narrative on the role of the CHT Programme Board revised in first and second paragraphs.
37	Section 3.8.	References to CHT Programme projects in the context of CRD benefits revised for clarity.
39	Section 4.1.	Minor amendments to text for clarity.
42	Section 4.3.2.	Second paragraph revised for clarity. Descriptions of effects revised for clarity.
43	Section 4.4.2.	Critical Success Factors (Project Level) revised for clarity.
45	Section 4.5.1.	CHT Programme Projects (Stirling): Text revised/'generalised' to avoid references to specific projects. Reference to 'projects' amended to read 'potential development and investment opportunities'. Discussion revised and updated to ensure that it is valid/relevant based on current activities. Conclusion for Section 4.5.1. re-written.
47	Section 4.5.2.	CHT Programme Projects (Clackmannanshire): Text re-written and 'generalised' to avoid references to specific projects. References to

		candidate projects changed to refer to potential investment opportunities.
48	(Section 4.5.3.)	New section (4.5.3.) (Monitoring of Development and Investment Opportunities) added to provide information on procedures for reviewing development/investment opportunities based on current market conditions, trends, etc.
48	Section 4.6.	CHT Programme Project Appraisal and Selection section fully re-written to address Project Selection process issues.
48	Section 4.6.1.	Additional text inserted for clarity.
50	Section 4.6.2.	Minor revisions to text for clarity in relation to criteria. Comments on the methodology for project selection/appraisal re-written for accuracy.
52	Section 4.7.	CHT Programme Metrics: text revised for accuracy.
53	Section 4.9.	Risk Assessment: text revised with references to projects amended for accuracy.
58/59	Section 5.7.	Carbon Emissions Impact: Table 7) deleted completely. Supporting text re-written accordingly.
58	Section 6.1.	Project Funding: text revised.
58	Section 6.2.	Table 8) re-numbered to Table 7).
68	Section 7.6.1.	Table 9) re-numbered to Table 8).
69	Section 7.6.3.	Text revised for consistency.
75	Appendix 1	Amended/up-dated.
76	Appendix 3	Appendix 3 (Candidate Projects) deleted completely. Subsequent appendices re-numbered.
77	Appendix 4	Data in Tables 9) and 10) up-dated, with revised projections incorporated for the period to 2025 for the value of tourism (and associated employment levels). Accompanying charts in Figures 6) and 7) amended accordingly.
77	Appendix 4	Table 10) re-numbered to Table 9)
78	Appendix 4	Table 11) re-numbered to Table 10)
79	Appendix 4	Table 12) re-numbered to Table 11)
(*)	Appendix 5	Links and references (to OBC) revised for accuracy.
(*)	Appendix 6	Minor amendments for accuracy, based on revisions made to OBC.

(*) Separate document (attached to OBC).

