

# SCOTTISH BORDERS COUNCIL SCRUTINY COMMITTEE

MINUTES of Meeting of the SCRUTINY  
COMMITTEE held in the COUNCIL  
CHAMBER, COUNCIL HEADQUARTERS,  
NEWTOWN ST BOSWELLS on Thursday,  
18th August, 2016 at 10.00 am

-----

Present:- Councillors G. Logan (Chairman), W. Archibald, K. Cockburn, B Herd,  
W. McAteer and A. J. Nicol.

Apologies:- Councillors I. Gillespie and J. Torrance

Also Present: Councillors G. Edgar and S. Mountford.  
Community Councillor G Harrison, Ettrick and Yarrow Community Council.

In Attendance:- Transformation and Services Director, Clerk to the Council, Democratic  
Services Officer (P. Bolson).

-----

## 1. MINUTE

- 1.1 There had been circulated copies of the Minute of 28 April 2016.

## DECISION

**NOTED for signature by the Chairman.**

- 1.2 With reference to paragraph 7.4 of the Minute of the meeting of 24 March 2016, Councillor Cockburn confirmed that he had discussed with Councillors Smith and Turnbull following their attendance at the Timber Transport annual conference and whether there were any subsequent recommendations which the Scrutiny Committee might consider. Councillor Cockburn advised that Councillors Smith and Turnbull, in their involvement with the voluntary partnership known as the Timber Transport Forum, had been looking into various issues related to the extraction of timber and movements of Timber Transport. This included damage to roads and road infrastructure, which had been the subject of the original discussion by the Scrutiny Committee. Local Authority road networks provided access to much of the forested timber resource and timber transport contributed to damage to roads and road infrastructure such as verges, ditches, drains and laybys; specifically, damage was caused by timber transport practices, truck and tyre types, unsuitable road types and materials, and stacked timber. The Timber Transport Forum had stated that it was "delivering solutions for a growing UK harvest", whilst also acknowledging that "developing the necessary infrastructure for timber transport in Great Britain is not easy". As the volume of timber produced each year from British forests was forecast to rise from the current 9 million cubic metres to 12 million cubic metres by 2020, there would be a resultant growing burden on the Council's road network and there were sections of the road network that were not suitable for heavy timber transportation. It was noted that the timber industry contributed both to the local economy and to providing local employment. At the same time, it was recognised that the Council could not sustain damage to the road network indefinitely and that solutions must be investigated to balance the benefits and problems being encountered. A number of solutions were discussed, one of which was the option to make a case for recovering damages from forestry companies under Section 96 of the Roads (Scotland) Act 1984. Further discussion followed and Members noted the similarities with wind turbine traffic issues and the way in which these were dealt with at the Planning Application stage. Members agreed that a review be carried out to consider the impact of third party use on the Local Authority's road network, eg by timber transportation and wind turbine transportation.

## DECISION

**AGREED that a Scrutiny Review be carried out to consider the impact of third party use on the Local Authority's road network, eg by timber transportation and wind turbine transportation.**

## **2. SCRUTINY REVIEWS**

- 2.1 With reference to paragraph 5 of the Minute of 28 April 2016, there had been circulated copies of the updated list of subjects which Scrutiny Committee had been asked to review and which included the source of the request, the stage the process had reached and the date, if identified, of the Scrutiny meeting at which the information would be presented. In addition, Members were also asked to consider further subjects for inclusion on this list for presentation at future meetings of the Committee. When deciding whether subjects would be reviewed by the Scrutiny Committee, Members required a clear indication from the initiator of the request as to which aspects of the subject they wished to be reviewed. This would enable the Committee to determine whether the subject was appropriate for consideration.
- 2.2 The Clerk to the Council explained the current status of the reviews listed and Members discussed a number of the items on the timetable. The Corporate Transformation and Services Director explained that a report was being prepared on artificial sports pitches for discussion by the Executive Committee and suggested that any decision on carrying out a Scrutiny review on the use of such pitches should be deferred until after that report had been considered. In terms of the request to review community consultation using the example of the siting of the Peebles 3G pitch, Mr Dickson explained that at the point the request was made Victoria Park had been the selected site. Matters had now moved on with the Executive Committee decisions in May and June to withdraw the planning application for Victoria Park and carry out further consultation prior to a further decision on how the 3G pitch could be progressed in Peebles. As discussion on the scope, timing and consultation process was ongoing in relation to the location of a 3G pitch in Peebles and, with a new public consultation exercise planned following best practice outlined in the Council's community engagement toolkit, Members agreed that the review would not now be appropriate. With regard to other subjects, it was agreed that presentations would be made to the Committee on: Review of Bridges Assets in October 2016; Drugs and Alcohol Strategy in November 2016; and Implications of the Community Empowerment Act on the Council early in 2017. It was further agreed that the Information Governance Board be requested to give a presentation to Scrutiny on Policies and Procedures for Protective Marking of documents and the Management of Information, particularly confidential matters. The Committee also noted that a private briefing would be arranged for Elected Members with an update on Home Schooling on a date in September/October still to be agreed.

## **DECISION**

**AGREED the list of subjects for review by Scrutiny Committee as amended and appended to this Minute at Appendix 1.**

## **3. GREAT TAPESTRY OF SCOTLAND: A REVIEW OF THE PROCESS IN RESPECT OF DECISION-MAKING**

- 3.1 The Chairman explained that the request for this review had been submitted by Ettrick and Yarrow Community Council and was pleased to welcome its Chairman, Mr Gordon Harrison, to the meeting. There had been circulated copies of the report by the Scrutiny Working Group on The Great Tapestry of Scotland: A Review of the Process in respect of decision making. Councillor Mountford chaired the Working Group and was in attendance to deliver the report. He began by explaining that the purpose of the Working Group was not to review the decisions about the Tapestry but to examine the decision-making process in respect of the Great Tapestry of Scotland Project and to ascertain if there were any lessons to be learned for future projects.
- 3.2 Councillor Mountford reported that the Working Group, having reviewed all the information requested, 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. Areas which could have enhanced the information in these reports were included in the Working Group's recommendations as detailed in Appendix 2 to the Minute. The Working Group had found it extremely useful to have been able to review both the timeline for the Great Tapestry of Scotland Project in retrospect alongside the work carried out by Officers and Consultants and bring this together into one document. In terms of lessons learned from this Project, the Working Group made six recommendations included in their report which it was hoped would serve to enhance transparency and communications in future.

- 3.3 Members then discussed the report in detail. Recommendation 1 noted that it would be helpful if, before a concept/idea proceeded to the project stage, that all material conversations between Members and Officers were summarised and noted whilst also acknowledging that some information might not be in the public domain. Members also considered that the Council should look at ways to engage with and improve public consultation, providing more information which it was hoped would help to avoid misinformation and misunderstandings in the early stages of future projects. Further discussion followed in relation to the Tapestry location being linked to the Borders Railway line.
- 3.4 The Chairman then invited Mr Harrison to speak. Mr Harrison explained that the Community Council had raised this matter on behalf of the people in the Ettrick and Yarrow area and represented their views and concerns about the process and subsequent decisions in relation to the Great Tapestry of Scotland. He then circulated a note which listed the sections of the Working Group's report where the Community Council were requesting further clarification. With regard to when a detailed Business Case had been requested by Council, the Transformation and Services Director explained that an outline business case had been presented to Council on 29 May 2014 and Council had then given authority for a more detailed business case to be prepared to allow Members to make a decision regarding a location for the Tapestry. Mr Harrison then referred to the appropriateness of SBC entering into a legal agreement with the Great Tapestry of Scotland Trust to house the Tapestry at Tweedbank prior to confirmed Scottish Government funding being in place. Mr Dickson explained that only the authority to enter into a legal agreement was given at that time and advised that no legal agreement was yet in place. It was also explained that, in order to secure third party funding, it was necessary to ascertain the definitive view of Scottish Borders Council in advance of such funding being awarded. In response to a question about the capital funding for the Project, Mr Dickson advised that it was quite typical for budget to be committed for this type of capital project but not spent immediately. This would then allow application for Government funding to be sought. Mr Harrison requested clarity in relation to the lack of information sought from Jura Consultants on Gross Value Added figures for sites other than Tweedbank and was advised that these had not been produced as the Council had already decided on the Tweedbank site by then, but a range of data, including the economic development rationale, had been provided for Members' consideration. Councillor Mountford reiterated that an appeal had been made by SBC to the public and other external parties for suggestions for alternative sites but no potential locations other than those identified in the work of Jura consultants and Council officers had come forward.
- 3.5 Mr Harrison suggested that Recommendation 2 of the Working Group's report implied that the decision to concentrate on Tweedbank as the location for the Tapestry was made without sufficient and appropriate information being available to Members. In response, Councillor Mountford advised that this recommendation referred to lessons learned for future projects. Following a question from Mr Harrison in respect of the decision made by Council to site the Tapestry at Tweedbank, the Clerk to the Council reiterated the role of Scrutiny and the Terms of Reference of the Working Group.

- 3.6 A number of amendments to the report of the Working Group had been agreed and these would be included in the final version which would be presented to the Executive Committee on 30 August 2016.

|                         |   |
|-------------------------|---|
| Paragraph 4.7 line 6    | - change "non-competitive action" to "single tender action".              |
| Paragraph 5.3           | - add "by Council at its meeting on 29 May 2014." at the end of the text. |
| Paragraph 4.4 line 14   | - change "ancillary" to "additional".                                     |
| Paragraph 5.5 line 13   | - amend text to read " range of external interested parties".             |
| Recommendation 2 line 2 | - remove "sufficient" and replace with "all".                             |
| Recommendation 6        | - add at the end of the text "and an explanation given to Members."       |

- 3.7 The Chairman expressed the Committee's appreciation to the Working Group for their time and comprehensive report and also thanked Mr Harrison for his attendance and contribution. Councillor Mountford extended his thanks to the members of the Working Group and the information and support provided by Officers to the Working Group.

#### **DECISION**

**AGREED that the amended report by the Great Tapestry of Scotland Working Group, including its 6 recommendations - as appended at Appendix 2 to this Minute - be presented to the Executive Committee at its next meeting on 6 September 2016.**

#### **4. COMMISSIONING ARRANGEMENTS WITH THE VOLUNTARY AND THIRD SECTOR**

- 4.1 Councillor Cockburn sought advice on whether he should declare an interest in the following item of business in terms of Section 5 of the Councillors' Code of Conduct. Following discussion, Councillor Cockburn decided that he would not declare such interest at this time.
- 4.2 With reference to paragraph 5 of the Minute of 28 April 2016, there had been circulated copies of a Briefing Note by the Procurement and Payment Services Manager on the Council's Commissioning Arrangements with the Voluntary and Third Sector. The Procurement and Payment Services Manager, Ms Dickson and the Contracting Manager Social Work, Mr Livingston were in attendance to present the briefing note and provide additional information as required. Ms Dickson advised that Scottish Borders Council had a long standing commitment to support the voluntary and Third Sectors (referred to as Third Sector) with approximately 23% of the overall procurement spend being on Social Care services that were commissioned by the Council and delivered by the Third Sector. The briefing explained that 'Ready for Business', an LLP funded by the Scottish Government, had published an independent report in July 2014 entitled "Purchasing from the Third Sector in Scotland". This report explored the level and pattern of procurement with Third Sector suppliers during 2012/13 and provided an analysis of public procurement spending across all Scottish Local Authorities. Data from that publication had been used in the briefing note and the data showed that, while there was a similar proportion of Third Sector suppliers to the study average, Scottish Borders Council spent a significantly higher proportion (23%) of its overall external third party spend with those suppliers than the 18% average across all local authority. Figures also demonstrated that Scottish Borders spent over 50% (£13.25m) with local suppliers. The briefing note provided further statistics in relation to the value of Third Sector contracts and it was noted that during 2014/15, Brothers of Charity (Scotland), Eildon Housing Association, Streets Ahead Borders, Ark Housing Association, Community Integrated Care and the Richmond Fellowship each delivered services in excess of £1m annually.
- 4.3 Discussion followed and Ms Dickson advised that Third Sector suppliers such as Brothers of Charity had developed and diversified the services they provided within the area of learning disability and were now looking at options in areas such as home care. Members asked how increasing budgetary pressures affected contracts with the Third Sector and Ms Dickson confirmed that efficiencies were considered and built into contract values. Ms

Dickson also explained that it was not always possible to procure all required services from locally based suppliers and noted that the differential between private and public provision continued to decrease. Further examples of Third Sector engagement were detailed. Live Borders was an Integrated Trust that provided culture, sport and leisure services across the Scottish Borders on behalf of the Council and a contract spanning 20 years had recently been awarded at a value of circa £121m. The Borders Green Team was a social enterprise which provided employment and training for adults with learning disabilities in the Scottish Borders and the value of this contract during 2014/15 was £128k. Further details relating to the Green Team and supported businesses in general would be provided to the Committee in due course. In addition, as services were developed for Health and Social Care, consideration would be given to Third Sector provision in these areas. The Chairman thanked Ms Dickson and Mr Livingston for their attendance.

- 4.4 The Clerk to the Council explained that this review was in response to a request by Greenlaw and Hume Community Council and advised that following the publication of the Agenda for today's meeting, the Community Council's Chairman, Mr McCann had intimated that the Briefing did not fully cover all aspects of the original request. Ms Wilkinson advised Members that the original request had called for the Committee to look at outsourcing success stories elsewhere in Scotland, in particular where a service had been outsourced to the Third Sector. The Scrutiny Committee had agreed at its meeting on 24 March 2016 that, in the first instance it would receive a report on the Commissioning arrangements the Council currently had with the voluntary and third sector and Members would then make a decision on whether they considered a full review was appropriate. Members discussed the matter and agreed that a link to the report referred to in paragraph 4.2 of this Minute entitled "Purchasing from the Third Sector in Scotland" would be forwarded to Mr McCann for information and, given the level of outsourcing the Council currently had with the Third Sector, not to pursue the full review at this time.

#### **DECISION**

(a) **NOTED the presentation.**

(b) **AGREED that:**

- (i) **a link to the report "Purchasing from the Third Sector in Scotland" would be forwarded to Greenlaw and Hume Community Council for their information and advise them that the Committee was not inclined to pursue a full review of outsourcing success stories elsewhere in Scotland at the moment, given the current level of Council outsourcing to the Third Sector; and**
- (ii) **further information relating to the Green Team and supported businesses in general be presented at a future meeting of the Scrutiny Committee.**

#### **5. DATE OF NEXT MEETING**

The next meeting of the Scrutiny Committee would take place on Thursday, 22 September 2016.

#### **DECISION**

**NOTED.**

***The meeting concluded at 11.55 am***

## Appendix 1

### Scrutiny Committee – Review Subjects 2015/16

#### Timetabled for Scrutiny Meetings

| Source              | Issue/Description   | Stage   | Scrutiny Committee meeting date |
|---------------------|---|---|---------------------------------|
| Councillor Cockburn | Asymmetric Week   | Presentation by Donna Manson, Service Director Children & Young People.             | 22 September 2016               |
| Councillor Nicol    | Recycling Centres. Update on the remarketing of goods for recycling at the Centre, including how other Local Authorities had approached this.   | Presentation by Jenni Craig, Service Director Neighbourhood Services.               | 22 September 2016               |
| Councillor Nicol    | Review of Bridges Assets. The review should include the condition of bridges on the register and the processes for inspection and maintenance.  | Presentation by Service Director Assets and Infrastructure                          | 27 October 2016                 |
| Councillor Torrance | Social Work Duty Hub  | Graeme Dobson, Project Manager.<br>Les Grant, Customer Services Manager             | 24 November 2016                |
| Scrutiny Committee  | Drugs and Alcohol Strategy.   | Elaine Torrance<br>Tim Patterson, Joint Director of Public Health.<br>Fiona Doig    | 24 November 2016                |
| Lib Dem Group       | Implications of the Community Empowerment Act on the Council – <i>"there may be multiple implications of the Community Empowerment Act e.g. disposal of assets either SBC or Common Good, the transfer of local services to community groups who wish to take them on, future provision of allotments etc."</i> | Presentation from Shona Smith, Communities & Partnership Manager and Douglas Scott, | January/February 2017           |

| Source | Issue/Description | Stage   | Scrutiny Committee meeting date |
|--------|-------------------|---|---------------------------------|
|        |                   | Senior Policy Advisor on Communities and Partnership Manager. |                                 |

### Review Subjects to be considered/awaiting further information

| Source  | Issue/Description   | Stage   |  |
|---|---|---|--|
| Councillor Gillespie                                | Home Schooling. To consider the requirement for a change in the law to ensure health assessments for home schooled children are carried out. Also to investigate parents undertaking an examination to ensure that they were adequate educators for primary and secondary school education.   | Donna Manson, Service Director Children & Young People will provide private update. | Private Briefing for Members in September/October 2016           |
| Scrutiny/Councillor McAteer                         | Policies and Procedures for Competitive Marketing and the Management of Information   | Information Governance Board to make presentation.                                  | To be agreed.  |
| Scrutiny  | The impact of third party use on the Local Authority's road network, eg by timber transportation and wind turbine transportation  |   | To be agreed.  |
| Councillor Archibald                                | Artificial sports pitches. Briefing paper to be brought forward on existing artificial pitches in the Scottish Borders, to include information on the use, costs, benefits and issues of these facilities.  | Presentation from Rob Dickson, Corporate Transformation and Services Director.      | Deferred until after report considered by Executive Committee    |
| Royal Burgh of Peebles & District Community Council | This issue relates to how (and under what circumstances) community consultation is designed, planned and managed, and how the processes by which Council canvasses the views of local communities can be facilitated and improved upon.<br>In particular, use the example of the process that led to the decision by the Council's Executive Committee to agree that Victoria Park, Peebles is the preferred location for a 3G pitch. | Presentation from Rob Dickson, Corporate Transformation & Services Director.        | Removed. (Paragraph 2.2 of the Minute of 18 August 2016 refers.) |

## Reviews Completed 2015/16

| Source                               | Issue/Description   | Stage  | Scrutiny Committee meeting date. |
|--------------------------------------|---|--|----------------------------------|
| Ettrick and Yarrow Community Council | Great Tapestry of Scotland Working Group – Report   | Report by Scrutiny Working Group, presented by Councillor Mountford.     | 18 August 2016. Completed.       |
| Greenlaw and Hume CC                 | To consider outsourcing success stories from this Council and elsewhere in Scotland, in particular where the service has been outsourced to a third sector organisation.  | Presentation by Kathryn Dickson, Procurement & Payment Services Manager. | 18 August 2016. Completed.       |
| Councillor Torrance                  | School Transport and Escorts  | Presentation by Service Director Children and Young People.              | 28 April 2016. Completed.        |
| Scrutiny Committee                   | Following the review on road repairs maintenance, presented to the January meeting of Scrutiny Committee. There was a further report to the March meeting on the implications on the capital and revenue budgets of the trunk status on the A72 and A7. Scrutiny Committee requested a further report identifying the revenue and capital costs of works to individual roads in the roads infrastructure. | Report from Asset Manager  | 28 April 2016 Completed.         |
| Councillor Logan                     | Support for Highly Able Learners in Schools.  | Presentation by Service Director Children & Young People.                | 28 April 2016 Completed.         |
| Scrutiny Committee                   | Financing arrangements for the Transport Interchange in Galashiels - to include subsidy arrangements and departure charges.   | None.  | 24 March 2016 Completed          |
| Councillor Archibald                 | Equalities Legislation. Consideration on the Council's up to date grant application form and information on how the legislation is applied to local   | None.  | 24 March 2016 Completed          |



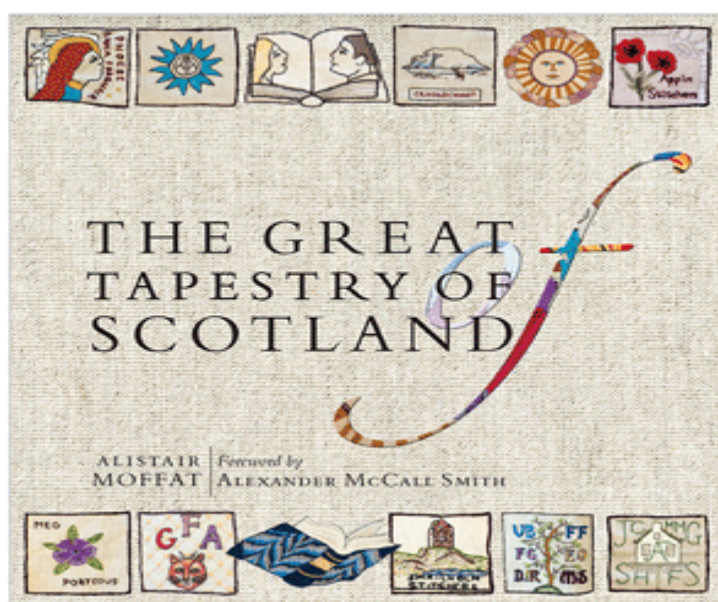
| Source  | Issue/Description   | Stage  | Scrutiny Committee meeting date. |
|---|---|--|----------------------------------|
|   | festivals, in particular where the Council awards grants.   |  |                                  |
| Councillor Bhatia   | Protection of Private Water Supplies – <i>"in relation to Planning e.g. when a planning application is granted which requires an additional private supply or taking water from an existing private supply, how do existing householders ensure that their supply is protected? This may be purely a civil matter or the Council may have a role. This is further exacerbated with large forestry/windfarm applications."</i> | Recommendation to be considered by Executive Committee on 22 March 2016.   | 18 February 2016 Completed.      |
| Ettrick and Yarrow Community Council<br>Allocation of budgets for road maintenance and repairs. | To review extent to which the SBC budget for road repairs and maintenance is sufficient to meet need and the not unreasonable expectation that roads will be maintained in a safe condition. Within this context, to particularly examine how the allocation of budget for rural roads is arrived and whether more should be allocated.   | Recommendation considered by Executive Committee on 8 March 2016 – accepted.   | 28 January 2016 Completed.       |
| Graeme Donald   | Religious Observance Policy }<br>}These were presented together at the<br>} same meeting.   | None – briefing session  | 29 October 2015 Completed        |
| Scrutiny Committee  | Faith Schools }   | None – briefing session  | 29 October 2015 Completed        |
| Councillor Turnbull   | Fees for taxi licensing – the amount paid to outside bodies in administering taxi licensing and how the fees for a licence in the Borders compare with those of neighbouring authorities.   | Information emailed to Cllr Turnbull from Licensing Team Leader on 5/10/15. Cllr Turnbull does not wish to pursue further. | 14 October 2015 Completed.       |
| Scrutiny Committee  | Attainment levels in Schools in Deprived Areas  | None – briefing session  | 24 September 2015 Completed      |
| Scrutiny Committee  | Mainstream Schools and Children with Complex Additional Support Needs   | None – briefing session  | 24 September 2015 Completed      |

## Reviews Completed 2014/15

| Source             | Issue/Description   | Stage  | Scrutiny Committee Meeting Date |
|--------------------|---|--|---------------------------------|
| Scrutiny Committee | Funding available to Community Councils   | Presentation from Ms Malster   | 11 June 2015 Completed.         |
| Scrutiny Committee | Presentations on Planning Enforcement and the Building Inspection Regime                                | Presentation from Alan Gueldner, Lead Officer Enforcement and Mr James Whiteford, Lead Building Standards Surveyor   | 11 June 2015 Completed.         |
| Scrutiny Committee | Procurement Control of contractors policy/repairs & maintenance framework agreement procurement project | Presentation by Kathryn Dickson, Procurement and Payment Services Manager; Graham Cresswell, Health and Safety Manager; Ray Cherry, Senior Architect; Stuart Mawson, Property Manager. | 28 May 2015 Completed.          |
| Scrutiny Committee | Use of Small Schemes and Quality of Life Funding by Area Fora   | Report by Jenni Craig, Service Director Neighbourhood Services.  | 26 March 2015 Completed.        |



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



## **CONTENT**

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

| <b>Project</b>   | <b>SBC Contribution</b> | <b>Total Project Cost</b> |
|------------------|-------------------------|---------------------------|
| 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.