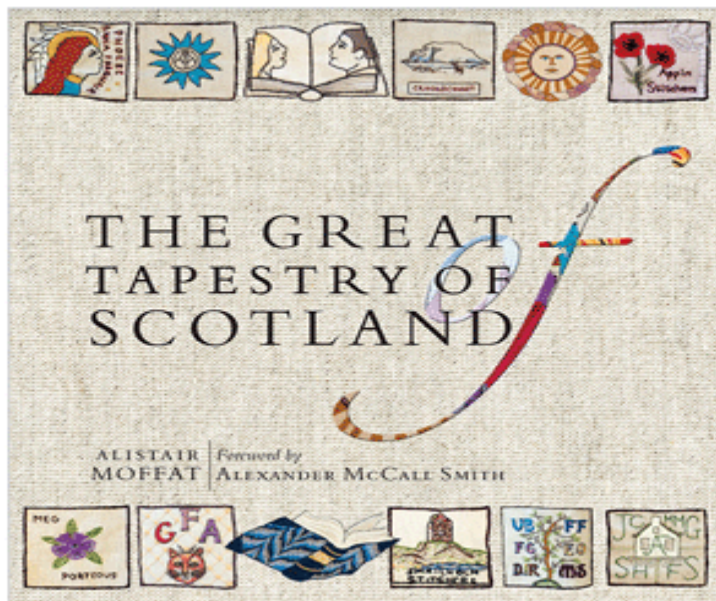


The Great Tapestry of Scotland: A Review of the process in respect of decision making.



CONTENT

	Page
Foreword	3
Executive Summary and Recommendations	4 - 6
Section 1: Introduction	7
Section 2: Terms of Reference and Working Group	8
Section 3: How the Review Was Carried Out	9 - 10
Section 4: Tapestry Project Timeline/Details	11 - 17
Section 5: Further Information	18 - 22
Section 6: Key Findings and Recommendations	23 - 24

Foreword from the Chairman of the Working Group

A great deal has been written about the Great Tapestry of Scotland since its inception, including the decision to bring the Tapestry to the Scottish Borders and where it would be housed.

In the course of this review, we have examined the process leading up to the decisions the Council made about the Tapestry. This examination has allowed us to identify some misconceptions and also provided us with an insight into the inception of major Council projects.

Much analysis has been carried out by the Working Group to arrive at its conclusions and I thank the members and officers for their time and energy, commending the findings and recommendations to you.

Councillor Simon Mountford
Chairman, Great Tapestry of Scotland Working Group



16 August 2016

EXECUTIVE SUMMARY and RECOMMENDATIONS

- a) Scottish Borders Council considered the Great Tapestry of Scotland on three separate occasions. At its meeting on 29 October 2015, the Scrutiny Committee decided to set up a Working Group to examine the decision-making process in respect of the Great Tapestry of Scotland Project and ascertain if there were any lessons which could be learned for future projects.
- b) The Working Group comprised four Councillors, namely:
- Councillor Simon Mountford (Chairman)
 - Councillor Joan Campbell
 - Councillor Keith Cockburn
 - Councillor Iain Gillespie
- c) Terms of reference and principal components of the Review were agreed. The Review involved a detailed investigation of the timeline of work leading up to decisions made in respect of the Great Tapestry project. The Review in essence covered:
- *Pre-Council report work – late 2013 to April 2014*
 - *Report Drafting – May 2014*
 - *Council meeting – 29 May 2014*
 - *Preliminary work for preparation of the detailed business case- June and July 2014*
 - *Appointment of consultants and initiate Blueprint Concept – August 2014*
 - *Preparation for the initiation of the Blueprint – September to November 2014*
 - *Drafting of Council report – November and December 2014*
 - *Council meeting – 18 December 2014*
 - *Capital funding – February 2015*
 - *Procurement Preparation – January to March 2015*
 - *Project Team appointed – April 2015*
 - *Planning application/approval – June to September 2015*
 - *Blueprint – October to November 2015*

- d) Throughout its Review, the Working Group requested and received further information and explanation on particular aspects of the Tapestry Project and other capital projects, namely:
- *Tapestry - Other locations in Scottish Borders*
 - *Funding*
 - *The Great Tapestry facility and exhibition*
 - *Consultation with Communities*
- e) The Great Tapestry of Scotland is a unique project which has attracted much comment. In arriving at their findings and recommendations, Members of the Working Group have concluded that the information – based on what was available at the time - provided to Members in reports was sufficient to allow Members to make their decisions on the Great Tapestry of Scotland. There are always lessons to be learned from any major project and the Working Group is therefore making six recommendations which will enhance project work and communications in future.

Recommendation One

Where potential projects, such as the Great Tapestry, are at the stage of evolving from a conversation into a concept/idea, before proceeding to the project stage and into the capital plan, it would be helpful if all material conversations involving Officers and Members could be summarised and noted. This would aid transparency and help to establish a more complete project record.

Recommendation Two

When officers are producing the first formal report to be considered by Members on a major project, they should include all appropriate information on the origin of all options which have been considered and any which have subsequently been dismissed. This is as much for a retrospective record as it is to inform the decision- making at the time.

Recommendation Three

Relevant analysis/research should be considered for inclusion as appendices in reports for projects like this or, if confidential, made available to Members privately for further scrutiny.

Recommendation Four

For any major project – to ensure good communications - regular informal briefings for all Members, along with the provision of electronic bulletins, would assist in keeping Members updated on progress and allow them to ask questions and also pass this information on to stakeholders, community groups, and members of the public.

Recommendation Five

Within the project management processes, the Council's reputational risk should be included as a matter of routine in the Risk Register and the risk and mitigations section of committee reports should always take reputational risk into account and provide a commentary on that issue.

Recommendation Six

When considering locations as part of a major project, criteria being used to assess them should be put in order of priority (starting with the highest) and/or weighted. Once a site has failed to meet one of the criteria, that site will normally no longer be assessed against the remaining criteria, and an explanation will be given to Members.

Section 1: INTRODUCTION

- 1.1 Scottish Borders Council considered the Great Tapestry of Scotland on three separate occasions.
- 1.2 The first report on 29 May 2014 was to inform the Council of the possibility of locating the Great Tapestry in the Scottish Borders on a permanent basis and to seek authority to prepare a detailed business case in respect of that proposal.
- 1.3 The second report was considered at the Council meeting on 18 December 2014. The purpose of that report was to inform Members of the outputs following the feasibility design proposals and detailed business case for the Great Tapestry and sought approval for its location at Tweedbank.
- 1.4 At its meeting on 12 February 2015, as part of its consideration of the Council's capital budget, a motion was put forward to suspend Standing Orders to allow further consideration of the funding of the Great Tapestry project. As the necessary majority for suspension was not received, there was no further debate on the matter.
- 1.5 At its meeting on 29 October 2015, the Scrutiny Committee decided to set up a Working Group to examine the decision-making process in respect of the Great Tapestry of Scotland Project and ascertain if there were any lessons which could be learned for future projects. The terms of reference for the Working Group were agreed at the meeting of Scrutiny Committee held on 26 November 2015 and the membership of the Working Group was finalised at the Scrutiny Committee meeting on 28 January 2016.

Section 2: TERMS OF REFERENCE and WORKING GROUP

2.1 The Working Group comprised four Councillors, namely:

- Councillor Simon Mountford (Chairman)
- Councillor Joan Campbell
- Councillor Keith Cockburn
- Councillor Iain Gillespie

2.2 Support was provided to the Working Group by the Corporate Transformation and Services Director, the Clerk to the Council and one of the Democratic Services Officer (J. Turnbull).

2.3 The Terms of Reference for the Working Group were:

1. To review the process, to date, in respect of all decision making linked to The Great Tapestry of Scotland. Specifically to review:

(a) the preparatory work, evaluation and reviews undertaken by officers in preparing reports for Members;

(b) opportunities available to Members to scrutinise material and information available prior to, and at, Council meetings;

and, in respect of (a) and (b) whether there were any gaps that could be better addressed in future projects.

2. To examine the extent to which documentation available in the public domain was sufficiently helpful for the public and whether such documentation could be improved in the future.

3. In light of their work, the Working Group is to draft any appropriate recommendations for consideration by the Scrutiny Committee.

Section 3: HOW THE REVIEW WAS CARRIED OUT

- 3.1 The Working Group met on 5 occasions – 17 February, 21 March, 14 April, 18 May and 7 June 2016.
- 3.2 At its first meeting, the Chairman reminded Members that the review process was not to re-examine the decisions regarding the Great Tapestry of Scotland but aspects of the process to date and any lessons that could be learned from this. It was agreed that as Scrutiny was responding to a request from Ettrick and Yarrow Community Council, the Review should look at the process of consultation with the wider community. The Group would also consider the support provided by Scottish Government and the caveats that were expressed at the time. In conducting the Review it was unanimously agreed that media reports should be ignored. Any changes recommended by the Working Group should be exemplified for future decision making, using the Tapestry as an example.
- 3.3 The Working Group then agreed that the principal components of the Review should be:
 - (a) a detailed timeline, including which officers were involved and consulted;
 - (b) when the Council was first approached and how the approach was made; who made the request and to whom;
 - (c) outside input e.g. Scottish Government, Trustees;
 - (d) other potential sites that were considered and how current the information on these alternative sites was at the time of the decision;
 - (e) other interested parties who were reported to be interested in hosting the Tapestry, whether public or private organisations;
 - (f) the public engagement process and the geographical spread of those consulted;

- (g) the reasons other options were not considered viable;
 - (h) any vacant plots of land that were considered for a new build elsewhere other than at Tweedbank;
 - (i) financial commitment, citing examples of third party funding with regard to other projects.
- 3.4 At the second meeting of the Working Group, members considered information from the Corporate Transformation and Services Director in regard to the principal components and the timeline for the project. Details are included in the Project Timeline in the next Section of the report.
- 3.5 At the third meeting of the Working Group, members received further details on the activities within the timeline as well as additional information and explanation. They also received copies of the brief given to Jura Consultants for the detailed business case, as well as the supplementary to the brief requesting further work be undertaken on the Tweedbank site as well as the provision of information on other sites. An extract from the detailed business case by Jura Consultants which gave details on the other locations was also considered at this meeting.
- 3.6 At the fourth meeting of the Working Group, members considered a first draft of the report of the Working Group which gave details of the Terms of Reference of the Working Group, how the review was carried out, the Tapestry Project timeline and details.
- 3.7 The fifth meeting of the Working Group drew the Review to a close. Members considered a further draft of the report of the Working Group and agreed the findings and recommendations. Some further information was then added as requested and this was circulated by email to the members of the Working Group for final approval. This final approval was given on 16 August 2016.

Section 4: TAPESTRY PROJECT TIMELINE/DETAILS

Pre-Council report work

- 4.1 The initial approach to the Council regarding the Tapestry project came from an informal discussion in late 2013 between the Convener and the Great Tapestry of Scotland Trustees. The Convener requested officers to follow up on the opportunity to determine the project's viability. The Trustees had also had contact with/from 3 other bodies on the possibility of hosting the Tapestry.
- 4.2 From **February to April 2014** work was carried out prior to the preparation of the Council report for May 2014. This was in two parallel areas: preparation of an initial feasibility study by Jura Consultants and initial work by officers to conclude outline positions across a wide range of issues including sites and land purchase (Head of Commercial Services and the Estates Manager), roads and utilities (Project Management Team Leader, Principal Officer – Employment Infrastructure, and the Engineering Design Manager), railway interface (Corporate Transformation and Services Director) and culture implications (Cultural Services Manager). Initial work had been completed as a desk-top exercise by Council officers in respect of possible sites in the Scottish Borders with Tweedbank being the viable option.

Report Drafting

- 4.3 In **May 2014**, the report for Council was drafted and also included input from the Service Director for Major Projects, the Chief Financial Officer, Chief Officer Economic Development, and the Service Director Strategy and Policy. Prior to the Council meeting in May 2014, there was still ongoing discussion as to where the Tapestry site would be, although the Tapestry Trustees favoured the Tweedbank site.

Council meeting

- 4.4 On **29 May 2014**, this report by the Corporate Transformation and Services Director was considered by Scottish Borders Council. That report informed the Council of the possibility of locating the Great Tapestry of Scotland in the Scottish Borders on a permanent basis and sought authority to prepare a detailed business case in respect of that

proposal. The report set out the background of the Great Tapestry and explained that the Tapestry's Trustees were at that point considering a permanent location in Scotland. Officers had completed initial work in respect of a possible permanent location in the Borders, with Tweedbank being the most likely viable option. An initial feasibility assessment had been completed and this indicated that there was merit in proceeding to evaluate the costs and benefits of the proposal via a full business case. This business proposition would include a new building to house the Tapestry along with additional facilities for an exhibition of such national importance. Consequently it was being recommended that a detailed business case should be prepared and that a short life Member/Officer Group be established to oversee the completion of this business case.

- 4.5 Alexander McCall Smith and Alistair Moffat, two of the Trustees of the registered charity which owned the Tapestry, were present at the meeting of Council on 29 May 2014. The Trustees had made their wish known in the discussions with the Convener that the Tapestry should be a visitor attraction in its own right in a location very close to a significant transport link. Jura Consultants representative, Paul Jardine, was also present at the meeting and gave Members a review of the study and the key conclusions reached. The assessment had indicated that there was merit in proceeding to evaluate the costs and benefits of the proposal via a full business case. In the ensuing debate, the majority of Members strongly supported the report's conclusion that this was a unique opportunity for the Borders to obtain an exhibition of national significance with strong ties to the textile heritage and wider history of the region. Its value was recognised both as a visitor attraction in its own right as well as the potential for generating economic inward investment. However, some concern was expressed with regard to revenue running costs in relation to the attraction's income generating potential. With respect to the remit for the business case, several Members made cases for locating the Tapestry in other towns in the Borders and also pointed out advantages of linking it with other visitor attractions. However, the merits of Tweedbank as a location were generally recognized in terms of its centrality to the Borders and potential transport links associated with the Railway. Council subsequently decided to request officers to

prepare a detailed business case for locating the Great Tapestry of Scotland in the Scottish Borders at Tweedbank and to bring a further report on this matter back to Council. It was further decided to establish a short life Member/Officer Group, to which Councillors Archibald, Davidson and Parker were appointed.

Preliminary work for preparation of the detailed business case

- 4.6 Between **June and July 2014** work primarily focused on the construction of a wide ranging project team and the appointment of a project manager. The team included an architect, engineer, quantity surveyor, and economic development consultants. Briefs were drafted by the Chief Officer Economic Development and the Service Director Major Projects to satisfy necessary procurement routes. Elected Members were offered the opportunity to view the Great Tapestry while it was on display at the Scottish Parliament building and this visit by a few Members took place on 3 September 2014.

Appointment of Consultants and Blueprint Concept

- 4.7 Jura Consultants is a highly reputable consultancy firm based in Scotland, well known for their work in terms of visitor attractions and tourism; they had previously undertaken consultancy work for the Council i.e. on the Jim Clark Museum and Abbotsford House. As they had carried out the preparatory report, they were appointed through single tender action, which followed the Council's procurement guidelines. Hub South East was utilised by the Council to appoint Page Park Architects and Faithful & Gould. Hub South East Scotland is a joint venture company, involving local public sector organisations working collaboratively and in partnership with a private sector development partner. The partners work together to develop an innovative long-term approach to providing new community facilities where local community services will be delivered (such as neighbourhood services, health, social care and education). In **August 2014**, Jura Consultants were liaising with the Chief Officer Economic Development and the Corporate Transformation and Services Director. Page Park Architects were working to the Service Director Major Projects and the Project Manager. Faithful & Gould supplied some Quantity Surveying input to assist Page Park and Jura Consultants. The Trustees were also involved in practical workshops with Page Park

on the housing and display of the Tapestry taking into account the different sizes of the Tapestry panels. Jura Consultants were also asked by the Chief Officer Economic Development and the Corporate Transformation and Services Director to undertake specific work in relation to other towns as part of the detailed business case for best value requirements and to ensure that consideration be given to all options. Also during this time, following discussion with Scottish Government, work commenced on the development of what was to become the Borders Railway Blueprint. From **September to November 2014** consultants continued to work to their briefs.

Preparation of the Blueprint

- 4.8 Between **September and October 2014**, detailed work was undertaken on drafting the Blueprint with partners. This work was led by the Economic Development Manager, supported by the Corporate Transformation and Services Director, Service Director Major Projects, and Chief Officer Economic Development. Page Park provided input on the master plan for Tweedbank. The Blueprint was launched in **November 2014**.

Drafting of Council report

- 4.9 During **November 2014**, reports from the Consultants were incorporated into a report for Council with main officer contributions from the Chief Officer Economic Development, Service Director Strategy and Policy, Service Director Major Projects, Project Management Team Leader, the Project Manager, the Cultural Services Manager and the Chief Financial Officer. On **9 December 2014** a seminar was held for all Members, with detailed presentation on the outcome of the business case made by the consultants and officers, which gave Members the opportunity to ask questions on particular aspects of the report. The final detailed business case from Jura Consultants was completed on time for Council in December and formally received by officers on **10 December 2014**. The assessment in the business case for visitor numbers was based on vehicle journeys with no account taken for the potential for visitors arriving by train as there was no railway operating at the time and therefore no hard evidence of passenger numbers. Therefore any train visitors would be extra to those in the business case.

Council meeting

- 4.10 On **18 December 2014**, the report by the Corporate Transformation and Services Director informed Members of the outputs following the feasibility design proposals and detailed business case for the Great Tapestry and sought approval for the proposed permanent location of the Tapestry in the Scottish Borders at Tweedbank. The report highlighted the ambitions contained in the 'Borders Railway, Maximising the Impact: A Blueprint for the Future' that had been announced by the then First Minister. It confirmed the important role that the development of a permanent home for the Tapestry in the Scottish Borders could play in achieving the ambitions set out in that document. The report reiterated that this was a unique opportunity for the Scottish Borders to obtain an exhibition of national significance with strong ties to the textile heritage and wider history of the area. It would provide a potential hub for local and international events. A location at Tweedbank had the opportunity to create a destination for the area with direct links to other local attractions such as Abbotsford House and Melrose Abbey, together with the further development of Tweedbank and the emerging proposals for a Central Borders Business Park. An initial design for a new building had been completed by Page Park Architects. This work had provided a good basis for initial costs. The detailed business case prepared by Jura Consultants, including costs from the Page Park work, had confirmed that the project could be financially viable based on the visitor projections and anticipated operating costs.
- 4.11 Paul Jardine from Jura Consultants and David Page from Page Park Architects were present at the meeting to answer Members questions. Members discussed the proposal in detail, including the location for the Tapestry, infrastructure required, the cost, expected visitor numbers, and whether or not there would be economic benefits arising from the project. Council then decided to proceed to enter into a legal agreement with the Great Tapestry of Scotland Trust to provide a permanent home for the Great Tapestry in the Scottish Borders. Further, Council decided to support the construction of a new building to house the Tapestry on land owned by the Council at Tweedbank, allocating up to £3.5m in the Council's Capital Programme, with an

intended investment of £2.5m from Scottish Government. The building would be developed and owned by the Council and then likely to be leased to a new Trust which would be responsible for operating the Tapestry attraction. The Chief Executive would bring a further report to Council (currently anticipated for August 2016) on the structure, membership and proposed operation of this new Management Trust.

Capital funding

- 4.12 At its meeting on **12 February 2015**, Council agreed a capital budget of £3.5m in 2016/17 and 2017/18 for the Tapestry building at Tweedbank, with an assumed capital grant of £2.5m in 2016/17 from Scottish Government. For every project in the Capital Plan, officers formulated a project model dependent on the scope of the project and followed a set process in terms of decision making.

Procurement Preparation

- 4.13 Between **January and March 2015**, work was undertaken developing briefs for a full design team appointment. This was led by the Procurement Manager, the Project Management Team Leader and the Project Manager.

Project Team appointed

- 4.14 In **April 2015** the Project Team was appointed. Led by the Project Management Team Leader and the Project Manager it included Turner Townsend Project management and quantity surveying, Page Park Architects, Goodsons civil and structural engineers, Mechanical and Electrical Engineers Atelier Ten.

Planning application/approval

- 4.15 In **June 2015**, the planning application for the Tapestry building at Tweedbank was submitted, with ongoing work by the Project Team to assist and contribute to planning queries and the planning process. In **September 2015** planning approval was granted. Between **September and December 2015** detailed design and preparation work - led by the Project Team and delivered by the Design Team - was carried out for contractor procurement.

Blueprint

- 4.16 Between **October and November 2015**, work was undertaken by the Corporate Transformation and Services Director and the Programme Manager for the Borders Railway Blueprint on the development of the necessary approval reports for the Blueprint funding. The Blueprint Leadership Group - comprising senior officer representatives from all partner organisations (Scottish Enterprise, Scottish Government, Visit Scotland, Transport Scotland, Abellio/Scotrail, Midlothian and Scottish Borders Councils) - met on **18 December 2015** and approved the submission of the final request for funding to Scottish Government.

Section 5: FURTHER INFORMATION

- 5.1 Throughout its review, the Working Group requested and received further information and explanation on particular aspects of the Tapestry Project and other capital projects.

Tapestry - Other locations in Scottish Borders

- 5.2 On 15 October 2014 the Corporate Transformation and Services Director issued a supplementary to the brief to Jura Consultants. This referred to Section 9: Conclusions in the Initial Feasibility Assessment carried out by Jura that “Melrose and Galashiels could provide alternative locations; however, the Great Tapestry of Scotland would then have to compete with other attractions and more importantly with other visitor services e.g. cafes and restaurants.” The Director requested Jura to provide more structured information and detail on how they had come to this conclusion, which in turn would be helpful as part of the decision-making process. As well as Melrose and Galashiels, it was understood that Jura had also considered other alternative locations, including Selkirk, Hawick and Abbotsford House. Jura was asked at this stage whether any other potential locations, for instance at countryside locations, had also been considered.
- 5.3 Locations in Selkirk, Hawick, Melrose and Galashiels were all considered by Jura Consultants and the visitor market potential and availability of suitable buildings assessed. Criteria used for the assessment included the potential visitor market consisting of the local market, the day visitor market, education visits and tourists; traffic analysis and flow; local competitors; market penetration analysis; and available buildings and sites. Selkirk has a total visitor market of around 1.6 million people. None of the existing attractions which provided visitor figures attracted over 10,000 visitors per annum. St Mary’s Mill and Linglie Mill in Selkirk Riverside Industrial Estate were not of the quality required for the project. The Yarn Store at Ettrick Mill and a smaller site also at Ettrick Mill were considered with the latter possibly suitable for up to a 2 storey building. Hawick has a total visitor market of around 1.5 million people with the same number of vehicles passing the north of the town. One competitor attraction in Hawick attracts 150,000 visitors per annum. No suitable buildings in

Council ownership were available in Hawick and sites were only available within Galalaw and Burnfoot Industrial Estates. The total potential market in Melrose is 2.6 million with around 3 million people passing Melrose in vehicles per annum. Melrose Abbey receives around 47k visitors per annum. The Council did not own any land or buildings in Melrose which could be appropriate for the Great Tapestry. The total potential market in Galashiels is 2.6 million with around 4 million people passing through each year. However, the town has a very limited visitor offer, although it is in very close proximity to the attractions of Melrose, including Abbotsford House. No buildings in Council ownership in Galashiels were suitable. Land at Galafoot was available but the site adjoins a gas works site, is off the main route in town, and was not considered suitable. The Burgh Yard, located in the middle of town, could have been an interesting alternative but it was under offer at the time of writing the business plan. The bus station site was also considered but due to space constraints would need to be a 3 or 4 storey building. From this assessment of alternative sites, Jura concluded that ultimately Tweedbank provided a stronger option. In the detailed business case the GVA (Gross Value Added) figure was only provided for Tweedbank. Jura Consultants had not been asked to provide GVA for any other sites, as the GVA figure was an additional piece of information calculated after Tweedbank had been selected by Council at its meeting on 29 May 2014.

- 5.4 In parallel with the work of Jura, officers considered sites that had either been identified by Members in the course of the debate at Council on 29 May 2014 or by officers themselves. The data used in the assessment was the most up to date available at the time. The Galashiels Interchange was considered but the building was not large enough to accommodate all of the Tapestry panels. To increase its capacity at the particular stage of development it had reached would have been financially prohibitive and would also have delayed completion of the building which was targeted at opening prior to the Borders Railway in September 2015. The Transport Interchange was also part-funded by European Union money to create 650 sqm of business space on the first and second floors, with the use of this business space tightly restricted to SMEs, to support business growth. To use the Interchange to house the Tapestry would have meant the

EU funding contribution being forfeited and this added to the financial implications for this site. Another site considered was the old College site in Melrose Road, Galashiels but this was deemed to be too large a site.

- 5.5 The Galashiels former Post Office site was also considered and more work was done on this site as officers recognised its potential viability. Issues identified included the fact that it is a listed building with a range of planning and financial implications flowing from this. Whilst a purchase may have been possible, CPO was the more likely outcome, with its resultant time delays and financial implications. In either voluntary purchase or CPO the existing Royal Mail operation would have required to be re-housed at the Council's expense. Parking was likely to be inadequate. When Officers carried out initial costings, which quickly reached an estimated cost of £8m and rising, these costs were considered prohibitive, so no further work was carried out. On the basis of cost alone, the site was ruled out. In many conversations and meetings with a range of external interested parties, officers had repeatedly asked for any potential alternative sites, either in public or private ownership, to be identified. No sites other than those identified in the work of Jura and officers have been identified to date.

Funding

- 5.6 In the business case Jura had stated that projects such as the Great Tapestry were generally funded by the private sector whereas the Tapestry project would be 100% publicly funded. The Council had not solely sought to develop a business model in comparison with other similar projects but to measure the viability of the project and what it could generate in terms of increasing tourism and visitors to the wider Borders, aligned to the ambitions set out in the Blueprint. There was the possibility of private sector involvement to enhance the project in future. However, in terms of finance, the purpose of the Tapestry project was to cover its costs and be financially self-supporting so that its primary purpose – to act as a gateway into the Borders – would be realised.
- 5.7 No approach was made to the Heritage Lottery Fund as it provides funds only for national historical works, and the Tapestry – while it is

of national significance – is new. The cycle and timing of allocation of funds by Big Lottery was not conducive to an application at the time. There remains an extant proposal for third party/private funding or donations to contribute to the fitting out of the Tapestry building, along with other enhancements. One other example where the Council had put in funding was for the renovations at Abbotsford House.

Project	SBC Contribution	Total Project Cost
Abbotsford	£1.5M	£11.6M
Jim Clark Museum	£0.62M	£1.38M
Tapestry	£3.3M	£5.8M

Note the figures for Abbotsford are final whilst the figures for the Jim Clark Museum and Tapestry are forecasts

The Great Tapestry facility and exhibition

- 5.8 At Tweedbank, the Council owns the site and will also own the building for the Tapestry. The building will be held on the Council's list of assets and will be leased to the new Trust, which should be formed by the end of 2016. The new Trust will be owners of the artwork and operators of the facility. While Tweedbank will be the permanent home of the Tapestry, this does not preclude the Tapestry from going on tour either at home or abroad in future years, with other exhibitions coming in to the building to replace it during this time. While the day to day operation of the Tapestry facility and exhibition is expected to be self-funding, this does not preclude the Trust from approaching the Council in future for further funding. The Council currently subsidises every other cultural service in the Borders e.g. museums and libraries, and the Tapestry would be no different to any other facility. It would be for Council to decide at the time of any future request for funding whether to grant this or not.

Consultation with Communities

- 5.9 Members confirmed that the Great Tapestry had been discussed at a number of Community Council meetings, with a variety of views expressed. Information on the Great Tapestry was included in the update on the Borders Railway and Associated Economic Activity at the Eildon Area Forum on 19 February 2015. The Leader had been very

clear about the proposals with the local Tweedbank community but that was the community which would be most affected by increased traffic, visitors, etc. As with other capital projects, this was a communication exercise rather than a consultation exercise by Officers, with Members taking in the views of the public in their own Wards. It would be very unusual to consult the public in a referendum-type vote for parts of the capital programme. Councillors are often required to make decisions which prove popular in one area of the Borders and less so in others, but Councillors need to take account of the benefit to the wider Borders. While it would have been inappropriate to have a formal consultation in this instance, the provision of further information to Councillors on an ongoing basis would have been helpful and would have enabled Councillors to better inform the public. This lack of information may have led to rumours and supposition to fill the resultant vacuum.

Section 6: KEY FINDINGS and RECOMMENDATIONS

Findings

- 6.1 It is clear that the Great Tapestry of Scotland is a unique project which has attracted much comment. Having reviewed all the information requested and put to them, Members of the Working Group have concluded that the details provided to Members in reports – based on the information that was available at the time - was sufficient to allow Members to make their decisions on the Great Tapestry of Scotland. As always, with hindsight, it is possible to identify areas which could have enhanced the information in the reports and these are included in the recommendations.
- 6.2 It has been extremely helpful for the Working Group to have had the opportunity to review the timeline for the Project in retrospect and the work that was being carried out by Officers and Consultants and bring this together into the one document. There are always lessons to be learned from any major project and the Working Group is therefore making six recommendations which will serve to enhance project work and communications in future.

Recommendation One

- 6.3 Where potential projects, such as the Great Tapestry, are at the stage of evolving from a conversation into a concept/idea, before proceeding to the project stage and into the capital plan, it would be helpful if all material conversations involving Officers and Members could be summarised and noted. This would aid transparency and help establish a more complete project record.

Recommendation Two

- 6.4 When officers are producing the first formal report to be considered by Members on a major project, they should include all appropriate information on the origin of all options which have been considered and any which have subsequently been dismissed. This is as much for a retrospective record as it is to inform the decision- making at the time.

Recommendation Three

- 6.5 Relevant analysis/research should be considered for inclusion as appendices in reports for projects like this or, if confidential, made available to Members privately for further scrutiny.

Recommendation Four

- 6.6 For any major project – to ensure good communications - regular informal briefings for all Members, along with the provision of electronic bulletins, would assist in keeping Members updated on progress and allow them to ask questions and also pass this information on to stakeholders, community groups, and members of the public.

Recommendation Five

- 6.7 Within the project management processes, the Council's reputational risk should be included as a matter of routine in the Risk Register and the risk and mitigations section of committee reports should always take reputational risk into account and provide a commentary on that issue.

Recommendation Six

- 6.8 When considering locations as part of a major project, criteria being used to assess them should be put in order of priority (starting with the highest) and/or weighted. Once a site has failed to meet one of the criteria, that site will normally no longer be assessed against the remaining criteria, and an explanation will be given to Members.

Consultation

- 6.9 In reaching its conclusions, the Working Group consulted with the Council's Corporate Management Team to ensure that in terms of project management, the recommendations it is making are practical and achievable.