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## **THE GREAT TAPESTRY OF SCOTLAND – PERMANENT LOCATION AT TWEEDBANK**

**Report by Corporate Transformation & Services Director**

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**Scottish Borders Council**

**18 December 2014**

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### **1 PURPOSE AND SUMMARY**

- 1.1 **The purpose of this report is to inform Members of the outputs following the feasibility design proposals and detailed business case for the Great Tapestry of Scotland that was requested by Council in May 2014. The report seeks approval of the proposed permanent location for the Tapestry in the Scottish Borders at Tweedbank.**
- 1.2 The report highlights the ambitions contained in the 'Borders Railway, Maximising the Impact: a Blueprint for the future' that was recently announced by the First Minister. It confirms the important role that the development of a permanent home for the Tapestry in the Scottish Borders can play in achieving the ambitions set out in that document.
- 1.3 The report indicates that this is 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 will provide a potential hub for local and international events. A location at Tweedbank has 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.
- 1.4 An initial design for a new building has been completed by Page Park Architects. This work has provided a good basis for initial costs. The detailed business case prepared by Jura Consultants (including costs from the Page Park work) has confirmed that the project can be financially viable based on the visitor projections and anticipated operating costs.

### **2 RECOMMENDATIONS**

- 2.1 **It is recommended that Council:**
  - a) **Note the new 'Borders Railway, Maximising the Impact: a Blueprint for the future', the initial design completed by Page Park Architects and the detailed business case completed by Jura Consultants.**
  - b) **Agrees 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.**

- c) Agrees to support the construction of a new building on land owned by Scottish Borders Council at Tweedbank, that will provide the permanent home for the Great Tapestry of Scotland.**
- d) Agrees to allocate up to £3.5M in the Council's Capital Programme, phased over 2015/16 and 2016/17, to support the construction of the building, and notes the £2.5M intended investment from Scottish Government.**
- e) Agrees that the building should be developed and owned by Scottish Borders Council and not it is then likely to be leased, on appropriate terms, to a new Trust which would be responsible for operating the Tapestry attraction.**
- f) Instructs the Chief Executive to proceed with the development of the project, requests that progress is reported through the normal capital monitoring process and that any necessary decisions are taken by Executive in relation to a lease for the building.**

### **3 INTRODUCTION**

- 3.1 The Great Tapestry of Scotland (the Tapestry) is a unique community arts project to stitch the entire story of Scotland from pre-history to modern times. The Tapestry was the brainchild of renowned writer, Alexander McCall Smith, historian Alistair Moffat, and artist Andrew Crummy. They formed a team to mastermind the production of the world's longest tapestry through one of the biggest community arts projects ever to take place in Scotland. The aim was to create a series of over one hundred and fifty panels that tells the key stories in Scotland's history. Produced by over 1000 volunteers, each panel focuses on a specific historical chapter and interwoven through each are tales of the time.
- 3.2 The Tapestry design now consists of 160 panels, each measuring either 100 × 100 cm or 100 × 50 cm. The successful creation of the Tapestry has created a legacy project that tells Scotland's history.
- 3.3 The first exhibition of The Great Tapestry of Scotland took place at the Scottish Parliament in Edinburgh through September 2013. All 143 meters of the tapestry were on display, in series, for the first time and more than 50,000 people viewed the artwork during a 3 week period. The Tapestry has been on temporary display at various locations around Scotland and is continuing to attract large numbers of visitors.
- 3.4 This report sets out the progress that has been made in considering the detailed business case for the Great Tapestry project, as requested by Council at its meeting in May 2014.

### **4 BORDERS RAILWAY BLUEPRINT**

- 4.1 Scottish Borders Council, Midlothian Council and City of Edinburgh Council have worked alongside the Scottish Government, Scottish Enterprise, Transport Scotland and VisitScotland to agree a range of initiatives that will maximise the economic impact from the Borders Railway. The First Minister launched 'Borders Railway Maximising the Impact: A Blueprint for the Future' on 17 November at Abbotsford House.
- 4.2 The 'Blueprint' sets out the partner's ambitions for delivery of a range of projects and initiatives that recognise the national significance of the opening of the Borders Railway and that help to realise the economic opportunities that it can bring to Edinburgh, Midlothian and the Scottish Borders. It commits the partners to "continue working together towards realising our ambition and delivering what is expected of us – great places for working, investing, living, learning & visiting".
- 4.3 The Blueprint is framed around four themes: 'Great Locations for Working and Investing; Great Communities for Living and Learning; Great Destinations to Visit; and 'The Stages of our Journey. One of the key projects identified in the Great Destinations to Visit theme is the ambition to deliver a fitting home for the Great Tapestry of Scotland.

### **5 BACKGROUND INFORMATION**

- 5.1 The Trustees of the registered charity who own and manage the Tapestry are now considering a permanent location for the Tapestry. Officers of the Council have been in discussion with the Trustees to consider the possibility of permanently locating the Tapestry in the Scottish Borders.
- 5.2 Looking forward, it is likely that the Tapestry will be a major tourist and visitor attraction, and in time it is also likely that the Tapestry will become a treasured historical Scottish artefact. This means that wherever it finds a permanent home, it will continue to receive many visitors annually.

- 5.3 Given the history of textiles in the Borders, the close proximity to Abbotsford House, and also to Bowhill, and the reintroduction of the Borders Railway in 2015, there is a real possibility of the Council securing the Tapestry on a permanent basis at a location in the Scottish Borders. This is an outstanding opportunity for the Scottish Borders to further enhance its tourist offer and secure a potentially world class attraction.
- 5.4 Through consultation with the Trustees, they are very clear about how they want the Tapestry displayed and that it should be a visitor attraction in its own right, in a location very close to a significant public transport link. They also feel that a purpose built home with a “visually striking, conceptually rich” concept design in which to house and exhibit the Tapestry would be the most fitting solution.

## **6 DETAILED BUSINESS CASE**

- 6.1 The Council commissioned Jura Consultants to complete a detailed business case. The study considers the potential of the Scottish Borders as a permanent home for the Tapestry, with a particular emphasis on the village of Tweedbank, given its central location and the new railway station there. The consultants also considered the potential for other locations including Selkirk, Hawick, Melrose and Galashiels.
- 6.2 The business case included the following key requirements
- a) Demonstrate the operational viability and sustainability of the attraction in the long term.
  - b) Recommend the most suitable business model for the visitor attraction.
  - c) Identify realistic external funding opportunities to support delivery of the project.
  - d) Demonstrate the likely positive impact of the attraction on the economy.
  - e) Consider the implications of a range of organisational vehicles for the delivery and operation of the project.
  - f) Assess the implications of a visitor admission charge.
- 6.3 The detailed business case for the creation of a Great Tapestry of Scotland Visitor Centre has been developed for a site, adjacent to the new Tweedbank railway station.
- 6.4 The report considers the implications of sites in this area and the concept building design prepared by Page \ Park Architects. In assessing the potential location of the Tapestry, it is considered that the majority of visitors will arrive by car or by train. The creation of a new railway line serving the Scottish Borders, terminating at Tweedbank, is a significant opportunity for the visitor centre. The potential addition of a bus service, or re-routing of existing services, will facilitate easier access to surrounding towns from the railway and should increase tourism opportunities.
- 6.5 The steady state visitor projection presented in the detailed business case suggests the following visitor number targets for the first four years of operation, a steady state of circa 47,000 is forecast from year three:  
Year 1 – 55,000    Year 2 – 50,000    Year 3 – 47,000    Year 4 – 47,000
- 6.6 This trend is consistent with the opening or refurbishment of many significant museums and galleries. The peak is generated through pre-launch publicity and launch events and programmes. The steady state

projection of 47,000 is the medium term target for business planning purposes.

6.7 In order for the attraction to be financially viable, there is a strong case made for charging admission to view the Tapestry. The headline price for adult admission is projected at £10 inclusive of VAT. However, the pricing structure assumes a range of discounts for a number of visitor groups including families. The average income per ticket sold is forecast to be £6. This charging scheme has been benchmarked against other similar attractions in the Scottish Borders and across the UK.

6.8 Based on these visitor projections and the pricing structure outlined above, the attraction is forecast to achieve a surplus of approximately £80,000 in its first year of operation. With the predicted levelling off in visitor numbers in later years, this translates to a £22,000 surplus in Year 3. These figures demonstrate the viability of the attraction as long as visitor numbers can be achieved and operating costs are carefully controlled. Additional sensitivity analysis also demonstrates that a reduced level of income could be tolerated as long as management measures were taken to reduce operating costs.

It should also be noted that the report describes the likely national marketing campaign to be launched by Visit Scotland in respect of the railway. The report also notes the national marketing campaign to be launched by the new franchise operator, Abellio. This likely to be sustained over several years and will be very high profile. This should add further to the visitor numbers.

6.9 Key conclusions of the report are as follows

- a) The large scale of the Tapestry itself makes it difficult to envisage it as an element of another attraction. If it was to be incorporated as part of an existing attraction, it would be difficult to maximise the financial and economic return because the achievable increase in both visitor numbers and associated admission would be constrained.
- b) The construction of a building at a site adjacent to the railway station at Tweedbank would, in contrast, provide the opportunity to create a destination and provide direct links to other local attractions, for example Abbotsford House and Melrose Abbey.
- c) The performance of other visitor attractions in the Scottish Borders demonstrates that there are a number of popular historical attractions already existing in the Scottish Borders. The subject and nature of the Tapestry means it is potentially well-placed in terms of being an additional complementary attraction as part of this heritage based tourism offer.
- d) Regular refreshment of the visitor experience could be achieved by smaller scale supplementary exhibitions, updated on a frequent basis. This accords with the concept of the Trustees for the attraction. It is considered that this refreshment is of paramount importance in ensuring the Tapestry is able to meet and sustain the medium level projected visitor penetration rate, and potentially achieve the high estimate of visitor numbers detailed in the visitor penetration rate analysis.
- e) The Tapestry holds significant opportunities for informal and formal learning due to the range of narratives and themes associated with

the Tapestry and the wider project.

- f) The importance of the refreshment of both central and complementary exhibitions is borne out by the experiences of the comparator attractions: those with largely static exhibitions, such as the Quaker Tapestry Exhibition, have seen a decline in visitor numbers.
- g) Key findings from the report present two scenarios: paid admission and free admission. Free admission generates higher visitor numbers but a significant annual operating deficit. This is unlikely to be attractive to Scottish Borders Council, or any potential operator, and as such it is recommended that a paid admission model is preferable and sustainable.
- h) The rich history offered across the Tapestry provides a range of opportunities for events and activities to link to particular historic dates or events. This could provide an additional revenue stream.

## **7 DESIGN FEASIBILITY STUDY**

- 7.1 Following the initial discussions and review of suitable locations within the Scottish Borders with close transportation links, strong consideration has been given to Tweedbank as the future home of the Great Tapestry of Scotland. Sites close to the new railway station and in the ownership of the Council have been considered.
- 7.2 Page Park Architects were commissioned by Scottish Borders Council to prepare concept designs for a new museum building to house the 'Great Tapestry of Scotland' at Tweedbank. The Borders Railway will terminate at a new station and parking facility at Tweedbank and it is considered that the opportunity exists to create a significant new tourist attraction utilising this new transport hub.
- 7.3 This design feasibility study had a number of objectives:
  - a) to identify the best site for the location of the Tapestry.
  - b) to prepare a response to the brief that meets the objectives of the care and display of the Tapestry.
  - c) to develop a concept illustration of a building that reflected the project's values.
  - d) to conceive a plan that is capable of potential reuse for other functions.
- 7.4 Page Park Architects undertook an analysis of a number of sites around the Tweedbank Railway station. In addition, the master planning team at Page Park has also been commissioned to undertake an assessment of the potential to develop a Central Borders Business Park at Tweedbank. These two design elements have been considered in parallel to identify the most mutually beneficial proposal for the area.
- 7.5 Scottish Borders Council has recently acquired the land to the east of the proposed railway station and station car park which is seen as potential development land. A number of options for the building orientation and setting on this land have been considered. However, through further appraisal of this land it was highlighted that the proposal for a longer term extension of the railway line to Carlisle would limit vehicular access across the railway. As a result, there was a risk that the proposed building may be perceived as being less accessible in the longer term.
- 7.6 Alternative locations and configuration were investigated with consideration given to locate the building to the southern boundaries of

Tweedbank Industrial Estate. Two options were considered suggesting either a building to the frontage onto the main A6091 or a building in a prominent position onto the Melrose Roundabout. Both these sites suffer from the potential disassociation from the railway station. Whilst they may provide more roadside visibility they suffer from this lack of connection to the new railway station and car park.

- 7.7 To address the above site constraints and maintain close connection to the railway, Page Park Architects have explored a further variation potentially exploiting the south western corner of the roundabout opposite Eildon Mill.
- 7.8 The new roundabout access into Tweedbank station will make this site a prominent one in relation to walking from the station. Whilst this site is currently planted with the trees covered by a Tree Preservation Order, it has the advantage of facing the approach from the Melrose roundabout, is visible from the station, can have parking associated with it in the landscape and leaves the Eildon Mill site available to benefit from any early redevelopment. The proposed site is set in a small woodland and greenspace area providing opportunities to develop activities and programmes that make use of both indoor and outdoor space, linking the wider community whilst also providing what could be an attractive area for the café to use.
- 7.9 To allow enough room to accommodate the Great Tapestry of Scotland exhibition, supplementary exhibition space, conservation area, workshops areas and café/ entertainment areas, it is anticipated that a building of approximately 1175 m<sup>2</sup> would be required. The brief has been developed from the outline business case by Jura Consultants.
- 7.10 The building is envisaged over two levels with the main and additional display on the first floor, and below it the reception, support, temporary gallery and café. This two storey design creates a relatively compact building form.
- 7.11 The layout of the ground floor is dictated by the arrangement for the collection on the upper level. The elliptical form extends down to the ground floor as a wrap to an orthogonal core of accommodation which comprises:
- a central temporary gallery, event and education space
  - tapestry storage space and workshop
  - ancillary support spaces including the kitchen and toilet spaces.
- 7.12 The main room housing the collection is accessed by a sweeping stair up from reception and a lift. The two means of access arrive at a window looking out over the station and to views beyond, turning into an introduction space and central reception area around which the collection is arranged.
- 7.13 The building has been designed with future flexibility in mind. This allows for a seamless refresh of the attraction or the ability to create an events space for both local and national or international events as an additional revenue stream.

## **8 IMPLICATIONS**

### **8.1 Financial**

- (a) The financial appraisal provided in the outline business plan has been revised and updated to take into account the scale of the proposed building, a greater level of detail has been provided on the staffing structure for the organisation and an outline

economic impact appraisal has been undertaken to assess the likely economic benefit of the project.

- (b) The assumptions used to derive the financial business case are set out in the full business case along with a risk commentary. A sensitivity analysis has been developed to provide comfort with regard to the revenue and capital budgetary implications of the recommended scope of the project.
- (c) The development of a facility to house the Tapestry will be a significant undertaking for the Council. The total capital cost for delivery of the GTS building is currently forecast at up to £6 million.
- (d) The construction cost is based on an area of 1,175 m<sup>2</sup>. The preliminaries are subject to review in response to the market, while the fees include project, cost and design fees and specialist exhibition advice. The construction costs of the proposed building are therefore estimated to be £4.6M. Not included in the £4.6M are costs associated with site preparation / conditions, inflation, utilities, roads and footpath redesign / connections and project management costs.
- (e) Consideration has been given to the funding for the Tapestry building. Scottish Government has intimated that it would provide £2.5M towards the cost of the construction. Other potential third party sources, such as Lottery Funds have also been considered. However, it is as yet uncertain whether significant contributions towards the construction costs could be timeously secured from other sources.
- (f) As well as considering the priorities in the Capital Programme, the need to meet the ongoing revenue cost of the capital borrowing should also be recognised. Initially this will amount to annual loan charges of £275,000 per annum assuming a 30 year loan term over which interest and principal will be repaid. The project will require to be prioritised within the Council's 10 Year Capital Programme when this is next approved in February 2015.
- (g) A Trust is to be established to own the Tapestry and to operate the attraction. It is recommended that the Council retains ownership of the proposed building in order to maintain control over this key asset, and to protect the Council's capital investment. The Council would then lease the building to the Trust on appropriate terms. The business case assumes running costs for the attraction will be met from visitor income with no further public subsidy beyond the loan charges outlined above.

## 8.2 Risk and Mitigations

An outline risk and mitigation assessment is provided within the full business case. The risks identified cover a range of project specific delivery issues from design delivery to the financial implications. The following key risks and potential mitigating actions are noted:

- (a) Bid for the Tapestry from another geographic location may delay the programme. The GTS Trustees have indicated that Scottish Borders is their preferred location for the Tapestry.
- (b) The design may need to evolve to include other non-Tapestry facilities. This may introduce a design and cost risk which will need to be managed. This risk is mitigated by putting in place effective project management for the design and construction of the building.



- (c) Objections raised via the planning process may fundamentally alter the concept for the project.
- (d) Unforeseen site issues could increase cost or affect design development. This risk is mitigated by putting in place effective project management for the design and construction of the building, and ensuring that detailed site investigations are in place as part of that process.
- (e) Visitor numbers, and critically visitor admission income, may be lower than forecast. This risk would be mitigated by ensuring that a strong marketing plan is in place and that income potential is maximised.
- (f) Spend per visitor on retail and catering may be lower than forecast. This risk would be mitigated by ensuring that the attraction is managed on a commercial basis, with effective management of the attraction ensuring that income potential is maximised and that operating costs are reduced.
- (g) Building operating costs could be greater than forecast. This risk would be mitigated by ensuring that the attraction is well managed and that operating costs are closely controlled.
- (h) The proposal relating to the site on the western side of the roundabout would involve the removal of trees covered by a Tree Preservation Order. There is a risk that this designation may mean that the site cannot accommodate the proposed building. This risk is mitigated by the availability of alternative sites equally close to Tweedbank Station.

### 8.3 **Equalities**

The initial building design has been informed by good practice in terms of accessibility and ensuring a good visitor experience for all users, whatever their physical requirements. A full equalities impact assessment will be undertaken as part of the detailed design phase for the building.

### 8.4 **Acting Sustainably**

Any project that requires a new building offers a range of opportunities for more sustainable action. Further design development will establish sustainable design elements for the project in terms of energy efficiency and use of resources. The project would also support the sustainability of the local economy, attracting additional new visitors to the Scottish Borders and encouraging visitors to stay longer in the area. The loss of trees covered by a Tree Preservation Order would have a potential negative impact on the environment.

### 8.5 **Carbon Management**

There will be carbon management implications from this project in terms of building construction and its ongoing operation. The building will be designed to high energy efficiency standards to minimise its carbon emissions and its running costs. Further design development will address carbon management issues. Attracting additional visitors to the Scottish Borders will have an impact on travel related carbon emissions. These will be mitigated to some extent by a proportion of visitors using the Borders Railway and other public transport. Removing an area of protected trees is a negative consideration.

### 8.6 **Changes to Scheme of Administration or Scheme of Delegation**

No changes are required to the Scheme of Administration as a

consequence of this report.

## 9 CONSULTATION

The Chief Financial Officer, the Monitoring Officer, the Chief Legal Officer, the Service Director Strategy and Policy, the Chief Officer Audit and Risk, the Chief Officer HR, the Service Director Capital Projects and the Clerk to the Council have been consulted and their comments have been incorporated in this report.

### Approved by

**Rob Dickson**

**Corporate Transformation & Services Director**

**Signature.....**

### Author(s)

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### Background Papers:

Jura Consultants Detailed Business Case

Page/Park Feasibility Study

**Previous Minute Reference:** Scottish Borders Council, 29 May 2014

**Note** – You can get this document on tape, in Braille, large print and various computer formats by contacting the address below. Rob Dickson can also give information on other language translations as well as providing additional copies.

Contact: Rob Dickson, Council Headquarters, Newtown St Boswells, Melrose, TD6 0SA, Tel: 01835 825155 email [eitranslationrequest@scotborders.gov.uk](mailto:eitranslationrequest@scotborders.gov.uk).

## **SCOTTISH BORDERS COUNCIL**

MINUTE of MEETING of the SCOTTISH BORDERS COUNCIL held in the COUNCIL CHAMBER, COUNCIL HEADQUARTERS, NEWTOWN ST. BOSWELLS on 18 December 2014 at 10.00 a.m.

Present:- Councillors G. Garvie (Convener), S. Aitchison, W. Archibald, M. Ballantyne, S. Bell, J. Brown, J. Campbell, K. Cockburn, M. Cook, G. Edgar, V. Davidson (from para.9), J. Fullarton, I. Gillespie, J. Greenwell, B. Herd, G. Logan, W. McAteer, S. Marshall, J. Mitchell, D. Moffat, S. Mountford, A. Nicol, D. Parker, D. Paterson, F. Renton (from para.16), S. Scott, R. Smith, R. Stewart, J. Torrance, G. Turnbull, T. Weatherston, B. White.

Apology:- Councillors C. Bhatia.

Absent:- Councillor A. Cranston.

In Attendance:- Chief Executive, Depute Chief Executive (People), Depute Chief Executive (Place), Corporate Transformation and Services Director, Director of Public Health, Chief Financial Officer, Service Director Regulatory Services, Chief Officer Health & Social Care Integration, Clerk to the Council.

### **CONVENER'S REMARKS**

1. The Convener highlighted the successes of Libby Clegg and Samantha Kinghorn, who had both represented Scotland in the recent Commonwealth Games in Glasgow. Samantha Kinghorn was present at the meeting and was presented with a gift from the Council by the Convener.

### **DECISION**

**AGREED to congratulate Libby Clegg and Samantha Kinghorn on their sporting achievements.**

### **MINUTE**

2. The Minute of the Meeting held on 20 November 2014 was considered.

### **DECISION**

**AGREED that the Minute be approved and signed by the Convener.**

### **COMMITTEE MINUTES**

3. The Minutes of the following Committees had been circulated:-

Lauder Common Good Fund	28 October 2014
William Hill Trust	28 October 2014
Audit	10 November 2014
Executive	11 November 2014
Economic Development Group	13 November 2014
Eildon Area Forum	13 November 2014
Local Review Body	17 November 2014
Health & Social Care Shadow Board	17 November 2014
Hawick Common Good Fund	18 November 2014

Teviot & Liddesdale Area Forum	18 November 2014
Education	25 November 2014
Kelso Common Good Fund	26 November 2014
Jedburgh Common Good Fund	26 November 2014
Cheviot Area Forum	26 November 2014
Community Planning Strategic Board	27 November 2014
Environment & Infrastructure	4 December 2014

**DECISION**

**APPROVED** the Minutes listed above subject to paragraphs 4-6 below.

**LAUDER COMMON GOOD FUND**

4. With reference to paragraph 8 of the Minute of 28 October 2014, it was noted that all references to Lauder Public Hall should read Lauder Town Hall.

**DECISION**

**AGREED** that the Minute be amended accordingly.

**AUDIT COMMITTEE**

5. With reference to paragraph 10 of the Minute of 10 November 2014, it was recommended that Council agree that the business case for a new finance system be prioritised as part of the budget process and to monitor progress on that recommendation.

**DECISION**

**AGREED** to approve the recommendation as detailed above.

**ENVIRONMENT AND INFRASTRUCTURE COMMITTEE**

6. With reference to the meeting held on 4 December 2014, it was noted that as there had been insufficient Members present at the meeting to meet the quorum, it had been conducted on an informal basis with no decisions being taken. Where decisions were required these were presented as recommendations for approval by Council.

**DECISION**

**AGREED** to consider the recommendations from the Environment and Infrastructure Committee as detailed in paragraphs 7 and 8 below.

**LAND USE STRATEGY**

7. With reference to paragraphs 3 and 4 of the Minute of the Environment and Infrastructure Committee of 4 December 2014 and the circulated copies of a report by Service Director Regulatory Services outlining the progress in developing a regional Land Use Framework, one of two pilots in Scotland, it was recommended that approval be given for a further stage of public consultation on the draft Framework.

**DECISION**

**AGREED** to give approval for a further stage of public consultation on the draft Framework.

**REVIEW OF WINTER SERVICE PLAN FOR YEAR 2014/15**

8. With reference to paragraphs 5-7 of the Minute of the Environment and Infrastructure Committee of 4 December 2014, it was recommended that amendments be made to the Winter Services Plan.

**DECISION**

**AGREED to:-**

**(a) instruct the Service Director Commercial Services to:-**

- (i) prepare draft Secondary Salting Routes in towns where currently a Primary Route took place, and meet with Ward Members and Community Council Representatives to finalise the routes to be adopted; and**
- (ii) assess requests for additional salt bins and prioritise the purchase of any bins that were approved from future Capital Programmes in time for the following winter.**

**(b) approve the amendment of the Winter Service Plan 2014/15:-**

- (i) to an easy-to-read format which clearly set out the Council's policies, priorities and resource parameters; and**
- (ii) to define a secondary salting route network in rural areas to be introduced during the winter of 2014/15 and detailed in the report.**

**MEMBER**

Councillor Davidson joined the meeting during consideration of the following item of business.

**OPEN QUESTIONS**

9. The questions submitted by Councillors Fullarton, Mountford, Turnbull and Logan were answered.

**DECISION**

**NOTED the replies as detailed in Appendix I to this Minute.**

**NHS BORDERS**

10. The Convener welcomed Mr John Raine, Chairman; Calum Campbell, Chief Executive; Jane Davidson, Interim Chief Executive from January 2015; and Dr Sheena MacDonald, Medical Director from NHS Borders. Mr Raine sought to allay fears regarding recent press coverage of possible community hospital closures. The Board was carrying out a review of all clinical services to ascertain if they were being provided in the best way and there were no outcomes or decisions in relation to the future of any service provision at this stage. He also commented on the new children's facility at the Borders General Hospital which would complement the provision at the Sick Kids in Edinburgh. Dr MacDonald gave Members a presentation on the work being done by NHS Borders to achieve their vision for services by 2020 that everyone was able to live longer healthier lives at home, or in a homely setting. She advised that Boards were asked to work towards a number of key targets for the year which fitted with the Governments' health objectives, known as HEAT Targets, and she commented on how these were being met. The 3 main factors putting pressure on the health service at both local and national level were demographics, the number of people

living longer with multiple long term conditions and the financial challenges of providing services with the level of resources available. Dr MacDonald also highlighted the areas of success and the proposed next steps for the future. The NHS Borders representatives answered Members' questions and the Convener thanked them for their presentation and attendance at the meeting.

## **DECISION**

**NOTED.**

### **DIRECTOR OF PUBLIC HEALTH'S ANNUAL REPORT 2013/14**

11. There had been circulated copies of a report by the Joint Director of Public Health proposing that he lead actions, on a collaborative basis, in response to the consultation on the Director of Public Health's previous Annual Report. The Report's Action Plan recognised the importance of organisations working in partnership, and was intended to provide sustainable public health solutions. The emphasis in the action plan was on involving and enabling communities. Actions included addressing inequalities, improving food and nutrition, bringing about a change in culture and physical activity as the norm in a smoke-free environment, promoting mental well-being mitigation of the negative aspect of benefit reform and developing the assets communities already had. Members welcomed the report.

## **DECISION**

**NOTED the planned forward work in the Director of Public Health's Annual Report for 2013/14 in response to the previous consultation and endorsed the action plan.**

### **HEALTH & SOCIAL CARE INTEGRATION SCHEME**

12. There had been circulated copies of a report by the Depute Chief Executive People clarifying how the integrated health and social care arrangements in the Scottish Borders would be established through the Scheme of Integration, the establishment of the Integrated Joint Board and the Strategic Plan. The report explained that by 31 March 2015 the Integration Scheme would be submitted to Ministers for approval. A body corporate model had been agreed by Scottish Borders Council and NHS Borders and the scope of which services were to be included as required by the legislation had been agreed and these were listed in the report. Once the Integration Scheme had been approved by Ministers, Orders would be laid in Parliament to establish the Integrated Joint Boards. Following the establishment of the Integrated Joint Board it would appoint its Chief Officer, Finance Officer and prepare the Strategic Plan. The Strategic Plan would contain the date when the functions and resources were to be delegated to the Integrated Joint Board, by 1 April 2016 at the latest. The Strategic Plan would set out how the Integrated Joint Board aimed to achieve the nine health and wellbeing national outcomes, in addition to linking with Council and NHS priorities and the Single Outcome Agreement, and would state the date by which the functions would be formally delegated. It was intended to produce a draft Strategic Plan in April 2015, in order to ensure a clear sense of direction and purpose toward the agreed national health and wellbeing outcomes. It proposed the full Strategic Plan be agreed in October 2015 and set out the plan for future delivery with the finances to match together with the date for implementation. To ensure a clean move to the new integrated arrangements and align the budgets with the service plan, it was proposed that the date for the legal powers to be transferred to the Integrated Joint Board and the date from which the strategic plan became fully operational would be 1 April 2016.

## **DECISION**

**NOTED the key elements required to be in place to establish the integrated health and social care arrangements in the Scottish Borders and the timescales as outlined.**

13. There had been circulated copies of a report by the Depute Chief Executive People containing the current Draft Integration Scheme and seeking approval to consult on the Draft Integration Scheme in line with Scottish Government requirements. The report explained that the Integration Scheme was the document by which the Health Board and Local Authority outlined how they would comply with the legislation, Public Bodies (Joint Working)(Scotland) Act 2014. Specifically the Integration Scheme had to state which model of integration the Health Board and the Local Authority had agreed to apply (delegated authority to an Integrated Joint Board or a lead agency model), the functions to be delegated in accordance with that model and the scope agreed. The report outlined the timetable required to achieve having an agreed Integration Scheme in place by 31 March 2015, which included the need to undertake a 12 week consultation. During this consultation period the work streams would develop and describe the detailed operational arrangements which were essential to delivery and governance but would also, as appendices, provide the evidence to support the required legislative arrangements set out in the scheme. Members welcomed the report and the proposal to prepare an easy read version for consultation purposes.

## **DECISION**

**AGREED to:-**

- (a) give approval to proceed to consult on the Draft Integration Scheme;**
- (b) delegate authority to the Chief Executive (SBC) - in consultation with the Chief Executive (NHS) and the Shadow Integration Board – to approve the final scheme for submission to Scottish Ministers by 31<sup>st</sup> March 2015; and**
- (c) ratify the final integration scheme at the Council meeting on 2 April 2015.**

## **REVENUE BUDGET 2015/16 – 2019/20**

14. There had been circulated copies of a report by the Chief Financial Officer seeking approval to consult on the draft 2015/16 - 2019/20 Revenue Financial Plan. The report explained that over the last 2 years a medium term revenue budget process based on a 5 year cycle in which a more strategic approach to the financial planning process had been adopted to meet the financial challenges facing the Council. The 2014-19 Revenue Financial Plan had been used as the starting point to roll forward the plan for a third time. The Corporate Management Team and the Administration Budget Working Group had reviewed and updated the assumptions used to set the budget around pay and price inflation, other manpower costs, including pension changes, auto enrolment, increments and future changes anticipated to the national insurance system, as well as demographic and other departmental pressures. These pressures had been offset by the full year effects of savings which commenced in 2014/15, savings proposed to start in 2015/16 and proposals which would be delivered in future years as well as additional funding drawn down from reserves. The scale of the financial challenge facing the Council next year and beyond meant that the robust, proactive approach to the delivery of efficiency savings evidenced in previous years would continue to be required to balance the budget and protect services in key priority areas. Members would be asked to approve a firm budget for 2015/16 and an indicative

budget for the remaining 4 years of the plan. The Chief Financial Officer confirmed that the letter from the Government detailing the financial settlement had been received and that this was in line with expectations.

#### **DECISION**

**Noted the five year plan and the amount of resources available in appendix 1 to the report and proceeded to consider the Administration's draft revenue proposals for consultation as detailed below.**

15. There had been circulated copies of the Administration's Draft Revenue Budget Proposals for 2015/16 - 2019/20 which set out the annual savings by Corporate Theme giving a total of £20,157,000 over the 5 years.

#### **DECISION**

**AGREED to approve the proposals for inclusion in the Revenue Budget which would be brought forward for approval on 12 February 2015.**

#### **MEMBERS**

Councillor Renton joined the meeting. Councillor Stewart left the meeting during consideration of the following item.

#### **GREAT TAPESTRY OF SCOTLAND**

16. With reference to paragraph 9 of the Minute of 29 May 2014, there had been circulated copies of a report by the Corporate Transformation and Services Director on the outcome of the feasibility design proposals and detailed business case for the Great Tapestry of Scotland, seeking approval of the proposed permanent location for the Tapestry in the Scottish Borders at Tweedbank. The report outlined the ambitions contained in the 'Borders Railway, Maximising the Impact: a Blueprint for the future' that was recently announced by the First Minister, which 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 indicated 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 provided a good basis for initial costs and 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. Paul Jackson 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.

#### **VOTES**



*Councillor Turnbull, seconded by Councillor Logan, moved that the vote be taken by Roll Call.*

*Councillor Cook seconded by Councillor Parker, moved as an amendment that the vote be not taken by Roll Call.*

*On a show of hands Members voted as follows:-*

<i>For</i>	<i>-</i>	<i>9 votes</i>
<i>Against</i>	<i>-</i>	<i>20 votes</i>

*The motion accordingly fell.*

*Councillor Bell, seconded by Councillor Gillespie, moved approval of the recommendations subject to the addition of a further recommendation (g) to instruct the Chief Executive to bring a report to this Council on the structure, membership and proposed operation of the Management Trust.*

*Councillor Ballantyne, seconded by Councillor Logan, moved that no action be taken in respect of this project.*

*On a show of hands Members voted as follows:-*

<i>Motion</i>	<i>-</i>	<i>21 votes</i>
<i>Amendment</i>	<i>-</i>	<i>10 votes</i>

*The Motion was accordingly approved.*

## **DECISION**

### **DECIDED:-**

- (a) to note the new 'Borders Railway, Maximising the Impact: a Blueprint for the future', the initial design completed by Page Park Architects and the detailed business case completed by Jura Consultants;**
- (b) 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;**
- (c) to support the construction of a new building on land owned by Scottish Borders Council at Tweedbank, that would provide the permanent home for the Great Tapestry of Scotland;**
- (d) to allocate up to £3.5M in the Council's Capital Programme, phased over 2015/16 and 2016/17, to support the construction of the building, and notes the £2.5M intended investment from Scottish Government;**
- (e) that the building should be developed and owned by Scottish Borders Council and note that it was then likely to be leased, on appropriate terms, to a new Trust which would be responsible for operating the Tapestry attraction;**

- (f) to instruct the Chief Executive to proceed with the development of the project, and that progress was reported through the normal capital monitoring process and that any necessary decisions were taken by Executive in relation to a lease for the building; and
- (g) to instruct the Chief Executive to bring a report to this Council on the structure, membership and proposed operation of the Management Trust.

### **ADJOURNMENT**

The Convener adjourned the meeting at 1.30 pm for lunch. The meeting reconvened at 2.15 pm.

### **MEMBERS**

Councillors Aitchison, Greenwell, Marshall, McAteer and Turnbull did not re-join the meeting after lunch.

### **EARLY RETIREMENT AND VOLUNTARY SEVERANCE**

- 17. There had been circulated copies of a report by the Chief Executive seeking approval for 6 members of staff who had requested early retirement and voluntary severance. If all 6 applications were approved, a total one-off cost of £195,617 would be incurred. In total, £176,819 of direct recurring employee cost savings would be delivered each year. The average payback period for all staff was 1.11 years.

### **DECISION**

**AGREED to approve the 6 current proposed applications as detailed in the appendix to the report with associated costs being met from the voluntary severance/early retirement budget.**

### **COMMITTEE MEMBERSHIP**

- 18. Following approval of the new Scheme of Administration it was necessary to appoint 9 Members to serve on the Scrutiny Committee. It was proposed that Councillors Archibald, Cockburn, Logan, Marshall, McAteer, Mountford, Nicol, Stewart and Torrance be appointed with Councillor Logan as Chairman and Councillor McAteer as Vice-Chairman. This was unanimously accepted.

### **DECISION**

**AGREED that the Scrutiny Committee comprise of Councillors Archibald, Cockburn, Logan, Marshall, McAteer, Mountford, Nicol, Stewart and Torrance, with Councillor Logan as Chairman and Councillor McAteer as Vice-Chairman.**

- 19. It was reported that Councillor Bell had resigned from the Planning and Building Standards Committee. Councillor Parker nominated Councillor Campbell to fill the vacancy, and this was unanimously accepted.

### **DECISION**

**AGREED to appoint Councillor Campbell to the Planning and Building Standards Committee.**

20. It was reported that Councillor Torrance had resigned as Health & Safety Champion. In the absence of a Member wishing to take over this role it was agreed to leave the post vacant at present.

**DECISION**

**AGREED not to appoint a Health and Safety Champion at present.**

**REPRESENTATIVES ON OUTSIDE BODIES**

21. It was reported that Councillor Smith had resigned from the Southern Upland Partnership. It was proposed that Councillor Mitchell be appointed as his replacement. This was unanimously accepted.

**DECISION**

**AGREED to appoint Councillor Mitchell to the Southern Upland Partnership.**

22. It was reported that Scottish Borders Housing Association had reduced the number of Council representatives on their Board from 5 to 3. It was proposed that Councillors Davidson, Herd and Mountford be the Council's representatives. This was unanimously accepted.

**DECISION**

**AGREED that Councillors Davidson, Herd and Mountford represent the Council on the SBHA Board.**

**MEMBER**

Councillor Aitchison rejoined the meeting.

**CALENDAR OF MEETINGS 2015/16**

23. There had been circulated copies of the draft Calendar of Meetings for the period August 2015 to July 2016. It was noted that there would be a special Council meeting on 29 January 2015.

**DECISION**

**AGREED to approve the Calendar of meetings for 2015/16.**

**PRIVATE BUSINESS**

24. **DECISION**  
**AGREED under Section 50A(4) of the Local Government (Scotland) Act 1973 to exclude the public from the meeting during consideration of the business detailed in Appendix II to this Minute on the grounds that it involved the likely disclosure of exempt information as defined in Paragraphs 1, 6, 8 and 9 of Part I of Schedule 7A to the Act.**

**SUMMARY OF PRIVATE BUSINESS**

**Minute**

1. The private section of the Council Minute of 20 November 2014 was approved.

**Committee Minutes**

2. The private sections of the Committee Minutes as detailed in paragraph 3 of this Minute were approved.

*The meeting concluded at 2.30 p.m.*

**SCOTTISH BORDERS COUNCIL**  
**18 DECEMBER 2014**  
**APPENDIX I**

**Open Questions for Scottish Borders Council 18 December 2014**

**Question from Councillor Fullarton**

To Executive Member for Education

Could the Executive Member please give us an update on the current position to incorporate the nursery into the primary school at Cockburnspath? This obviously involves planning, architects drawings and physical work and a programme of those to ensure delivery for the start of the 2015 session. Can you also confirm that there will be a new teacher due to the increased roll?

Reply from Councillor Aitchison

The current nursery provision at Cockburnspath is operated by an independent provider outwith Cockburnspath Primary School.

At the beginning of December 2014, Scottish Borders Council received a letter from the nursery providers indicating that they intend to cease functioning in June 2015. As a direct result, Scottish Borders Council have commenced a piece of work to consider future nursery provision for the Cockburnspath area. This work will allow decisions to be taken on the future delivery of the service. The main priority is to ensure that a nursery provision is in place for children from August 2015.

Nursery staffing levels will be dependent on the number of children within the Early Learning and Childcare provision and will not impact on teacher numbers for Cockburnspath Primary School which is based on the number of pupils in P1 to P7.

**Question from Councillor Mountford**

To Executive Member for Education

What is the average ratio of pupils to teachers in Scottish Borders Council Primary and Secondary Schools?

Reply from Councillor Aitchison

**Primary sector**

The 2014 census results show the SBC Primary pupil to teacher ratio (PTR) is 17.2.

**Secondary sector**

The 2014 census results show the SBC Secondary PTR is 13.4.

**Across both sectors**

The 2014 census results show the SBC PTR is 13.7.

**Question from Councillor Turnbull**

To Executive Member for Education

Can the Council be advised of the current situation regarding bullying within all our schools in the Scottish Borders?

Reply from Councillor Aitchison

While we cannot guarantee that bullying does not exist in schools our staff respond swiftly to all reported incidents and that in partnership with a team of young people we have developed the Respectful Relationship policy .

All our schools are in the process of implementing the Respectful Relationship Policy and this will enable us to adopt a consistent approach when managing, monitoring and reporting bullying incidents across the authority. In addition to this the policy also refers to the importance of ensuring that the pupils learn and experience the value of respectful and positive relationships so as to support them to become responsible citizens.

This policy covers all areas of bullying eg cyber bullying as well as emotional and physical bullying.

The implementation of this policy is included in all school improvement plans and is a strategic priority within the department as well as nationally.

**Question from Councillor Logan**

To the Leader

With reference to the green waste service a motion, in your name, that was agreed at the October 2014 Council meeting which asked the Chief Executive to prepare a report to address the five actions in your motion. Can you tell us if the proposed actions, if accepted by the Council, will be available to all communities in the Borders?"

Reply from Councillor Parker

Yes.