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Feasibility study for a proposed Scottish Borders National Park

An independent evaluation which provides
a basis for discussion by stakeholders.

Commissioned by the Campaign for
a Scottish Borders National Park



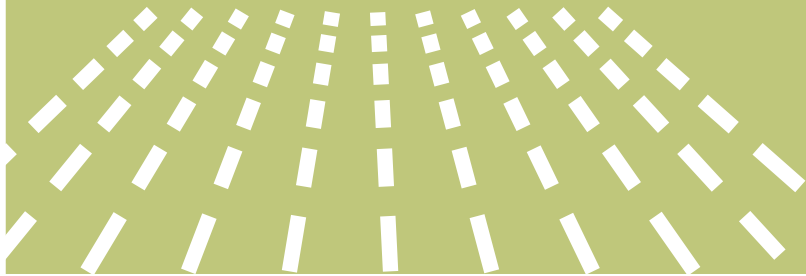


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Foreword

from the Campaign Team



We have always recognised the importance of having an independent evaluation by expert consultants to objectively assess the desirability and feasibility of designating a National Park in the Scottish Borders. So the Campaign for a Scottish Borders National Park is delighted that the highly regarded consultancy, Duncan Bryden Associates, has - after collecting and analysing a huge amount of information - concluded that the creation of a National Park is both entirely feasible and provides an imaginative but entirely practical means of addressing various pressing needs in the Southern Borders.

The Study explains the many important choices that need to be discussed and decided upon by stakeholders before significant parts of the NP proposal can be progressed within the remarkably flexible legislative framework of National Park governance in Scotland. To support this discussion, the Study's authors have provided an analysis of key aspects of the structure of the proposed National Park and its governance that can be tailored to fit the unique situation and stakeholder needs of the Scottish Borders, including boundaries, planning and other powers, and have offered their views on some of these options.

The Campaign Team has been at pains to ensure the independence of the consultants, so it is not surprising that we do not necessarily always share their views. However, the Study has been invaluable in helping us to clarify our own views on the best model for a National Park in the Scottish Borders, and how it could complement existing and new public and private sector initiatives.

Although the Campaign Team will be publishing its own statement shortly, this will in no way detract from our appreciation of Duncan Bryden Associates' outstanding and beautifully presented* study. One of the most enduring images to spring from its pages is of the Riders of the Borders, riding down through the ages. In difficult times they seized opportunities and went on to prosper. This Study identifies a path to a brighter future for the people of the Borderlands beginning with a proposal for a Scottish Borders National Park that works with other regional initiatives to put the region on the world map.

With this Study, Duncan Bryden Associates has provided the Campaign Team - and all other stakeholders - with an invaluable base on which to begin serious and detailed discussion about the designation of a National Park in the Scottish Borders.

Jane Bower

On behalf of the Campaign for a Scottish Borders National Park

Author's Foreword

By Duncan Bryden



Admiring the view © VisitScotland/Ian Lam



As someone with deep Borders roots, I was pleased to be commissioned by the Campaign for a Scottish Borders National Park to undertake this independent feasibility study for a proposed National Park in the Scottish Borders. I would like to thank those who have helped and contributed.

continued...



Scottish Ministers have much on their plate with public spending and Brexit issues and will decide if this proposal moves forward. But the enthusiasm, passion and pragmatism of Borders residents, communities and businesses should greatly influence their decision. The Southern Borders is blessed with authentic, special and inspiring landscapes. A distinct culture has evolved here and its Anglo - Scottish border location occupies a unique place in the whole nation's history. In short, it is world class.

Yet, as I engaged with groups and individuals and drew on extensive data I found that despite its many wonderful assets, as a place and a culture, the Southern Borders is facing complex and dynamic internal and external challenges.

In 2011 the Christie Commission on the Future Delivery of Public Services in Scotland delivered this stark warning about some of these challenges: 'Unless Scotland embraces a radical, new, collaborative culture throughout our public services, both budgets and provision will buckle under the strain.'

Public services face both risk and opportunity. When faced with daunting fiscal, economic and social pressures, the risk is that services retrench rather than innovate. But the opportunities are significant too.

The Scottish Government's public service reform programme is searching for new visions of people and place, with a renewed focus on collaboration and performance amongst different sectors and the communities they serve. National Parks have proven they can pioneer innovative approaches and supply additional leadership to promote sustainable outcomes.

During my research, two major points recurred. Firstly, there is limited public understanding (and some misconceptions) about the purpose and opportunities of National Parks enabled by



Abbotts Chocolate © VisitScotland/Ian Rutherford



Floors Castle © VisitScotland/Ian Rutherford

the National Parks (Scotland) Act 2000. This is something I have attempted to address in setting out how the Scottish National Park model can work.

Secondly, I found that knowledge on the economic, social, civic and environmental challenges of the Southern Borders could be more widespread and that the trusting relationships needed to meet the challenges for everyone's benefit could be more deeply embedded. This is a citizen initiated report on a new National Park, prepared with limited resources, but I feel it is representative and my recommendations are reasonable. There will be differences of opinion on my conclusions and recommendation, but any errors of fact are my own.

Executive Summary:**The case for a National Park in the Scottish Borders**

A compelling case can be made for a National Park (NP), shaped for the Southern Borders, delivering sustainable economic growth and based on long

term stewardship of the unique and treasured rich historic culture and inspiring landscapes of the Borderlands. An NP that can harness competitive advantage and create jobs while nurturing the Borders natural assets. In this summary, I would like to draw attention to the following themes which run consistently through my findings:



Jedburgh Abbey © VisitScotland/Paul Tomkins

The evidence and need

To qualify for consideration, the National Parks (Scotland) Act 2000 sets down three conditions that an area must meet.

- (1) Outstanding national importance,
- (2) Distinct character and coherent identity and
- (3) Special needs that NP status can address.



Rural decay, Hawick © Malcolm R Dickson



Properties for sale, Hawick © Duncan Bryden

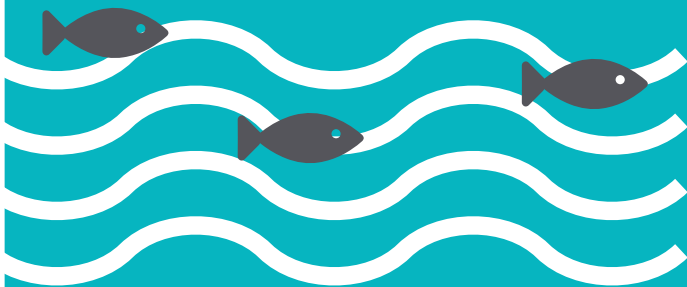
The evidence does support the case that the proposed area meets the three conditions of park status because it has:

- Beautiful, historically authentic and geologically significant Borderland landscape that is nationally outstanding and admired;
- A continuing vibrant and distinct identity with a strong coherent pride of place treasured across all age-groups arising from a unique cultural heritage;
- Land based businesses and communities entering a new era of policy and support mechanisms;
- Social and economic special needs like incomes, jobs and digital connectivity that, for many residents, are well below the national average - trends that park status could change.

Over and above meeting the three core conditions, the area has already demonstrated that:

- There is enthusiastic support for the designation from people, communities and businesses looking for new, creative solutions and increased collaboration;
- There are people living and working in the wider Borders and the east of Scotland speaking about the opportunities and benefits that NP status provides.

The suggested NP area is approx. 25% of the Scottish Borders Council area with around 5% of the population (20% if Hawick is included).



The opportunity:

NPs are a proven way of applying innovation and creativity in cultural and natural landscapes. 90% of the public¹ say that NPs are important to them and there is strong evidence that the designation could achieve three main outcomes for the Southern Borders and the nation.

(1) Visitor Experience

- Improving the Southern Borders as a national tourism destination of choice through investment in high quality visitor facilities and information underpinning the tourism economy;
- Helping more people of all abilities, from a wider cross section of society, in making the most of the Southern Borders and improving their health, well-being and productivity through active participation, learning and volunteering.

(2) Rural Development

- Supporting the kind of enterprising community-led sustainable development and regeneration, based on local assets within a national 'brand' that makes places thrive;
- Strengthening and diversifying the economy in the Southern Borders and surrounding area;
- Stimulating investment, employment, spending and business confidence leading to increased revenues to the Scottish Government from income, corporation and consumption taxes like VAT;
- Boosting employment opportunities and helping people develop and train for employment;
- Addressing the challenges of integrating different land management objectives.

(3) Conservation

- Celebrating and telling the story of the unique Borderland cultural heritage;
- Supporting and contributing to regional and national goals for securing large scale landscape beauty, wildlife conservation, river catchment and carbon management improvements;
- Inspiring young people to intelligently steward the cultural and natural assets that sustain and make the Southern Borders a great place to live, work and visit.

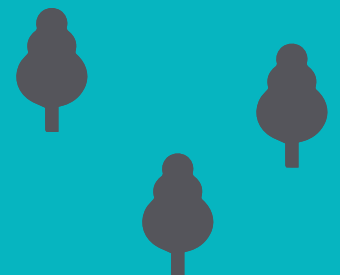
90% of the public say that NPs are important to them.



Walkers © Duncan Bryden



The Salmon Viewing Centre, Selkirk
© VisitScotland/Paul Tomkins



Southern Borders National Park model: facilitator and problem solver

Directional signage © Duncan Bryden

Scottish legislation allows the model to be tailored to facilitate local solutions and improve conditions. The model can complement national and regional strategies and other NP commitments while learning from their experience and know-how.

The report findings support further investigation into a distinctive Southern Borders National Park model. It would facilitate partners, businesses and people to build on and enhance the area's unique qualities that make the area special and it would kick start a step change in local economic productivity, improvement to social conditions, civic participation and enterprise.

The successful model is likely to include:

- Considerable local influence and expertise in governance and management with a willingness to 'walk alongside' stakeholders and communities;
- A 'best value' park 'body' and lean structure that balances operational expenditure with a return in sustainable economic activity (and employment) of at least a £1: £5 ratio and more, when the uplift in public well-being and environmental and cultural productivity are included;
- Priorities that make the most of its unique Border location and exploit efficiencies through shared services and close co-ordination with partners within and around the area;
- Close co-operation with willing and responsible land managers supporting farming livelihoods, food and timber production and other crucial parts of the rural economy;
- Using culture and environment to boost a fragile local economy, create jobs, retain and attract young people, meet the Scottish Government's strategic outcomes and priorities and build international profile;
- A natural environment for everyone; helping to deliver important environmental services like keeping fresh waters clean, lowering the risk of flooding and reversing biodiversity decline;
- Opportunities to market premium goods and services linked to NP status;
- Opportunities to learn from and partner with other NPs in the UK and worldwide;



Engagement in regional, cross border and international collaboration to mutual benefit.

- Engagement in regional, cross border and international collaboration to mutual benefit.

Next steps for the Campaign:

- (1) To listen with understanding to and constructively address the concerns of people who, quite reasonably, are unsure of the implications (and opportunities) of NP status on their livelihoods and communities.
- (2) To win support from SBC and Scottish Ministers for a new National Park, shaped for the Southern Borders, and based on an area covering Cheviot, Teviot and Liddesdale.



Scottish Borders National Park area by key facts and numbers

Based on an area including north Cheviots and land to south west of Carter Bar.

Population

Challenged and under pressure

Low density, dispersed, ageing in Cheviot. Centralisation of education, caring, community and retail services in Teviot.



Health & Wellbeing

4.5 million people live within a 2-hour drive time. Nearly **8 million people** live within a 3-hour drive time. Edinburgh has highest disposable income in UK.



Trends

High residential desirability but ageing demographic and outmigration of young

GVA below average growth, low average visitor stays and low national and international area profile.

Maturing forestry – low added value and high impact on roads.

Carbon economy – on shore wind – some 'live' sites but difficulties in bringing to market and obtaining grid connections and low added value. Uncertainty from post Brexit drop in rural support mechanisms impacting on hill farming.



Wildlife habitats

Rare but accessible and species-rich

Heather moorland and blanket bog, raptors, waders black grouse, red squirrel. River Tweed catchment with salmon, otters and other wetland species.

Landscape

Outstanding quality, beauty and variety

No major roads or large settlements. Hill slopes and summits in uplands and foothills with highpoint of 750m. Moorland mosaic with wide horizons and distant unobstructed views – grand and intimate scales – wildland qualities. 3 of 9 Borders SLAs. Distinctive dome and cone shaped hills and spurs with rugged peaks, frequent rock outcrops and scree. Steep-sided glacial meltwater channels.



Culture

Long, epic and rich

Anglo/Scottish wars 14-16thC - Reivers and Common Ridings. Cheviot sheep supporting Border textile towns from 14thC. Centre of Romani people in Scotland. **Authentic traditions** of droving, literature, ballad, song and painting.



Historic sites

Greatest density of scheduled monuments in Borders
Prehistoric (Stone, Bronze and Iron Age) hill forts settlements and standing stones. Roman & Saxon remains. Castles, designed landscapes, fortified towers. Connection to Flodden Field.



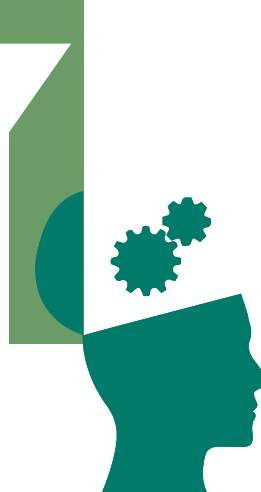
Innovation

Cross Border sharing of skills and services with Northumberland National Park. Ecosystem services, carbon, flood control, mini adventures, cycling, crafts, dark skies and prehistory tourism.

Special features

Special and unusual

Prehistoric and Roman features e.g. Dere Street and Clennell Street Hill passes, paths, hill top towers. Pastoral and hill farming patterns. Drystone dykes and stells.



Access

Classic cross Border ways - Pennine Way LDR - ends in Kirk Yetholm. Link through other Great Trails.

Network of historic routes used by nation defining people and armies.

Economy

Dependence on primary industries and small business.

Lack of professional jobs.

GVA per head below Scottish average. Poor broadband and mobile coverage.



Strategy

North and south Border gateways and outreach opportunities

Edinburgh and Lothians - SES Plan and City Deal. New South of Scotland Enterprise Agency 2013 Borderlands Strategy Framework.



Transport

A68/A7 Trunk Road and A1 nearby.

Limited public transport.

But Borders Railway - longest domestic railway constructed in Britain for over 100 years.

Geology & soils

440 - 299m years of **distinctive geodiversity** with high carbon soils like peat. Unique continental collision fault line lapetus Suture. Cheviot a 'historic Mt Etna'.



Frequently Asked Questions



Farming at Cessford Castle © Frank Wielbo

These FAQs have been prepared to help people understand key points about the Scottish Borders National Park proposal. If you have further questions, please contact the Campaign for a Scottish Borders National Park: <http://www.borders-national-park.scot/comments.htm> or on Facebook: scotbordersNP.

Q1: Our rights will be affected and there will be more red tape/bureaucracy.

A: All the existing legislation will remain and existing rights will not be extinguished. National Park status can bring greater clarity and structure and a more integrated approach from all the different responsible agencies and their interests.

Q2: Designation would lead to curbs on agriculture, hunting, muir burn, shooting, greater than in non-designated areas.

A: Park powers need not extend to imposing further controls beyond those in existing legislation. Parks may have powers to establish bye laws for example – but these will be subject to wide consultation and need Ministerial approval.

Q3: There will be more people on my land, disturbing livestock, having accidents, litigating against me for compensation and creating litter.

A: Access legislation already permits responsible access to most land in Scotland and liability issues for land managers are well defined. National Park status can bring dedicated resources – investment in path networks for people to use and information and an Access Forum to solve access issues.

Q4: Local control will be lost or diminished.

A: NPA Boards generally have at least 60% of locally elected members and most of the 40% of members appointed by elected Scottish Ministers are likely to live in or close to the park.

FAQ

Q5: National Park designation will stop wind farm development.

A: Designation is not designed as a tool to stop development. Every application is considered on its merits and some developments will have a pre-existing planning history. That said, NPF3 says Scottish Ministers do not support large scale wind farms in National Parks and NSAs and changes in public subsidies for wind farms have made bringing new developments to market more difficult.

Q6: What costs would be borne by SBC?

A: There may be some costs associated with planning but they should be recouped by fees and developer contributions. Increased costs in schooling and health care could come through population growth. The NPA would generate grant-in-aid, jobs and attract new funding income to the area because of status.

Q7: What costs would be borne by the taxpayer?

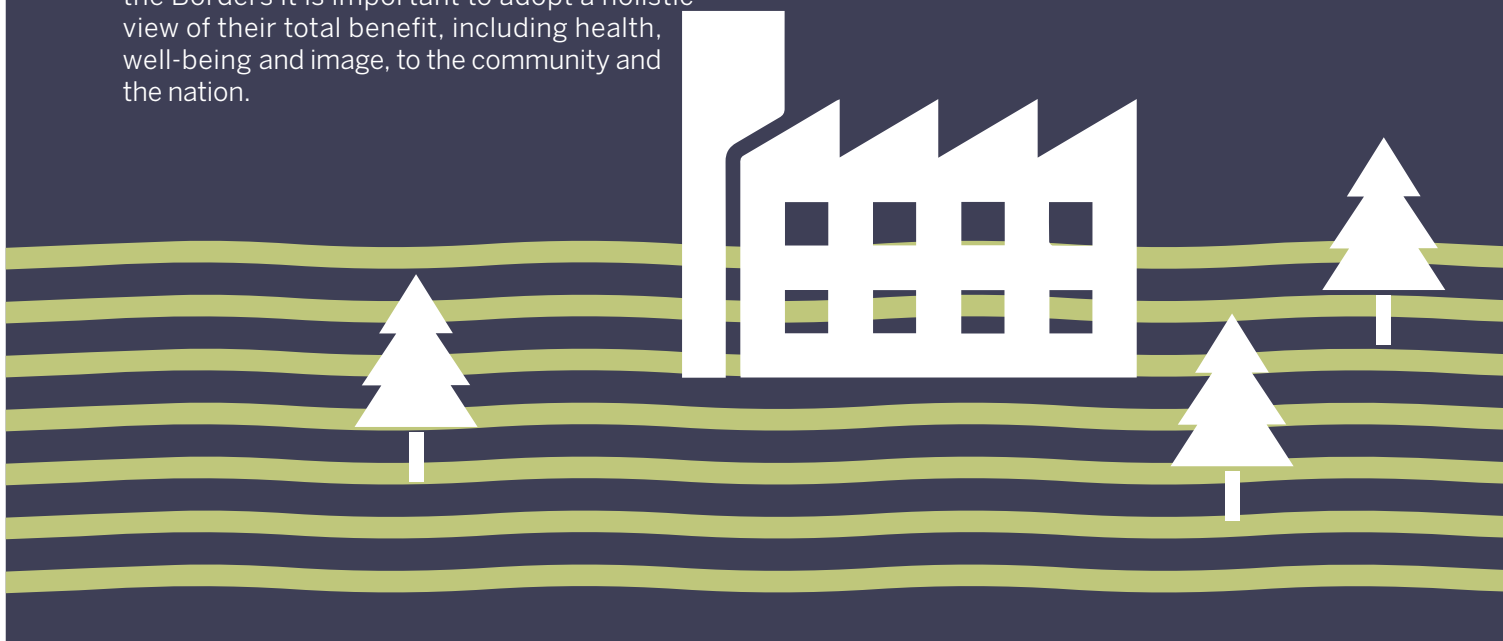
A: The tax payer contributes to the area through agricultural support mechanisms, the national forest estate and income support. Park status brings additional income and wealth from individuals, visitors and businesses increasing tax receipts for the Scottish Government (which now gets income tax and half of VAT returns). The benefit of parks extend well beyond those which are economically quantifiable. In judging what a park might offer the Borders it is important to adopt a holistic view of their total benefit, including health, well-being and image, to the community and the nation.



Disused Heatherhope Reservoir © Andrew Curtis



The Turnbull sculpture, Heritage Hub, Hawick
© VisitScotland/Paul Tomkins





Feasibility study for a proposed Scottish Borders National Park



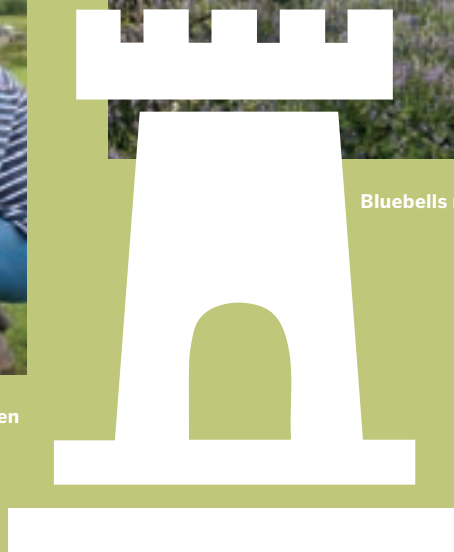
First Bus © VisitScotland/Paul Tomkins



Bluebells near Minto © Malcolm R Dickson



Grass sledging at Born in the Borders © Duncan Bryden



1

Introduction

- 1.1 This independent study has been commissioned by the Campaign for a Scottish Borders National Park to examine the evidence for and feasibility of the proposal that an area of the Scottish Borders be formally considered for designation as a new National Park.
- 1.2 The Campaign for a Scottish Borders National Park identified seven objectives for this study.
 1. To provide a well substantiated case for designation of an area of the Southern Scottish Borders as a National Park drawing on the archaeological, geographical, geological, topographical, environmental, cultural, historic, architectural, industrial, agricultural, forestry and land ownership and management attributes of the area, and any other relevant consideration.
 2. To set out and critique the various options of models for governance, funding and operations and make a recommendation.
 3. To discuss, backed up with suitable case study data, the likely consequences of designation of the area in terms of protection of the natural and cultural heritage, and the socio-economic impact on the proposed area and “gateway” areas around it.
 4. To draw on experience in other National Parks and other relevant research to give a preliminary assessment of the possible financial and fiscal benefits and balance them against the possible costs of a) implementation and b) operation over the first 10 years.

5. To discuss the pros and cons of where, in principle, the boundaries might lie, and the consequences of including or excluding the towns in the area within the designated National Park.
 6. To give a preliminary assessment of procedures and possible timescales for legislating for and then procuring and implementing a proposed Scottish Borders National Park.
 7. To adequately address the points raised by Scottish Borders Council (see Appendix 7) and indicate where in the study these points are addressed.
- 1.3 No name has been agreed for the project and terms like Borders National Park or Southern Borders National Park are working titles. It is accepted that ‘A Scottish Borders National Park’ may be the name that delivers the greatest benefits to the whole area.
 - 1.4 The map accompanying the study brief covers a proposed National Park area of approximately 1000km² in the southern section of the Scottish Borders Council area comprising Teviot and Liddesdale, Cheviot and part of Eildon.
 - 1.5 This area is by no means definitive. It is taken as a working proposal for the purposes of this report. Boundary issues and options are discussed further in Section 9.



Roxburgh to Kelso railway line, now a pathway © Frank Wielbo

2

Study outcomes

- 2.1 The study outcomes are defined within the seven objectives in 1.2 above.
- 2.2 It is worth noting that Roseanna Cunningham, Cabinet Secretary for Environment, Climate Change and Land Reform, made it clear in Parliament in September and December 2016, that there are no current plans to designate new National Parks in Scotland. She said:
- “While the Scottish Government recognises the important contribution our existing National Parks make to tourism, conservation and the wider Scottish economy, any new national parks would incur significant costs. At a time of pressures on public finances, we do not believe that it is right to raise expectations regarding the designation of new national parks. We will therefore continue to focus our support on our existing Parks so that they can continue their track record of success.”*
Official Account 19 December 2016.
(See Appendix 6 for other NP comments by Ministers and MSPs.)
- 2.3 But, Ministers have not ruled out new parks in Scotland and they have a duty to consider proposals put before them. Parks are very popular with the public and most people would like to see more². Hence the need for the evidence in this study that a National Park in the Southern Borders is entirely in line with Government priority of creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth.
- 2.4 Government must also respond, with policy measures and investment, to major strategic shifts like changes in support systems, market movements precipitated by events like the Brexit referendum and climate change. The Scottish National Park model is adaptable and can respond, for example, to strengthen the rural economy, enrich people’s lives and care for the natural world.
- 2.5 The formal process for establishing a new National Park in Scotland is set down in the National Parks (Scotland) Act 2000. If satisfied there is sufficient merit in a proposed case for a new park, Scottish Ministers may trigger a 10-stage process (see Section 14 for more details) involving formal consultation and evidence gathering possibly with a Public Local Enquiry (PLI).
- 2.6 Scotland has only two national parks, Loch Lomond and the Trossachs (LLTNP) designated in 2002 and the Cairngorms (CNP) 2003 respectively, both of which are administered by their own NDPB (non-departmental public body) National Park Authority (NPA). Beyond an unsuccessful bid for a National Park in Harris in 2009, no new formal proposals have emerged.
- 2.7 That said, the Scottish Campaign for National Parks (SCNP) and the Association for the Protection of Rural Scotland (APRS) have been actively promoting the case for more parks (Mayhew 2013) including one in the Cheviot area (see Appendix 9). There has been exploratory work on a park in Galloway (SUP 2016) and interest has been shown in a Glasgow National City Park.
- 2.8 For a new National Park proposal in the Southern Borders area to be successful, much depends on gaining SBC support and wider public endorsement and convincingly demonstrating that the proposal will become a significant and credible rural ‘industry’ as part of a wider vision making a difference to people and communities.



3

Study methodology

Research

- 3.1 This report draws on existing and evolving materials and feedback collected by the Campaign for a Scottish Borders National Park, SCNP and APRS or published by public authorities. The report sets out in more detail the special qualities of the area which was prepared using local expertise and knowledge.
- 3.2 Using published reports, papers and minutes, the methodology reflects on learning points from the strategic and operational experience and issues that have arisen in the two existing parks.
- 3.3 This report also references relevant studies and policies of National Parks in England and Wales and international experience. Lessons are drawn from Scotland and beyond where other types of protected area status, including National Scenic Area, Biosphere Reserves and Regional Parks, have been planned and/or adopted.
- 3.4 Sources include official published reports from Scottish Borders Council and other public agencies like VisitScotland and Scottish Natural Heritage. References to prevailing values and attitudes that shape National Parks worldwide come from writers and academics including Campbell 2011, Farrell 2015, Jones and Wills 2005, Sheail 2010, Tweed 2010 and Reynolds 2016. Academic journals and other report references are included, where appropriate.

Contributions

- 3.5 The Campaign for a Scottish Borders National Park has used public meetings and posting material online to seek public opinion – this is summarised in Appendix 8. During this study, selected specialists and opinion formers were consulted. However, a full public consultation of Border residents was not undertaken as part of this report³.



Rooftops of 'The Auld Grey Toon', Hawick © Malcolm R Dickson

- 3.6 The study identified different needs amongst individuals, groups and communities, both locally and more widely, to assess whether the proposal would make a positive contribution to residents and the people of Scotland.
- 3.7 Most consultees gave personal comments. Employees of public bodies that take their lead from Government were only able give general views. Comments are not attributed to consultees.

Approach

- 3.8 In considering part of the Scottish Borders for park status, this report 'sets the scene' on National Parks in Section 4. Sections 5 and 6 examine the 'special qualities' of the area and its socio-economic circumstances. Section 7 considers how the area might 'fit' the conditions laid down in the National Parks (Scotland) Act of 2000.
- 3.9 Section 8 examines 'Why a National Park' could be a valuable tool to address the area's needs. Section 9 considers options for park powers and governance arrangements, while Section 10 looks at boundary options and challenges in Section 11. Section 12 reviews possible 'Other options' instead of a National Park and Section 13 draws conclusions. Further information is contained in the appendices.

Deer crossing track, Bowmont Forest @ Colin Spalding



“We are already experiencing a decline in biodiversity and an increasing fragility of our environmental assets”

SBC 2017



“The Anglo-Scottish frontier is arguably the most beautiful, and certainly the most bloodstained, region of Britain”

Fraser 2000



The Cornet, Hawick Common Riding © Dougie Johnston Photography

“The Borders offers a cost competitive location and an excellent quality of life”

New Ways Partners 2011



The Borders Textile Towerhouse - a museum celebrating Hawick's textiles heritage with exhibitions, films and costume designs, Hawick © VisitScotland/Paul Tomkins

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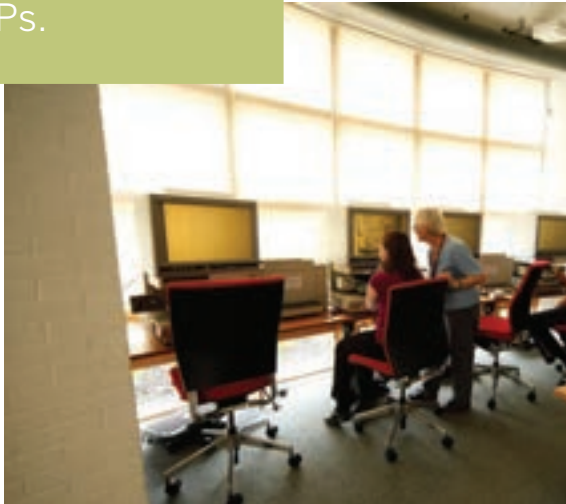
Background to National Parks in Scotland

Summary

- National Park Act (Scotland) 2000. National parks in England and Wales date from 1951
- Two existing NPs in Scotland – Loch Lomond and Trossachs and Cairngorms. 15 NPs in UK
- About achieving a balance – communities and economy as important as the environment
- No ‘one size fits all’ model – opportunity to shape model to the area’s needs
- Time for a change?

‘the working landscape’

– a concept which has the capacity to evolve, but also to divide opinion in NPs.



The Heritage Hub, Hawick © VisitScotland / Paul Tomkins



Farming near Roxburgh © Frank Wielbo

**A Scottish Model**

- 4.1 In an independent study on the feasibility of a new National Park for the Southern Borders it is important to understand the roots of National Parks in Scotland and the purpose of the enabling legislation. England (10 parks) and Wales (3 parks) have had National Parks since 1951, with the 10th and most recent being the South Downs in 2011. Scotland has two National Parks (2002 and 2003) which cover 7.2% of Scotland's land area, compared with 9.3% of England and 19.9% of Wales.
- 4.2 In Scotland, before 1997, despite a range of committees and studies, including the Ramsay Reports in 1945 and 1947, and wider public support, a lack of political will and patchy local enthusiasm for National Parks combined to prevent their establishment (Warren 2009).
- 4.3 The evolution of National Parks in Scotland is set out in the SCNP/APRS report Unfinished Business (Mayhew 2013) and by Warren (2009) and Reynolds (2016). Readers of this report are referred to these authors for accounts of past and ongoing debate. Appendix 1 sets an international context.
- 4.4 The devolution settlement of 1997 provided the necessary political conditions for a Scottish model. The National Parks (Scotland) Act 2000 provides the enabling legislation. Thus, the newly elected Scottish Government quickly passed legislation and established Loch Lomond and Trossachs in 2002 and the Cairngorms in 2003.
- 4.5 The National Parks (Scotland) Act 2000 gives our National Parks the following aims:
 1. to conserve and enhance the natural and cultural heritage;
 2. to promote the sustainable use of the natural resources of the area;
 3. to promote understanding and enjoyment (including enjoyment in the form of recreation) of the special qualities of the area by the public;
 4. to promote sustainable social and economic development of the communities of the area.
- 4.6 Rennie (2007) believed the post devolution institutional 'nation-building' agenda, was a key factor in securing the unanimous support of the Scottish Parliament for the Act, and this agenda took greater prominence than developing an IUCN type nature-based culture in our National Parks (see Appendix 1 – What is a National Park?). However, the Act embraces a revised conservation paradigm 'the working landscape'. A concept which has the capacity to evolve, but also to divide opinion.

- 4.7 Stockdale and Barker (2007) note similarities to park legislation in England and Wales, but emphasise that Scottish parks arose from a very different developmental heritage and were **always intended to combine environmental management with local rural development**. From Donald Dewar's first commitment to Scottish National Parks in 1997, the Act's distinctiveness was emphasised: *'We are not...'*, Dewar declared, *'... talking about importing the English model... of National Parks into Scotland. We are looking for a unique Scottish solution to meet the particular requirements of Scotland'* (Rennie 2007).
- 4.8 Dewar sought balance. *'We want to establish proper control of visitors and associated issues. The land erosion and damage to tree roots, which can be seen, and the problem of water skiing on Loch Lomond, are good examples of why we must strike a balance. The point of a national park is to create and enforce that balance.'* (Official Report 10 February 2000). Seventeen years on and that balance is still evolving.
- 4.9 Sarah Boyack MSP, then the Minister responsible for the Act, commented in 2000 that *'An integrated rather than a sectoral approach is needed to manage these pressures in a way which minimizes the conflicts and maximizes the benefits'*. Warren (2009 p219) was more direct when he said *'The new National Park Authorities inherit an inspiring but unenviable challenge as they set out along uncharted tighropes amidst the crosswinds of high expectations, multiple objectives and conflicting demands. The battle for NPs in Scotland has been won. Ahead now lies the challenge of making them realise their positive potential'*.
- 4.10 When compared to other countries, the fourth aim in the Scottish legislation is highly distinctive, as is 'sustainable' in the second aim; although the word is not defined. The fourth aim addresses concerns that parks would be overwhelmingly about 'conservation' and recognises that parks in Scotland will inevitably encompass communities, businesses, privately owned homes, property and land with a long standing economic and social worth safeguarded by 'human rights' and 'natural justice'.
- 4.11 National Park Authorities (NPAs) are charged with securing this balance and the long-term interests of the park by ensuring that the aims are collectively achieved in a coordinated way. How they will do this is set out in the statutory National Park Partnership Plans (NPPP). Other public bodies are required to 'have regard' for the aims when exercising their statutory and policy function. (This does not mean the aims are binding; but they must be given proper consideration and included in any associated plans).
- 4.12 Achievement of one aim should not undermine the achievement of another. All four aims are part of a common integrated purpose. Within the spirit of the legislation, the starting point in any decision-making process must be to work towards a solution which achieves all four aims.
- 4.13 However, where there might be irreconcilable conflict between aims, the Act's Section 9(6)) guides the NPA to give greater weight to protecting the area's natural and cultural heritage (the first aim). Sometimes called the 'Sandford principle' as it is like a clause introduced to English and Welsh legislation by Lord Sandford's committee in 1974.
- 4.14 Critics, mainly from the conservation ranks, would like to see more frequent application of the 'Sandford Principle' in Scottish NPA decisions as weight in support of the first aim. But its application is not straightforward and is being defined in case law.
- 4.15 For example, in his written opinion on an Appeal to the Court of Session in September 2012 Lord Glennie said: *'That greater weight need not necessarily be decisive. Further, greater weight only has to be given to that aim where that aim is in conflict with one or more of the other aims identified in s.1(a) of the Act. The Act contemplates that in many cases there will not be any conflict'*. (Glennie 2012)

90% of the public say that NPs are important to them.



Securing a balance

- 4.11 National Park Authorities (NPAs) are charged with securing this balance and the long-term interests of the park by ensuring that the aims are collectively achieved in a coordinated way. How they will do this is set out in the statutory National Park Partnership Plans (NPPP). Other public bodies are required to 'have regard' for the aims when exercising their statutory and policy function. (This does not mean the aims are binding; but they must be given proper consideration and included in any associated plans).
- 4.16 Secondary legislation, normally a Designations, Transitional and Consequential Provisions Order, sets out the detail on NPA constitution, functions and powers and how and when they can be interpreted and exercised. The Scottish model means **no one size fits all** and secondary orders are intended to address different area characteristics and management.

4.17 Although relative newcomers to the National Park 'family' LLTNP and CNP quickly encountered the social, political, economic, and ecological complexity and change that characterises National Parks worldwide. Scottish National Park Authorities (NPAs) are seeking new approaches, through collaboration and partnerships, and new sources of income.

4.18 The two parks are both, fundamentally, new rural service-delivery methods. National Park Partnership Plans address visitor experience, rural development and conservation with a statutory commitment to planning and access. LLTNP has full planning powers and the CNPA has call in powers.

4.19 But, the two NPAs have adopted different management approaches and organisational structures. For example, LLTNP directly provides visitor services – Ranger Service (one of the largest Ranger Services in the UK), Loch Patrol, boat launching sites, visitor centres etc – the NPA having taken over infrastructure and established services around Loch Lomond. Recently, bye laws to control loch-side camping have been approved by Ministers.

4.20 In the Cairngorms, delivery is mainly carried out in partnership and collaboration with others and no rangers are directly employed by the CNPA nor do they have assets like park visitor Centres, car parks or toilets. Table 10.3 in section 10 shows the headline 17/18 budget allocations for both NPAs illustrating the differences.

4.21 Challenges for the parks include a growing emphasis on tourism development and branding, changing community demands and environmental pressures due to growth, economic turmoil and a reduction of available resources. Scottish Government priorities are built around achieving sustainable economic growth – not a new concept for parks. Wallace Stegner (1909 – 93) US writer and environmentalist said *'if we preserved as parks only those places that have no economic possibilities, we would have no parks'*. New, smaller bodies, like NPAs, can respond more rapidly, be more flexible and be open to new ideas. Equally, they can be subject to scrutiny and criticism from pressure groups.

4.22 Both NPAs are focused on innovation and attracting more of their own income and project based funding. Long term action on affordable housing allocations for local people, large scale habitat improvements, access network maintenance and socio-economic and ecological monitoring loom large in NPA programmes and still require core public finance. grant-in-aid budget reductions make it harder to sustain some aspects of park aims and governance, but do stimulate thinking on economic justifications, leaner structures and new sources of funding.



Engagement in regional, cross border and international collaboration...

Antique and flea market, Kelso
© VisitScotland/Paul Tomkins

Time for a Change

4.23 In 2008, the Minister intimated *'our openness of mind on future structures'* for National Parks. This openness of mind is highly relevant for Borders because it allows for simpler, lower cost options to be proposed. And, as Scottish Land and Estates note,⁴ Brexit and other pressure means if our rural areas are to thrive, public and private investment must be delivered in different ways.

4.24 *'The Scottish Government recognises that natural capital contributes to a fairer society, a more sustainable economy, and a healthier environment'*

(First Minister, in her opening speech to the World Forum on Natural Capital, 2015).

5

Challenges and needs

Summary

The Scottish Borders has a 'mixed' score card - showing some growth overall but looming signs of underlying key weaknesses e.g.:

- ◆ Fewer young people and those of working age
- ◆ Rapid increase in proportions of older people – much greater than Scottish averages
- ◆ Lower GVA per head than Scottish average
- ◆ Higher proportion of micro enterprises than Scottish average and less innovation
- ◆ Low levels of digital connectivity
- ◆ Road Condition Index showing roads in worse condition than other rural areas
- ◆ Higher average house prices, lower average incomes than the Scottish average
- ◆ Biodiversity decline

Larger numbers of lower spend day visitors compared to higher spending tourists

Twin track Borders. Tweeddale, Eildon and Berwickshire compared to Cheviot, Teviot and Liddesdale where there is:

- ◆ Lower economic performance
- ◆ Greater social needs
- ◆ Greater population loss and health challenges

Introduction

- 5.1 To address the Campaign's desire for a well substantiated case for a National Park designation in the Southern Borders - understanding the economic and social challenges and needs of the area is essential. Establishing if there is a fit with national and regional policy direction is also important as any proposal must embrace an integrated approach.
- 5.2 The whole Scottish Borders Council area is 473,614 hectares (1,827 square miles). Located in the South East of Scotland, Edinburgh and the Lothians is to the North, Northumberland to the South and Dumfries and Galloway to the West.
- 5.3 The estimated population for the Scottish Borders was 114,030 in 2014: an increase of 0.1 % from 113,870 in 2013. Predominantly rural, only two towns, Galashiels (12,670) and Hawick (14,003), have more than 10,000 residents and 30% of the population lives in settlements of under 500 people or in isolated hamlets. The area is the fourth most sparsely-populated mainland local authority area in Scotland. In February 2017, Scottish Borders Council budget plans included a five-year revenue plan of £1.3 billion and a ten-year capital plan of £321 million.
- 5.4 Although the total population in the Borders has grown steadily over the last 10 years and is predicted to grow further, the proportion of the population which is in the working range has remained in the region of 61% since 2001 (lower than the Scottish average of 66% in 2010). Only 13.5% of the Borders population are aged 16 to 29 years: the Scottish average is 18.3%.
- 5.5 Between 2010 and 2035 the National Records of Scotland project a 10.6% increase in population for the Scottish Borders from 112,870 to 124,824 with an almost 50% increase in those over 64 and a 100% increase in those over 75. Table 5.1. There are significant minorities of single and widowed people, particularly women, who are surviving into extreme old age. There will be a rapid acceleration of care needs over the next two decades alongside a significant decline in the care providing age groups.
- 5.6 The projected change in the Borders by broad age group highlights the ageing population and the reduction in people of working age (both in terms of proportions and numbers). This demographic profile has major implications on the future delivery of services, especially social services, on the future workforce and on economic development in the Borders.

Table 5.1:
Population change in the Scottish Borders 2010 -35

Age Group	2010	2035	Projected Change (%)
0-15	19,880	21,458	+7.9
16-29	15,570	17,094	+9.8
30-49	29,544	26,773	-9.4
50-64	24,996	20,561	-17.7
64-75	12,633	18,603	+47.3
75+	10,247	20,335	+98.4

Economic challenges

- 5.7 The Gross Value Added (GVA) per capita is significantly lower in the Scottish Borders compared to Scotland and the UK. GVA per head fell between 2007 and 2013 – from 72% to 70% of Scottish average; average weekly wages also slipped. Most recent (2014) data shows that jobs in the Borders, at £456 per week, pay below the Scottish average of £519 and the UK average of £518. Many in the region commute to better-paid jobs in Edinburgh and the Lothians, Berwickshire and Northumberland raising the area average.
- 5.8 In 2014, the GVA per capita for the Scottish Borders was £17,180 compared to £23,102 for Scotland and £24,958 for the UK. GVA per head is not an entirely accurate measure of regional productivity as the population estimates used to calculate it include economically inactive people. However, if the gap between the regional and national average continues to grow so does the risk of an unbalanced economy vulnerable to external factors.
- 5.9 Compared with Scotland, the Scottish Borders has a higher proportion of mainly small enterprises in agriculture, forestry and fishing – 24% of all enterprises in the Borders – compared to 10% in Scotland. Total employment in these industries is holding relatively steady at 7% (1.7% Scottish average) of the Border workforce, but few net new jobs have been created as the overall economy has expanded. Borders agriculture will probably continue to employ fewer people as it becomes increasingly efficient and automated. Farming support is facing an uncertain future post-Brexit.
- 5.10 Taking forestry as an example, large parts of the proposed National Park area are afforested but limited added value is created locally. In the

Borders Railway northbound © Dougie Johnston Photography



The Gross Value Added (GVA) per capita is significantly lower in the Scottish Borders compared to Scotland and the UK.

'macro region' of the Borderlands (SBC, Cumbria, Northumberland and Dumfries and Galloway) forestry, employed 7,343 people in 2013, but only 6% are employed in the Scottish Borders compared to 48% in Cumbria and 28% in Northumberland. The Scottish Government wants woodland cover to go from 17% to 25% by 2050 and if, post Brexit, forestry prospects improve some additional planting will be in the Southern Borders, but how much added value it will bring to the area is unclear.

- 5.11 Generally, employment in non-service industries like manufacturing in the Borders has fallen, as it has over Scotland. Nevertheless, between 2010 and 2015 the Scottish Borders economic turnover increased by £313 million a significant 10.9% increase above the 1.3% increase for Scotland. But in Hawick for example, where textile manufacture was dominant, replacement economic activity has been slow to emerge and social disadvantage is growing.
- 5.12 The Scottish Borders has a similar proportion of micro/small businesses compared to Scotland

(94% vs. 96%), however micro/small enterprises account for 47% of turnover in the Scottish Borders compared to 24% for Scotland. Most of the micro / small businesses have less than 10 employees. The decline of larger employers has forced self-reliance, but consequently created features of low pay, job insecurity and seasonality.

- 5.13 The lower proportion of enterprises in professional, scientific and technical activities may adversely affect the GVA for the Scottish Borders. SBC considers that the area needs to strengthen the key sectors of food and drink, tourism, textiles, creative and digital arts, if it is to have similar levels of growth to that experienced nationally and notes a relative lack of cutting edge commercial innovation.
- 5.14 Growing businesses require good digital connectivity. For example, the tourism industry reports that 68% of visitors use smart phones to access information while in Scotland. The Scottish Borders faces huge challenges in terms of physical, digital and mobile connectivity .
- 10Mb/s is the universal service obligation by the UK Government and 24% of premises in the Borders are unable to receive connections with this speed;
 - 47.8% of Scottish Borders premises have no 4G signal and 83% of the Scottish Borders geographic area has no reliable 4G coverage from any operator;
 - Visitor satisfaction with digital connectivity in the Borders (mobile phone, free wifi and 3G/4G) was amongst the lowest of all Scottish regions in the VisitScotland 2015/16 survey.
- 5.15 Tourism and other growing businesses require good transport connectivity and the Borders rail line to Tweedbank is welcome. But the condition of roads in the Scottish Borders is deteriorating faster than in other rural areas, according to an SBC study published in 2015. The Road Condition Index (RCI) for the Borders became worse from 2013 – 15 with more routes rated as red (poor condition). Furthermore, the A68 only achieves trunk status at the Border and being locally-maintained in England may mean 'sat-nav' users are directed onto other routes by-passing the area. Currently, the Borders does not provide a great choice for electric vehicle users to charge their vehicles. As of March 2016, there were 35 public electric car charging points in the Borders, of which seven are Rapid. But Teviot and Liddesdale only have two and Cheviot six.
- 5.16 Overall, the Borders is seeing a broader transition from a commodity-based to a services and knowledge-based economy and this trend is likely to continue. More residents than the Scottish average earn below £10,000 but a higher proportion than average earn more than £30,000. Workless household numbers have declined although there are still 6,000 across the region and pockets of persistent deprivation remain. The outlook is mixed, but many of the long-term challenges and weaknesses in economic and social conditions are more acute in the Southern Borders than elsewhere in Scotland.

Fragile communities and inequalities?

5.17 Scottish Borders Council usefully gathers socio-economic data for six geographical localities, Berwickshire, Cheviot, Eildon, Teviot and Liddesdale, and Tweeddale. By identifying and analysing local trends, and comparing these with the national picture, insights into the current economic 'make-up' of each area's needs are achieved.

4.5 million people live within a two-hour drive time of the central Scottish Borders.
Nearly 8 million people live within a three-hour drive time.

5.18 **Of primary concern are the special socio-economic needs of the proposed National Park area in the Southern Borders defined as Teviot and Liddesdale, Cheviot and part of Eildon.**

5.19 Cheviot is the smallest locality in Scottish Borders, with the second-smallest population. Teviot and Liddesdale is the smallest of the five Scottish Borders localities in terms of population yet 85% of the population live in the locality's main town of Hawick and in the two larger villages of Denholm and Newcastleton. The largest of the proposed National Park area options is approximately 1000km² with some 20,000 residents, if Hawick is included.

5.20 Teviot and Liddesdale is the only locality in the Borders losing population over the past 10 years, mostly due to population migration from Hawick, whereas the population in the rural parts of the locality has increased. The GVA per capita in the Borders is lower than for Scotland which in turn suggests the GVA for the Teviot and Liddesdale area will be lower still.

5.21 Looking more closely at some output areas in the proposed National Park area of Cheviot, Teviot and Liddesdale (Census Local Output areas numbers 95619, 94960, 94959, 94968, 95620, 94983, 95001, 94998) data shows that population trends facing the wider Borders area are more pronounced here. In the proposed National Park area, numbers of 16-29 years' age group are around half the Scottish average and age groups 60-74 years are significantly above the Scottish average.

5.22 Galashiels, Tweedbank and Melrose are enjoying a recent boost from the Borders rail link and Melrose has the highest footfall rate per 1000 residents, four times that of Hawick, and reflecting its tourism activity. Kelso saw a 27% increase in average weekly footfall 2012-15 in the town centre, whereas Hawick saw a drop of 42%, suggesting major leakage from the Teviot economy and/or a slowdown in visitors to the area.

5.23 The proposed National Park area could already see less discretionary spending by residents than in other parts of the Borders. Towns like Peebles and Melrose seem to enjoy non-employment spending power, largely investment and retirement income, held by comparatively wealthy retirees living in the area, which appears to benefit local shops, restaurants and trades.

5.24 61.5% of households in the Scottish Borders are owner-occupiers: this is the most typical tenure type in the region, although around average for Scotland. The Scottish Borders has a more active private rented sector than the Scottish average and a higher proportion who live "rent free", per the 2011 Census. This may include those in tied housing, whose accommodation is provided with their job; this arrangement is typically found in the agricultural and rural estate communities that are more common in Scottish Borders than elsewhere in Scotland.



Newcastleton © Frank Wielbo

5.25 Average house prices across the Borders tend to track above the Scottish average, £176,700 compared to £168,495 for the third quarter of 2016/17, while average incomes are well below. Domestic property prices in the proposed National Park area are lower. Newcastleton, (per rightmove.co.uk February 2017) with an overall average price of £157,177 was more expensive than nearby Hawick (£96,323), Jedburgh (£148,257) and Selkirk (£127,009).

5.26 A lower level of economic activity in the proposed National Park area is both a weakness and an opportunity as it means that office, commercial and industrial floor space and employment land is very competitively priced compared to other areas. And, unlike most other National Parks in the UK, there appears to be a good stock of lower priced properties available to rent and buy.

The VisitScotland survey in 2011 showed that 50% of overnight visitors to the Scottish Borders were from England, Wales and NI.



Tourism opportunities and challenges

- 5.27 4.5 million people live within a two-hour drive time of the central Scottish Borders. Nearly 8 million people live within a three-hour drive time. Tourism is a key sector in the Scottish Borders economy and is facing both opportunities and challenges. Tourism would be central to the proposed National Park local economy.
- 5.28 There is some debate over volume and value of tourism statistics for the Scottish Borders. SBC use STEAM⁹ derived data while Scottish Government and VisitScotland use the Great Britain Tourism Survey, the International Passenger Survey and direct survey techniques¹⁰ in calculating their data so their figures are different and not directly comparable.
- 5.29 The SBC STEAM survey estimates an economic impact of £194 million annually, supporting approximately 4000 jobs (2015)¹¹. About 1.8 million people visited the Scottish Borders in 2015, spending 3.5 million days in the area. Of these, 1.15 million were day visitors¹².
- 5.30 The Midlothian & Scottish Borders Tourism Destination Audit 2015, commissioned by SBC and Midlothian Council to identify tourism business development opportunities arising from the Borders Railway, noted three main issues to be addressed to underpin business development opportunities through the railway: Coordination of Business Communications, Winning Hearts & Minds, and Capacity.
- 5.31 The new railway has attracted more passengers than were anticipated and, STEAM data suggests, early impact results are positive. When comparing Jan-June 2015 with Jan-June 2016 (pre-and post-Borders Railway opening) figures from Borders STEAM for January 2017, show:
- The number of visitor days in hotels and bed and breakfasts has risen by 27%;
 - A 20% rise in visitor spend on food and drink;
 - Visitor spend on accommodation is up 17%;
 - A 16% rise in overall visitor spend;
 - The number of days that visitors stayed in the Borders has increased by almost 11%;
 - An 8% increase in employment related to tourism.
- 5.32 Despite this welcome data some stakeholders believe that, so far, the economic benefits from the Borders railway are limited and many places and businesses have not reported a significant uplift in trade. Reopening the rest of the line to Carlisle would be likely to improve prospects¹³ for Southern Borders and towns like Hawick, but that opportunity is a decade or more away. The 2015 Audit on the first section of the railway to Tweedbank concluded:
- “The railway will not deliver tourism benefits if every business sits back and waits for someone else to take the lead in initiating the development of new products and services. It will not deliver tourism benefits if every business sits in its own little silo and only collaborates with others in the same sector or the same local community. A wider vision is needed to make the most of the tourism opportunities the Borders Railway can bring”.*
- 5.33 Meanwhile, VisitScotland published data estimates that 3,500 people (2013) are employed and £47.8 million GVA is generated by leisure overnight tourism in the Scottish Borders. The total annual spend of £77 million comes from 290,000 domestic visitors and 38,000 overseas visitors to the Scottish Borders. Typically, accommodation makes up 42% of the spend of staying visitors; food and drink is 27%; shopping is 13%; transport /fuel is 8%, and leisure is 9%. The average spend per person is around £80 per day. Those on overseas trips spend more than twice as much per trip as domestic visitors¹⁴.

⁹ STEAM providers, Global Solutions, advise that their model is not designed to provide a precise and accurate measurement of tourism in a local area, but rather to provide an indicative base for monitoring trends. The confidence level of the model is calculated to be within the ranges of plus or minus 10% in respect of the yearly outputs and plus or minus 5% in respect of trend. At a minimum, the implementation of STEAM depends on: information on occupancy percentages each month for each type of accommodation; bed stock for each type of accommodation within the areas to be surveyed; attendance at attractions/major events by month; TIC visitor figures by month.

¹⁰ VisitScotland report that in 2015/16, 2,999 people responded to a follow-up online survey on their return home. 505 visitors were interviewed in the Scottish Borders and 127 visitors answered specific questions about their visit to the area via the follow-up online survey.

¹¹ The 2015 Audit noted that “While there may be some questions about the absolute volume and value figures that STEAM produces, it is the most robust means of tracking trends over a period.”

¹² Tourism - economic impact and business opportunities Report to SBC Executive Committee 31 January 2017.

¹³ Summary Case for a New Cross-Border Rail Link Campaign for Borders Rail

¹⁴ <http://www.visitscotland.org/pdf/Tourism%20in%20Scotland%20Factsheet%202015.pdf>

5.34 VisitScotland survey showed 1,048,000 overnight stays in the Scottish Borders; approximately 40% in self-catering with 20% in hotels, 5% in B&B and 12% other accommodation with 23% staying with friends or relatives¹⁵. In 2015, VisitScotland occupancy figures for the region showed that hotels and guest houses achieve average annual occupancy levels well below the Scottish average, while self-catering properties show an average annual occupancy significantly above the Scottish average.

5.35 In the 2015/16 VisitScotland survey, compared to other regions, the Scottish Borders recorded the highest proportion of touring caravan / motorhome overnight stays and amongst the smallest proportion of Air B'n'B, Couchsurfing or roomorama, glamping overnight stays. This is indicative of both mobile visitors passing through the area and a more traditional approach to accommodation provision for an older market.

5.36 The VisitScotland Visitor Survey 2015 showed that 8% of all tourists to Scotland came to the Borders, while 17% and 12% visited LLTNP and CNP respectively. Of all tourists, 5%, 7%, and 6% respectively stayed overnight in the Borders, LLTNP and the CNP.

5.37 The 2015 Great Britain Day Visits Survey records average spend by visitors on a day trip from home across Scotland. Day trip spend was reported as being lowest in the South of Scotland (including the Scottish Borders) at £30 per person (Transport £6.30, Food and Drink £12.90, Entrance fees £4.20, Shop £5.40, Other £1.20).

5.38 The VisitScotland survey in 2011 showed that 50% of overnight visitors to the Scottish Borders were from England, Wales and NI, 39% are from other parts of Scotland and 11% are from overseas. The Scottish Borders is more reliant on domestic visitors than other parts of Scotland. The age profile of visitor to the Scottish Borders is older than for Scotland overall, with 31% of visitors being aged 55 or over and only 8% being in the 16 – 24 age group.

5.39 Two-thirds of visitors were attracted to visit the Scottish Borders because of the scenery and landscape – significantly more than Scotland overall (50%). The history and culture of the area was also important for just under half of visitors¹⁶. This is a major increase on the 2011 survey when the top reasons given by visitors were:

- The scenery and landscape (cited by 35% of visitors)
- It's an area I know well (cited by 17% of visitors)
- To enjoy a specific activity (16% of visitors)
- History (16% of visitors)
- To visit a specific attraction (16% of visitors).

66% of visitors come to the Scottish Borders for the scenery and landscape.



Mountain biking © VisitScotland/Ian Rutherford



The Celtic Goldsmith © VisitScotland/ Paul Tomkin



¹⁵ Tourism in Scotland's Regions 2015 Updated October 2016.

¹⁶ Tourism in Scotland's Regions 2015 Updated October 2016

5.40 Off-road cycle provision in the Tweed Valley has proved hugely popular with riders in recent years. Glentress attracts over 300,000 annual users; Newcastleton has another smaller trail centre. Despite this, cycling is not recorded as a significant motivation in the 2015/16 survey for overnight visitors suggesting a day market user group mainly coming to the central Borders.

5.41 Indeed, local businesses report that many riders are day trippers and quite self-contained with limited additional spend on serviced accommodation, food and beverage¹⁷. *Go Ape* report 95% of their customers at Glentress are on day trips from the central belt and their numbers are half that of their site in the LLTNP at Aberfoyle¹⁸. Investment, such as the Forest Holidays accommodation project at Glentress, may bring in more long stay, higher spending visitors, but their welcome contribution to the economy may take longer to filter through to the Southern Borders.

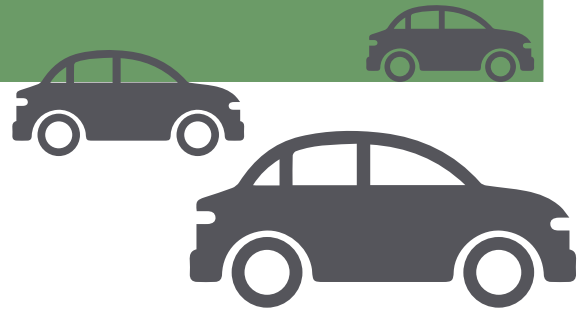
5.42 The Midlothian & Scottish Borders Tourism Destination Audit 2015 reported similarly mixed findings for the Borders Rail project and included the following challenges and unmet potential for growing Borders tourism.

- A limited number of hotels with capacity to accommodate leisure or business tourism parties of any size;
- No national budget hotel chains such as Premier Inn and Travelodge and only two national branded hotels;
- Potential to develop one or two larger self-catering complexes, particularly if they can be aligned to the outdoor activities in which the region excels;
- Virtually no hostel or bunkhouse accommodation;
- Opportunities to attract the less committed and novice activity tourist by combining “softer” outdoor facilities with heritage, cultural and food and drink products;
- The heritage product of great houses and ruined abbeys mostly operates only seasonally and is traditional in its presentation;
- Potential to create more cultural activity packages;
- Greater joint promotion of quality food and drink products;
- Opportunities for strengthening the evening economy.

5.43 For reference, Northumberland and other Scottish National Parks show the following volume and value data from both STEAM and VisitScotland.

Northumberland, with a population approximately 2.7 times larger than the Borders, reported 2015 STEAM figures showing an economic impact of £816m supporting 11,600 direct jobs from 14.8 million visitor days, of these 7.8 million were day visitors.

The proposed National Park area is an area performing less well than the Scottish average in several key measures.



The VisitScotland Scottish National Parks Sector Review-2012 recorded that 482,000 UK trips to the LLTNP and 571,000 UK trips to the CNP were made in 2012. A total of £243million was spent within Scotland's national parks in 2012 by domestic visitors, a 25% increase on 2011.

The average spend per trip to Scotland's national parks in 2012 was £226. Tourism is vital to the Cairngorms National Park. It accounts for 30% of the economy (GVA is circa £400million) and 43% of employment.

Social challenges

- 5.44 In looking at the special social needs of the proposed National park area, data from the 'KnowBorders: Scottish Borders Community Planning Partnership Strategic Assessment August 2016 Update' produced by the Strategic Policy Unit of Scottish Borders Council suggests that the Scottish Borders might be actually 'Two Borders'.
- 5.45 Firstly, the Central Borders area represented by the Tweed Valley – Peebles/Galashiels/Melrose/St Boswells/ Kelso appears to be a relatively prosperous area, with social measures mostly better than the Scottish average.
- 5.46 Secondly, the 'Southern Borders', the proposed National Park area, comprising the more isolated parts of Teviot and Liddesdale and Cheviot to the south and east with high ground, remoter villages and the town of Hawick is an area performing less well than the Scottish average in several key measures. The Borderlands strategy also highlights the persistent levels of socio-economic deprivation adjoining the Anglo-Scottish border.



Kirk Yetholm Village © Duncan Bryden

Yetholm has the highest proportion of pensioners and the lowest proportions of children and working age people.



5.47 For example, with measures below the Scottish average, the Teviot and Liddesdale locality has the highest proportion of people in the Borders:

- classified as income deprived, well above the Borders and even the Scottish average;
- of working age population who are employment deprived;
- of working age population claiming 'Out of Work Benefits';
- of children living in poverty;
- of people claiming pension credits (60+).

5.48 Other indicators for the locality are the "missing section" of young working-age people in the Cheviot population. Yetholm has the highest proportion of pensioners and the lowest proportions of children and working age people out of any settlement in the Scottish Borders - but its population is increasing. There is a much higher age of carers here than the Scottish average.

5.49 The high average number of vehicles per household points to people having to travel for work, possibly the higher earning residents. This potentially brings additional disposable income into the area, but highlights the need to address the lack of higher value jobs available locally. Unemployment is generally the highest in the Borders and average earnings are lower, consistently below the Scottish average, although qualifications and occupations are more comparable. A higher proportion of respondents 'do not use internet or email' in Teviot (16.5%) compared to the Scottish Borders (14.9%).

5.50 Teviot and Liddesdale has the second-smallest proportion of owner-occupiers of the five localities, after Cheviot, and the highest proportion who rent their home, particularly from a social housing provider, as it also has the second smallest proportion of those who rent from a private landlord.

5.51 A larger rented sector indicates a younger workforce, but a disproportionately large social rented sector indicates a lack of affluence and confidence amongst young families to enable them to buy their own home. Critics argue that the reduction of permanent housing stock resulting from the use of homes as holiday lets drives up prices and can prevent first-time buyers from entering certain markets, although the stock of low-cost houses for sale in the Southern Borders remains plentiful.

5.52 The Scottish Borders Household Survey 2015 results show that people in the Teviot and Liddesdale and Cheviot area report some significant civic disadvantages compared to other parts of the Borders

- When asked to rate their neighbourhood as a place to live, respondents in the Teviot area expressed the greatest dissatisfaction in the Borders;
- When asked if their neighbourhood had 'got better or worse' over the past three years, almost 20% of people in the Teviot area thought their neighbourhood had 'got worse';
- 20% of the adults in the Teviot area were 'very dissatisfied / fairly dissatisfied' with street cleaning;
- satisfaction in street cleaning and local public toilets was lowest in the Teviot area;
- The area with the lowest level of reported voluntary work was the Teviot area;
- Cheviot was least satisfied with opportunities for participating in SBC decision making.

5.53 An analysis of the EU LEADER programme in the Scottish Borders between 2007 and 2013 showed there were 70 projects receiving over £3.5 million for the Scottish Borders. 51% of the projects were 'Borders Wide'. Of the five localities, Cheviot got 6% of projects (8% of funding) while Teviot and Liddesdale got only 4% of projects (2% of funding) and received the least LEADER funding for area specific projects.

5.54 The Scottish Government approved an allocation of funding for Scottish Borders LEADER 2014-20 of £4 million and the programme was launched in 2016. The focus is on enterprise, small businesses, people and areas of rural deprivation. After the Brexit referendum, the UK and Scottish Governments have many issues to resolve, and no clear guidance is available yet on LEADER funding beyond 2020.

Health challenges

5.55 Health in the Scottish Borders is mostly better than or comparable with the Scottish average, but there is evidence in Teviot and Liddesdale of long term age-related health conditions. The rurality and lack of public transport in the Borders limits the range of activities that children and young people can engage in. This can have a negative impact on both physical and mental health.

5.56 Cheviot has the highest proportion of people who exercise daily (they may have more time), Teviot the lowest. For 2011-2013 Scottish Borders and particularly Teviot and Liddesdale had a higher rate of people hospitalised with Coronary Heart Disease or asthma and diabetes compared to the Scotland average.

5.57 On a wider note, physical inactivity is the second biggest cause of mortality, leading to around 2,500 premature deaths in Scotland every year. Increasing physical activity can lead to improvements in many conditions, from heart disease to mental health issues.

Biodiversity challenges

5.58 Biodiversity plays a huge part in making the Borders an attractive place to live in and to visit. However, in their recent submission to the Scottish Government on planning reform SBC reports that:

"We are already experiencing a decline in biodiversity and an increasing fragility of our environmental assets, so it is critically important that environmental issues are given sufficient weight in the decision-making process and are not overridden in the drive for development."¹⁹

Policy fit

5.59 A National Park should contribute to the Scottish Government's wider national objectives set out in the National Performance Framework and address regional priorities including:

Face Painting @ VisitsScotland/David Cheskin



The rurality and lack of public transport in the Borders limits the range of activities that children and young people can engage in.

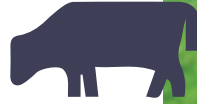


Disused Boat House Lindean Loch © Frank Wielbo

NATIONAL AGENDAS

5.60 Delivery of Scottish Government's Strategic Outcomes, 2,4,6,10,11,12,13,14,16.

- Climate Change
- Reversing the loss of biodiversity
 - 2020 Biodiversity Challenge
- Building Natural Capital
- Making Scotland More Active
 - Cycling and Walking Action Plans
- Empowering communities to take the lead
- Sustainable economic growth
 - Scottish Planning Policies and National Planning Framework 3
 - Tourism 2020



Encouraging sustainable economic growth.

REGIONAL STRATEGIES AND PLANS

5.61 Scottish Borders Council's ambition for the Borders is 'We seek the best quality of life for all the people in the Scottish Borders, prosperity for our businesses and good health and resilience for all our communities.'²⁰ A National Park could help delivery across six of SBC's eight priorities

- Priority 1: Encouraging sustainable economic growth
- Priority 4: Building the capacity and resilience of our communities and voluntary sector
- Priority 5: Maintaining and improving our high-quality environment
- Priority 6: Developing our workforce
- Priority 7: Developing our assets and resources
- Priority 8: Ensuring excellent, adaptable, collaborative and accessible public services

National Parks are well placed to champion a low carbon approach

*'By 2023 the Scottish Borders will have a more resilient low carbon economy. By supporting businesses and communities to reduce their carbon footprint, our business competitiveness and quality of life will be improved.'*²¹

Scottish Borders Local Development Plan 2016

Strategic Development Plan for Edinburgh & South East Scotland (2013)

Edinburgh and the South-East City Region Deal

- Four interconnected programmes – innovation hubs, infrastructure investment, a regional housing programme, cultural tourism investment

South of Scotland Alliance - Scottish Borders Council Dumfries and Galloway Council, Scottish Enterprise

- South of Scotland Competitiveness Strategy 2016-23
 - Fostering a culture of innovation
 - Inspiring enterprise and entrepreneurship
 - Creating resilient, future proof enabling infrastructure

Borderlands Strategy 2015

- Economic and social evidence base for a collaborative approach by five councils

Scottish Borders Tourism Strategy 2013–2020

- To capitalise on the opportunities offered by our inherent assets. Enhance the product offering and optimise the benefits to be gained from these key assets. Encourage responsible custodianship of the Region's built and natural environment, scenic and wildlife assets by supporting government, local government, agencies, land owners and managers to manage and protect the Region's landscape and wildlife assets in a manner that maintains and improves the qualities of beauty, remoteness, wildness, peace and tranquillity. Inculcate a mutual understanding by all the Economic Value of Landscape to the Region's Tourism Industry.

LEADER 2014-20 Local Development Strategy

- The main theme is the creation of Enterprising Communities.

Solway and Tweed River Basin Management Plans

- set out how organisations, stakeholders and communities will work together to improve the water environment

5.62 Measures and indicators include the following baselines:

- Scottish Borders Community Planning Partnership 2016 Strategic Assessment – August update
- 2012 Scottish Borders and the Scottish Index of Multiple Deprivation (SIMD)
- STEAM and VisitScotland tourism surveys



6

Special qualities

Summary

- Unique and distinct Border culture of national significance e.g.
 - ◆ Greatest density of recorded prehistory and pre-Christian sites in Scotland
 - ◆ Common Riding, traditions and events
 - ◆ Tweed cloth and Cheviot sheep
- Strong and deep literary and artistic connections
- High end textile products for world fashion centres
- Outstanding landscape – inextricably tied to the ebb and flow of Border/Scottish history
- Good foundation network of paths, trails and ways providing people with access
- Very special geodiversity and natural heritage resources
- Longer term possibility of re-opening Waverley line.





Summer storm over Cheviots © Ian Oliver Photography

Introduction

- 6.1 The special and evocative qualities of the Southern Borders are central to making the case for its proposed designation as a National Park and the basis of its appeal and prospects for economic prosperity. I found that the area has an outstanding and unique concentration of cultural heritage, landscape and wildlife assets of significance both to Scotland and internationally. A summary of the contribution made by different features and their characteristics is shown below, with further detail supplied by specialists shown in Appendix 2.

Cultural heritage

- 6.2 Section 36 of the National Parks (Scotland) Act 2000 defines 'cultural heritage' as including structures and other remains resulting from human activity of all periods, languages, traditions, ways of life and the historic, artistic and literary associations of people, places and landscapes. Pre-history and archaeology.
- 6.3 Cheviot has the greatest density of recorded prehistory and pre-Christian sites in the Scottish Borders and possibly in Scotland with, perhaps, the greatest density of Roman sites in Scotland,
- The hills are marked by forts and cultivation going back to the pre-Christian era.; such as Pennygant and Din and very possibly the iconic centre piece of Teviotdale, shapely Ruberslaw,
 - Names like Trimontium, Chesters and Bonchester Bridge and roads like sections of the A68 are reminders of the Roman occupation.

Language, traditions, ways of life

- 6.4 Until the 17th century the people of this region were in many ways a society apart from the rest of Scotland. This created a unique authenticity still prevalent in some of today's traditions.



Bemersyde standing stone © www.bluefinart.com

For example:

- Hawick and vicinity – distinct linguistic development.
- Common Ridings, sport like rugby and traditions of hand ba'.
- The Borders dialect has the distinction of a long tradition of poetry and song giving rise to the great Border Ballads in Scots.
- Many people in the Borders today still bear names of historic Border families - Kerr, Scott, Elliot, Armstrong, etc.
- Yetholm Gypsies found that the border location made travel and avoidance of persecution easier and the last true King of the Gypsies died in Kirk Yetholm in 1883.
- The King's Own Scottish Borderers, now 1 Scots Royal Regiment of Scotland, conveys an immediate recognition of place, people, values and characteristics.
- The eponymous Border Terrier, bred to work in the Border hills.

Table 6.1:
Heritage sites in the Southern Borders

HES	Dryburgh Abbey, Hermitage Castle, Jedburgh Abbey, Kelso Abbey, Melrose Abbey, Smailholm Tower
NTS	Harmony Garden and Priorwood Garden, Melrose
SBC	Heritage Hub and archive Heart of Hawick, Drumlanrig Tower Harestanes Countryside Visitor Centre
Communities	Liddesdale Heritage Centre and Museum
Private	Floors Castle, Makerstoun and Monteviot, Roxburghe Castle, Bemersyde, Hume, Fatlips, Stobs Camp, Ferniehurst Castle, Waverly Line route

Historic – banditry to books

- 6.5 The Scottish Borders has 746 scheduled monuments and 2,998 listed buildings including 182 Category A listed buildings and 44 conservation areas. Towns and village origins often stretch back to medieval times. As Professor Ted Cowan said “*the Borders moved from Banditry to Books*” when the Enlightenment influenced Borders people like Scott, Hume, Leyden and Hutton.
- The Scottish Border is one of the oldest national borders in the world, established in 1237 by the first Treaty of York.
 - The Wars of Scottish Independence were a series of military campaigns which ebbed and flowed across the Border in the late 13th and early 14th centuries.
 - The Anglo-Scottish Wars were a series of wars fought between England and Scotland in the 14th and 15th centuries, and ended by the Union of the Crowns in 1603.
 - The impact of the wealth of the four great abbeys, Melrose, Dryburgh, Kelso and Jedburgh, in the medieval period is still evident today through place names, Abbotrule, Abbotshaw, Abbotshail etc and the legacy of sheep and textiles.
 - The architecture and layout of towns and other settlements display their origins as royal burghs and then centres of textile manufacturing.
 - Turning points in history from nearby Flodden Field to the Jedburgh house where Mary Queen of Scots was staying when she rode 40 miles to visit the wounded Bothwell at Hermitage Castle.
 - Border Reivers raiding back and forward across the frontier, or against each other in the 16/17th century, especially in the ‘Debateable Land’.
 - In the frontline of the Union in 1707 and influenced by the Scottish enlightenment²²
 - Industrialisation – much based on water power, and the wealth it generated created ‘big’ houses and designed landscapes.
 - Role in international conflicts - Stobs Estate World War One internment camp – largest in the UK.
 - Agriculture influenced rural settlement patterns.

- 6.6 Heritage sites in the Borders, many of which are open to the public, are in a variety of ownerships as shown in Table 6.1.

ARTISTIC, LITERARY AND SCIENTIFIC CONNECTIONS

- 6.7 The Borders have produced writers and scientists, and the remarkable landscapes have been used as the settings for many works of folklore art, prose and poetry. Notable characters include:
- Michael Scott – the Wizard
 - Sir Walter Scott (the inventor of the historical novel, one of the first British writers to achieve international fame and, arguably, a founding figure of Scottish tourism), Hugh MacDiarmid, James Hogg and the many stories of Border families and their roots in the landscape
 - J.M.W. Turner, the great landscape painter, visited Sir Walter Scott at Abbotsford, his home near Melrose in 1831. He painted many watercolours of Border abbeys and castles including one of Hermitage Castle.
 - Mary Sommerville of Jedburgh excelled in scientific research (and breaking glass ceilings) was the first woman to present a paper to the Royal Society and had Sommerville College, Oxford named in her memory.
 - Men of the Scottish Enlightenment - James Hutton a farmer from Duns is known as the ‘founding father’ of modern geology. Robert Wilson, historian of Hawick praised “the encouragement of education and the provision of libraries”. Scots philosopher David Hume had Border roots.



Hand Ball, Ancrum © Dougie Johnston Photography

CIVIC EVENTS AND FESTIVALS

- 6.8 Many towns in the Scottish Borders have traditional common riding events and some newer festivals which celebrate the local community and its history. For example
- Reivers Festival – March in Hawick
 - Borders Festival of the Horse – May
 - Following each other through the summer are: Hawick Common Riding; Jedburgh Festival; Selkirk Common Riding; Melrose Festival and Kelso Civic Week - all of which involve massed ride-outs across open country around and through the towns and villages of their areas. Other similar festivals also take place in West Linton, Peebles, Galashiels, Duns, Lauder, and Coldstream, as well as in nearby Langholm.





Borders Book Festival © VisitScotland /Ian Rutherford

Specialness in the Borders is more than the sum of people and landscape, history and tradition.



Pupils from Hawick High School excavating a pre 1914 practice trench © Archaeology Scotland



Floors Castle Horse Trials © Malcolm R Dickson



Jim Clark, Indianapolis 1966, in a Lotus 38 © LiveBorders

- Borders Book Festival – June in Melrose
- The Border Union Show – July in Kelso
- The Scottish Borders Walking Festival – varies location each year. Now in its 23rd year and the longest established Walking Festival in Scotland - September
- Borders Heritage Week – September
- Annual Folk Festivals in Denholm – November and Newcastleton - July

In addition, many other regular or annual events attract visitors from all over the UK and beyond, such as the many Rugby Sevens tournaments including the one where Sevens were invented, in Melrose, horse-racing at Kelso; three-day eventing at Floors Castle and Hendersyde; the Tweedlove cycling festival based in Peebles (May and June); the Jim Clark Rally at various Borders locations in July; mass motor-cycle rides to commemorate famous Borders' champions Jimmy Guthrie and Steve Hislop; and the Historic Motoring Extravaganza (now in its 45th year) held at Thirlestane Castle in June, as well as non-regular events such as stages of the Tour of Britain cycling event which will return to the Borders in 2017. Some of the Borders' stately homes, such as Bowhill near Selkirk, and Paxton near Berwick, are venues for classical music recitals and theatre.



Tour de Lauder © Phil Wilkinson

Scottish Natural Heritage advise that the Scottish Borders has 95 Sites of Special Scientific Interest.



Borders Book Festival © VisitScotland/Ian Rutherford

Natural Heritage and Landscape

- 6.9 Scottish Natural Heritage (SNH) advise that the Scottish Borders has 95 Sites of Special Scientific Interest (SSSI), eight Special Areas of Conservation (SAC), five Special Protection Areas (SPA), 3 Ramsar sites and two National Scenic Areas (NSA). There are some unique characteristics and sites of local, national and international importance in the Borders landscape.

GEOLOGY, SOILS AND LAND FORMS

- 6.10 Geology and geomorphology underpin the soils, form, texture, colour and use of the landscape and the environment. They form building materials and influence settlement patterns and agricultural production.
- The modern Scottish Border lies along the most fundamental geological divide in the UK, the "Iapetus Suture".
 - The area is well-endowed with sites which illustrate the stages of its geo-history.
 - Geological formations observed near Jedburgh in the 18th Century laid the foundation for evolutionary theory. Hutton's 'unconformity' just outside Jedburgh underpinned his theory on how the world was formed and is one of the most significant geological sites in the world. "*The landscape is not a museum*" (SNH, 2002).
 - Other nationally important geological sites in the Southern Borders include:
 - Kershope Bridge SSSI
 - Penton Linns SSSI
 - Palmers Hill Railway Cutting

LANDSCAPES AND LANDFORMS

- 6.11 There is one NSA – Eildon and Leaderfoot, 20 Conservation Areas and three Special Landscape Areas (SLA) in the area proposed for park status. To illustrate landscape quality two SLA designation statements are shown here.



Cultivation terraces nr Hownam © Frank Wielbo

96 % of the public felt that every child should experience a NP first hand.

Cheviot Foothills SLA Designation Statement

The Cheviot uplands are distinct from typical Borders hills, being of different form with more frequent rocky outcrops. The area has a very remote feel, with wildness value at the summits. The rocky outcrops enliven the green grass moorland expanse of some hills. Layers of hills give visual depth to views into and within the area. It can be an exciting, dramatic landscape which draws you in with the promise of fine views from higher ground. The surrounding valleys have a quieter, unimposing drama. Flat valley floors without tree cover allow open views to the hills. Carter Bar is a key access point into the Borders, and indeed into Scotland. The border car park offers panoramic views across wide areas of the Southern Uplands. The Cheviots are a well used recreational resource, contiguous with the Northumberland National Park, and including sections of the Pennine Way and St Cuthbert's Way. The valley is a minor gateway into the Borders from Northumberland. Yetholm is an important settlement for recreation as it lies at the end of the Pennine Way. The Kale valley has prominent cultivation terraces on its east slope, presenting a clear sign of past habitation.

Teviot Valleys SLA Designation Statement

This area covers a series of distinctive Borders valleys and hills, and has been defined to draw together a number of landmark features with their pastoral and woodland settings. Visually prominent hills include Minto Crags, Peniel Heugh, Dunion Hill and Rubers Law, each of which as a strong relationship with the adjacent valleys and the wider landscape. The three valleys each have their own distinctive character and scale. Minto Crags are a dramatic feature contrasting strongly with the gentle farmed valley Teviot below. Long views along the Teviot valley are terminated by the monument on Peniel Heugh. The romantic setting of Fatlips Castle is a reminder of a historic past, when the landscape was dominated by wealthy



Newcastleton Village © VisitScotland/Ian Rutherford

landowning and military classes, and extensive designed landscapes make a positive contribution. The smooth, rounded grassy Minto Hills contrast with the rugged, wooded Minto Crags. Rubers Law has a distinctive craggy summit, dissected and rocky. Bonchester Hill is almost a reduced version of the same, while Dunion Hill is a landmark above Jedburgh. The Jed valley is important as a key gateway into the Borders along the A68, including the sense of sudden arrival at Jedburgh after the scenic drive through the wooded valley. Rocky cliff features of red sandstone along the Jed are particularly attractive against spring green of trees. The Rule Water is smaller in scale than the Jed valley, and is densely wooded with beech trees along the road. It is an intimate, picturesque valley with traditional stone buildings and bridges, and intriguing gateways into estates. There is evidence of management which suggests a well established and well-loved landscape.

- 6.12 In less scenic parts of the proposed National Park area there can still be found a strong sense of naturalness, seclusion and remoteness with wide open horizons and dark skies.

ACCESS – NATIONAL ROUTES, CYCLE AND PATH

NETWORKS

- 6.13 The Scottish Borders has a countryside path network of circa 3000km, of which 1200km are promoted paths/core paths and an extensive cycling network and mountain bike trails. The network includes parts of the Southern Borders and transboundary trails like the Pennine Way.
- The Pennine Way starts or (more commonly) ends in Kirk Yetholm, 268 miles north of its southern terminus in Derbyshire.
 - More recently, Kirk Yetholm has also become a feature on the St Cuthbert's Way, a 62-mile walk following in the footsteps of St Cuthbert from Melrose to Lindisfarne.
 - Scottish National Trail from Kirk Yetholm to Cape Wrath.
 - Borders Abbeys Way.
 - Southern Uplands Way.
 - Cross Borders Drove Road.
- 6.14 The Southern Borders has sections of a cycling network and one mountain bike trail centre
- National Cycle Route 1.
 - 4 Abbeys Cycle way.
 - Borderloop.
 - Tweed Cycleway.
 - Mountain Bike Forest Trail centre – Newcastleton.
 - Local cycle routes around towns.

Using trails and pathways 52% of Border visitors took a short walk and 43% a longer hike.



Walking the Scottish Borders © VisitScotland

DESIGNATIONS, HABITATS AND SPECIES

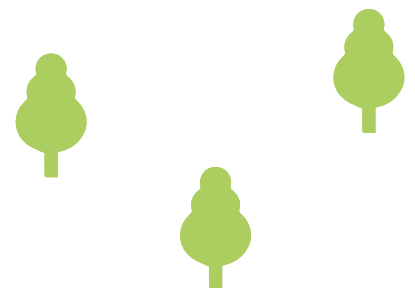
- 6.15 Designations reflect two key habitats in the area, peatlands and rivers. The Peatlands are internationally important and the Borders have a significant share of the UK resource. They store over three billion tonnes of carbon – 20 times that found in all of Britain's forests. With more than half found in Scotland, they represent Scotland's single largest carbon store on land. They provide a home for a variety of specialist plants and animals, can reduce flood events, provide clean drinking water and are an asset for sporting managers. They can take the form of blanket bog as in the Newcastleton Hills or the numerous lowland mosses or mires.

INTERNATIONAL DESIGNATIONS

- 6.16 Water flow from the uplands of the Southern Borders into the world renowned River Tweed and its tributaries, much of which are covered by Natura designation, and EU protection given to key species like salmon.
- River Tweed Special Area of Conservation SAC
 - Langholm-Newcastleton Hills SPA
 - Borders Woods SAC
 - Din Moss and Hoselaw Loch SPA and Ramsar



Salmon fishing on the River Tweed © VisitScotland/Paul Tomkins



6.17 In the Southern Borders the Langholm-Newcastleton Hills support extensive, open areas of either dry upland heath or globally rare peatland formation known as blanket bog dominated by cotton grass. The lower slopes are mostly semi-improved or boggy grassland. Woodland is found in a few cleughs and along the Tarras Water.

Upland breeding birds are an important feature and the site is of international importance, and consequently classified as a Special Protection Area (SPA), for breeding hen harriers. The hills are the site of the Langholm Moor Demonstration Project. Raptors like golden eagles and osprey are returning to breed again in the Scottish Borders.

6.18 Some species in the area have EU protected species status e.g. otter, Atlantic salmon and a range of bat species. Red Data Book species are also found in the area.

NATIONAL AND REGIONAL DESIGNATIONS

6.19 The area of the Southern Borders proposed as National Park includes many national and regional designations.

SITES OF SPECIAL SCIENTIFIC INTEREST - SSSI

- Kielderhead Moors
- Langholm-Newcastleton Hills
- River Tweed
- Adderstonelee Moss
- Buckstruther Moss
- Hummelknowe Moss
- Kirkton Burn Meadow
- Lynnwood
- Whitlaw Wood
- Sliitrig
- Allan Water Hillhead
- Cragbank and Wolfhopelee
- Jedwater Woodlands
- Din Moss and Hoselaw Loch
- Yetholm Loch

REGIONAL SITES

- Scottish Wildlife Trust sites and reserves - Yetholm Loch

6.20 Natural heritage policies and strategies for the Borders already in place include:

- Blanket Bog HAP, Montane HAP, Upland Cleuch and Scrub HAP, Upland Heath HAP
- LBAP Action Plan
- Tweed Catchment Management Plan

CONNECTIONS AND INTERDEPENDENCE

6.21 Like most of Scotland, in the area proposed for National Park status, the long-established effect of cultural influences of change and past management on ecological systems is clear. Our environment is still inherently dynamic with climate change and socio-political effects of land-use support mechanisms currently particularly uncertain. However, the strong connections and interdependence between culture, economy and environment remain and can be enhanced at a large scale through National Park status.

6.22 The Borders Regional Land Use Strategy Pilot run by Scottish Borders Council, working in partnership with the Tweed Forum, reported to the Scottish Government in March 2015. Across a broad range of stakeholders, the pilot generated an improved understanding of an ecosystem approach and the need for trade-offs to balance the needs of competing uses of the land and opportunities to deliver multiple benefits from the land (e.g. natural flood management, riparian woodland, biodiversity, improved water quality and carbon storage).

6.23 National Park status can help coordinate and attract funds for mechanisms and agreements to help deliver the 2020 Scottish Biodiversity Strategy and regional priorities. Park status can provide focus for collaboration, sharing effort and resources and setting the necessary level of ambition for conservation in the Southern Borders.

Hen harrier © CCO Public Domain



A Border NP could become a stronghold for hen harriers and golden eagles.

7

Does the Scottish Borders meet the National Park Act conditions and aims?

Summary

- Area satisfies the three 'tests' set down in Section 2 of the legislation
- Area has special socio-economic needs that national park status could help to address
- Clear opportunities to fit with aims set down in the National Parks Act (Scotland) 2000.

Introduction

- 7.1 To qualify for consideration as a National Park, the Act sets down the three conditions (or tests) an area must meet. The conditions are difficult to define in any absolute sense and thus testing if an area complies is a matter of judgement. Metrics can be applied to Conditions 1 and 2 and their significance are set out in Section 6 under special qualities.

Condition 1

The area is of outstanding national importance because of its natural heritage or the combination of its natural and cultural heritage.

- 7.2 In my opinion, Condition 1 is met because the Southern Borders has outstanding concentrations of cultural heritage set in a unique Borderlands landscape. This is combined with natural heritage, significant to the nation when measured by distinct geodiversity which shapes landscapes and the presence of habitats and species of high national and even international value.

Rationale

- 7.3 Section 36 of the National Parks (Scotland) Act 2000 defines 'cultural heritage' and the definition includes much of what is special and unique about the Southern Border area.
- 7.4 UNESCO has adopted the concept of cultural landscapes - "a continuing landscape which retains an active social role in contemporary society, closely associated with a traditional way of life and where the evolutionary process is continuing... where human impact is evident and valued" (UNESCO). This accurately describes the Border landscape.
- 7.5 The Scottish Historic Environment Forum (SHEF, 2015) has also emphasised the importance of this holistic approach to landscape as adopted by the European Landscape Convention (ELC,) to which the UK and Scottish Governments are signatories, i.e. landscape is "an area, as perceived by people, whose character is the result of the action and interaction of the natural and/or human factors".

- 7.6 Furthermore, the National Trust for Scotland considers "The intangible associations of places or objects can be as important as more easily measurable physical features, and should be considered alongside more tangible qualities when evaluating the significance of a place or feature. These associations may relate for example to history, spirituality, culture, myth, legend, communal memory or identity... historical associations, particularly if of iconic status, can give 'ordinary' places extraordinary importance, even if they have no other significance" (NTS 2003).

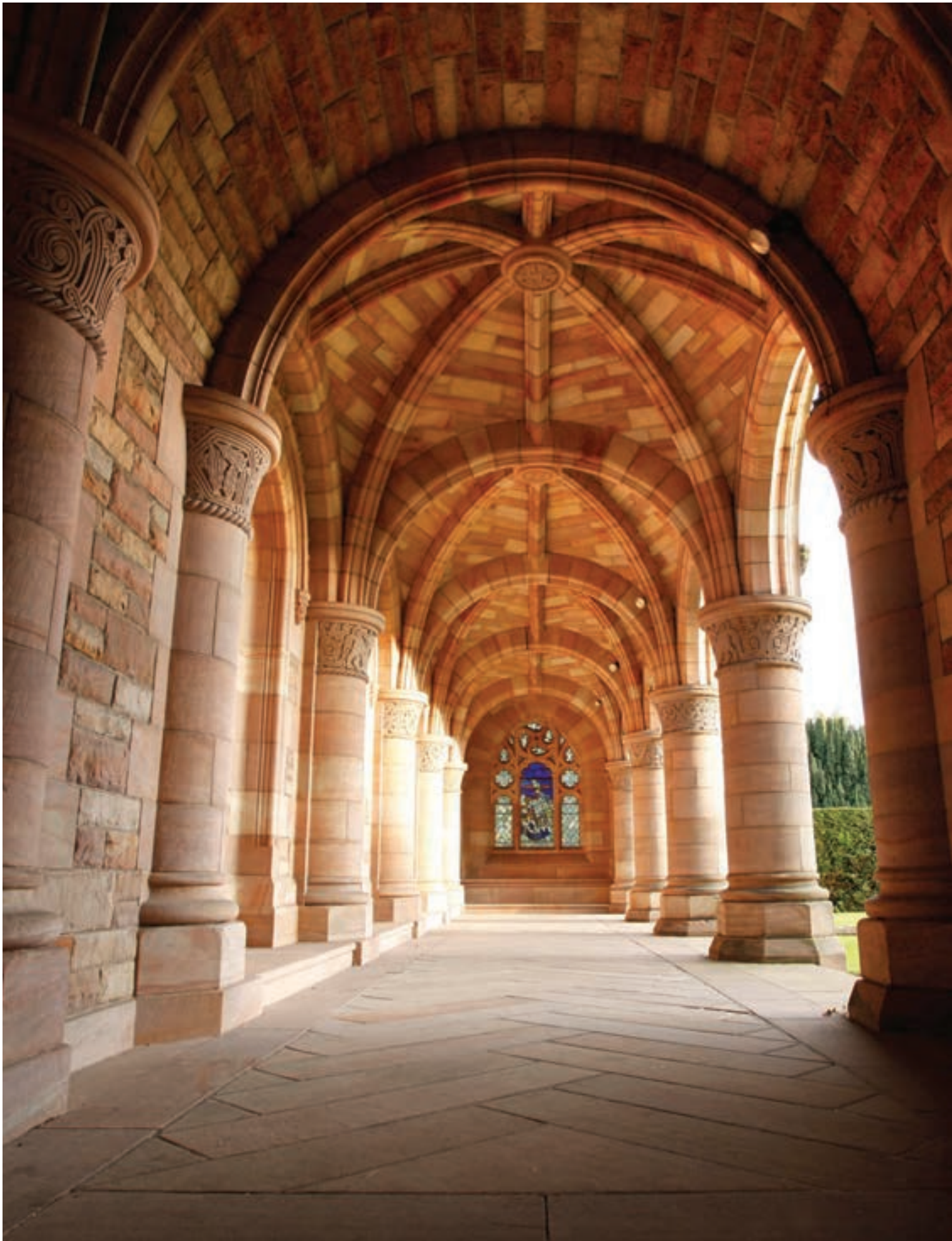
Condition 2

The area has a distinctive character and a coherent identity.

- 7.7 In my opinion, Condition 2 is met, subject to careful determination of the most appropriate and practical boundaries. Boundary options are considered in Section 9. Option four best meets Condition 2.

Rationale

- 7.8 Section 6 describes the special qualities of the area and clearly shows the Border identity is deeply embedded in long established authentic customs, traditions, dialect and practices as well as geography. Its character reflects the story of the evolution of the Scottish Border land and its communities in this relatively intact natural environment of spectacular landscapes and ancient settlements.
- 7.9 Coherency is in the topography. The Cheviot watershed defines the Border, from which wild uplands the visitor, moving northward, passes through decreasing rolling and occasional craggy moorlands and small glens to the wider valleys of the Teviot and Tweed enjoying the gradual change that links the magnificent and massive range of the Cheviots to the more pastoral and agricultural lowland valley plains.
- 7.10 The Romans pushed their famous road north from York, Dere Street, beyond the heights of the Carter Bar towards the Forth estuary when they saw the vast expanse of fertile land to the north of what is now the Border between Scotland and England.



No wonder the beauty of the scenes has been celebrated in song, literature and visiting artists, such as William Turner, who chose to execute some stunning, romantic landscape paintings and drawings here.

- 7.11 There is no dramatic Highland change from mountain top to glacial valley floor, rather a single, sinuous sweep of subtle variation from rolling moorland, through ancient and less ancient woodlands, giving way slowly through dry-stone dyked, fenced and hedged pastures to the wide, open agricultural bread-basket of The Merse. The visual connection is a two-way delight: panoramic views from the highest points, across the foothills to the valleys, glens and plains are complemented by the reverse view from riversides and their cultivated former flood plains up to the distant hills, all under a unifying 'big sky'.
- 7.12 There is a timeless quality to the landscape in the proposed National Park area with classic open views and outlooks to layered hill ridges. The landscape has strong contrasts between wild remote moorlands and the farmland in the valleys. Yet it is still a living and working landscape which continues to be shaped by the people who live here many of whom have a strong and deep rooted stakes in land management
- 7.13 George MacDonald Fraser sums up this epic distinctive character and Border identity when he says *"The Anglo-Scottish frontier is arguably the most beautiful, and certainly the most bloodstained, region of Britain, perhaps of all Europe. For centuries, it was the scene of internecine warfare between England and Scotland, in which great battles were fought, vast areas scorched into wilderness, towns and villages and magnificent abbeys were destroyed, and countless Borderers on both sides were killed"* (Fraser, 2000)

There is high dependency on primary industries such as farming and forestry that dominate the economy and the environment.



Condition 3

Designating the area as a National Park would meet the special needs of the area and would be the best means of ensuring that the aims that are central to a National Park are collectively achieved in relation to the area in a coordinated way.

- 7.14 Condition 3 is rather counter intuitive in that it requires hypothecating future and unpredictable scenarios and interpreting the words 'best means'. However, the profiles in Section 5 clearly illustrate socio-economic fragilities and structural weaknesses in the part of the Borders proposed for National Park status and no obvious mechanism proposed to address them.
- 7.15 This is a complex condition which seeks to ensure that designating the area as a National Park meets the area's special needs and will be the best means to meet all four overall aims in a coordinated way.
- 7.16 The area profiles in Section 5 highlight that addressing the special socio-economic needs of the area will require a long term sustained effort and investment, whether the area is designated as a National Park or not. Most indicators are not positive and demonstrate a twin track socio-economic situation in the Scottish Borders, with the greatest challenges found in the Teviot Liddesdale and Cheviot areas. Demographics show a rapidly ageing population, health and well-being challenges, a reduction in service provision and below average economic performance in towns and villages all contributing to community fragility.
- 7.17 There is high dependency on primary industries such as farming and forestry that dominate the economy and the environment of the Southern Borders and both are facing significant approaching challenges. Tourism provision is currently mostly seasonal with only modest activity extending across 12 months. I (and businesses I consulted) am not aware of any major new alternative strategic economic actions proposed for the Southern Borders area; particularly no major tourist attractions or investment by accommodation providers. Investment through the 'Borderland Growth Deal' in the UK Conservative manifesto is only proposed as an election pledge.

Clusters of tourism investments may actually draw visitors out of other areas...



7.18 Clusters of tourism investments north and south of the area, and even the A1 corridor to the east and Galloway in the west may actually draw visitors out from the area or at best reduce the time visitors allocate to the area.

7.19 National Park status for an area that meets the first two conditions could help provide the necessary focused approach for satisfying condition three; especially for growing tourism opportunities. And it would help other enterprises, with branding and dedicated resources to address the special social and economic needs of the area.

7.20 This study has not assessed management of the area's special qualities but National Park status would help to ensure the continuity and, where necessary, the enhancement of these features in the long term. Northumberland National Park, just across the Border, with a very similar landscape to the southern Borders has demonstrated for over 60 years that it meets similar park criteria and by most indicators has achieved a measurable degree of success.

7.21 *My professional judgment is that a compelling case can be made showing that an area of the Southern Borders could meet the three conditions and thus qualify for gaining National Park status.*

Duncan Bryden

Fit with the aims

7.22 National Parks are a proven way to apply innovation and creativity to collectively achieve the four aims in the National Parks (Scotland) Act 2000. Typically, outcomes will include.

7.23 **Aim 1 – To conserve and enhance the natural and cultural heritage of the area.**

Fit through:

- The area will be increasingly recognised in Scotland and further afield for its outstanding natural and cultural environment supporting a wide range of wildlife and Border culture;
- The distinctive landscape character will be enhanced through improved stewardship and support for responsible land managers;
- It will be a landscape shaped by land use and management as well as natural processes, and characterised by responsible farming, forestry, game and wildlife management;
- In the settlements, farms and estates the best examples of distinctive local architecture will be protected;
- Evidence of previous generations, physical remains, language, traditional stories and song will be recorded and made more accessible to understand and appreciate;
- Residents, visitors, business and organisations will feel pride and will contribute to conserving and enhancing what is special about the area.

7.24 **Aim 2 – To promote the sustainable use of the natural resources of the area.**

Fit through:

- Sustainable and innovative new buildings will be exemplars of good practice, and growth of settlements will safeguard the traditional pattern and character of the built heritage;
- Project will provide exemplars of good management in themes including sustainable development, low carbon and climate change adaptation and mitigation;
- Residents will be well informed about the area and keen to communicate their knowledge and the needs of those living in, working in and visiting the area will be mutually respected.

7.25 **Aim 3 – To promote understanding and enjoyment of the special qualities of the area by the public.**

Fit through:

- Residents of all ages and abilities and visitors will enjoy, understand and feel a sense of "closeness" to the special qualities through experiences of the highest quality;
- A wide range of outdoor access opportunities will be available to everyone for responsible enjoyment, fun, spiritual rejuvenation, sport and healthy living;



- Everyone will be encouraged to experience the varied landscape in ways that respect the natural environment and cultural heritage of the area;
- Visitors will come year round to enjoy fine landscapes, appreciate wildlife and heritage, explore character and take part in a range of activities;
- They will be aware of what is on offer, understand the importance of built, natural and cultural conservation, seek to support this and communicate this value to others.

7.26 **Aim 4 – To promote sustainable social and economic development of the communities of the area.**

Fit through:

- The challenging socio-economic needs of the area will be better sustained by its special nature and cultural qualities;
- The outstanding environment will stimulate economic activity and diverse local business will flourish;
- People in the park will be able to find housing, education and training, employment and services that meet their needs in communities that are thriving and inclusive;
- Businesses will feel welcome and that they are part of the area, benefit from it, offer a high-quality service and experience and be involved in a sustainable approach to management;
- Communities will play an active role in shaping the park and will have the confidence to share their ideas, experience and culture. They will have a sense of ownership and responsibility.



Flooding at Hawick, January 2017 © Duncan Bryden



Twist Glass Studio, Selkirk © VisitScotland/Paul Tomkins



8

Why a National Park?

The Evidence

Summary

- Status can provide competitive advantage and address structural weaknesses
- Builds and strengthens existing assets making them more productive
- Can create improved conditions for businesses to compete
- Can create and develop the future workforce
- Provides leadership and new methods of service delivery
- Addresses biodiversity decline
- Provides opportunities for better public physical and mental health
- Parks worldwide report returns on public investment of up to 1:10

- 8.1 National Park status makes areas better placed and branded by enlisting cultural and natural amenities and scenic backgrounds to help increase productivity and deliver sustainable outcomes. People love these national treasures: 90% of the public, for example, say that National Parks are important to them. Parks tend to offer greater recreational provision and opportunities that help stimulate migration, draw in entrepreneurs and attract a skilled workforce to a range of faster growing service, knowledge and creative industries. They are also likely to inspire more people to value and enjoy Scotland's natural environment.
- 8.2 The attraction for people to run businesses, have a great lifestyle, and live in a very beautiful place – designated as a National Park - should not be underestimated in the 21st century and can be actively promoted to investors. Evidence from other parts of the Borders and Northumberland suggests this is already happening and park status for the Southern Borders would accelerate this process and address disadvantage. Local mean household incomes in the Northumberland National Park were higher than the regional averages, by as much as 7.5% in 2010. See Appendix 4 for comparisons and Northumberland case study.
- 8.3 Evidence from other National Parks shows that Park status can address structural weaknesses in the local economy though championing improvements to digital connectivity and investment in tourism infrastructures from access networks to building more hotel beds. Important sectors like farming and forestry in parks are supported and encouraged to diversify and adopt more sustainable practices for the uncertain times ahead.



Northumberland National Park entry point marker © Duncan Bryden



Born in the Borders © Duncan Bryden



Competitive advantage

- 8.4 There are opportunities to market premium goods and services linked to National Parks and multiple worldwide evidence that National Park status provides a competitive advantage to a whole region. National Parks are at the heart of the rural economy in their regions. A 2009 survey of Northumberland businesses by Newcastle University found that a park based location was a key factor for start-up entrepreneurs seeking a change to their work-life balance with market opportunities, beauty and tranquillity as key factors.
- 8.5 Proximity benefits surrounding communities. Businesses in Duns and St Abbs have already expressed support for a 'nearby' National Park. The brand can be associated with niche manufacturing (in quality 'natural' products), tourism, construction, creative industries, farming and food and drink. Through exposure to visitor markets and online, park status can help to grow business value – in terms of wealth and employment creation, and in export sales.
- 8.6 Benefits occur on both side of the demand/supply equation. For example, over a third of visitors to the

A park based location was a key factor for start-up entrepreneurs seeking a change to their work life balance with market opportunities, beauty and tranquillity as key factors.

96% of visitors say they 'love it' after their stay in the Cairngorms National Park.

CNP (two thirds of higher spending international visitors) say that National Park status is an important influence in their decision to visit and over 96% of visitors during their visit say they "love it". The 2014/15 Cairngorms Visitor Survey shows that over 50% of local tourism businesses say that being in a National Park is very good for attracting visitors. This endorsement of the park's role from businesses has never been higher according to the Cairngorms Business Barometer.

Building on assets

- 8.7 National Park legislation allows for arrangements to be tailored to build on existing strengths. A National Park provides a clear and understandable offering to attract and retain people, visitors, young professionals, entrepreneurs and businesses. Investment ripples out to surrounding communities – in a 'halo' effect.
- 8.8 There is interest in developing new types of visitor experiences based on packaging local assets including outdoor adventure and experiences of nature, dark skies, wilderness and wildlife. New businesses have already opened in the area. Born in the Borders, an attraction near Hawick, operates an 'osprey cam' into its restaurant. For example, linking this type of facility into a park location, as other sites have done, could raise its profile and attract partnership investment.
- The RSPB at Abernethy National Nature Reserve, situated in the CNP, is grateful to BG-Group and Cairngorms LEADER + for their support for their osprey satellite tracking project.
 - The Lake District Osprey Project is a partnership between the Forestry Commission, Lake District National Park and RSPB with fantastic support from many volunteers leading to the:
 - Re-colonisation of Lake District habitat by ospreys
 - Raised awareness of wildlife and biodiversity
 - Increased environmental tourism: more than 1 million visitors to the site
 - New jobs/skills in biodiversity, tourism, cameras and satellite technology
 - Increased economic activity to sustain rural communities.
 - Improved public transport, reducing car travel.



Munford & Sons tour concert, Cairngorms National Park
© Duncan Bryden

- Kielder Osprey Watch is possible thanks to the hard work of Kielder Water & Forest Park Development Trust, Forestry Commission, RSPB, Northumberland Wildlife Trust, Northumbrian Water and other partners. Bellingham Fund and Northumberland National Park Area Action Fund funded volunteer support and leaflets to improve the visitor experience.
- 8.9 Access infrastructure delivered through park status not only supports the main activity of walking, it helps visitors and residents enjoy a range of other activities on their own, in groups or through organised events. Paths support people's learning, participation and health through multiple activities such as sightseeing, visiting historical and heritage sites, archaeology, cultural studies, wildlife watching, mountain biking, longer hiking, running, rock climbing, photography and camping. These can be done on their own or as packaged activities within a park setting, often combined with accommodation. Access networks assist land managers by providing managed routes for people to use avoiding more sensitive locations.
- 8.10 Local culture will receive support from tourism. Scanlon et al (2014) reports that the head of Visit Cornwall considers the holiday rental sector was 'arguably a major plank in the renaissance of cultural tourism in Cornwall'. Park status will generate additional provision and choice in this sector as the market responds to demand.



- 8.11 A Headwaters Economic review in 2016²⁶ found that while every county in the western states of the US has its own set of unique circumstances, numerous studies have concluded that protected lands such as National Parks, Wilderness, National Conservation Areas, National Monuments, and National Wildlife Refuges can be an important economic asset that extends beyond tourism and recreation to attract people and businesses. In four key economic measures (population, employment, personal income and per capita income) counties with more protected lands performed better on average than their peers with less.
- 8.12 A tourism report published by Northumberland NPA in 2016 shows that, just across the Border, tourism is thriving within the park. Tourism figures for 2015 show that visitors are spending more and staying longer, contributing £76.44m to the rural economy and supporting 1,128 jobs in the park. The report shows that Northumberland National Park currently attracts 1.76m visitors to the area per year, of which 1.41m are day visitors and 350,000 stay overnight. (Scottish Borders reports 1.8m visitors with 1.15m day visitors).
- 8.13 Northumberland NPA has created mobile enterprise hubs at two of their sites. New self-contained starter units, pods and hot desk packages have co-use of NPA office facilities like meeting rooms, reception and parking. Facilities for a further 20 start-up businesses have been built at the new £14 million National Landscape Discovery Centre in the south west of the park.

Creating the conditions for businesses to compete

- 8.14 Park status can help to address market failure and encourage “footloose entrepreneurs” to live in scenic areas like the Borders. Along with good mobile and broadband connectivity, an important element in locational decisions is the availability of transportation networks, and access to metropolitan centres like Edinburgh and Newcastle with airports and rail links. People in the Scottish Borders have relatively easy access to three airports. People in the east have easy access to a mainline railway station at Berwick, while those in the southern Borders are around an hours drive from both Berwick and the West Coast mainline at Carlisle. Ports too are comparatively near.
- 8.15 Tourism in the Scottish Borders faces some structural weakness such as a lack of fit-for-purpose accommodation in terms of location, scale, quality and capacity. Today, customers expect comfort at the very least and increasingly many seek a luxury experience. The most profitable, and often most sustainable, visitors are those that stay the longest and spend the most, so providing the optimum mix of accommodation types is critical for the future. Spending with accommodation providers is more than four times as much as in ‘stand-alone’ food and beverage establishments like cafés.
- 8.16 National Parks can attract and secure investment in accommodation. In 2011 Travelodge announced plans

to secure sites near to all 15 UK National Parks in response to a high demand for accommodation in the UK’s top rural locations²⁷. Other chains have followed.

- 8.17 Northumberland NPA has included a new, world-class YHA Youth Hostel on their National Landscape Discovery Centre site with approximately 90 beds to provide people with a modern, high-quality visitor experience. LLTNP and the CNP have seen multimillion-pound investment over the last 10 years in a range of accommodation from the five-star Fife Arms in Braemar, MacDonald Highland Resort in Aviemore to a Marston’s Inn in Balloch and 5-star investment at Cameron House. Further investment in accommodation is planned in several park locations.

Developing the future workforce

- 8.18 Colleges and schools are important players in the provision of skills necessary in the modern approach to National Parks. They can offer local employers and start-ups a steady supply of bright and eager students and workers with additional talents and skills. For example, the CNPA has a collaboration agreement with the University of the Highlands & Islands. Heriot Watt University and Borders College, co-located at the Scottish Borders Campus in Galashiels, could be valuable partners to a new National Park attracting/ retaining skilled, qualified young people.



Claire Maclaine, Lake District National Park Authority Sustainable Transport Manager
© Duncan Bryden

National parks attract skilled qualified young people.



Cairngorms National Park, Loch Morlich © Duncan Bryden



Park status can help to address market failure and encourage “footloose entrepreneurs” to live in scenic areas like the Borders.



Wigwam accommodation at Glentress © Duncan Bryden



Go Ape Treetop Adventure © Duncan Bryden

- 8.19 Higher education delivered locally can change young people's migration patterns by offering courses to home based students. National Parks also offer academic research opportunities with areas like the Cairngorms generating hundreds of published peer reviewed papers.
- 8.20 In addition to curriculum subjects, National Parks support a wide range of non-formal skills and qualifications and self-improvement from practical skills in outdoor pursuits, Duke of Edinburgh Award Scheme and the John Muir Award. Over 25,000 people have undertaken their John Muir Awards in the Cairngorms National Park.
- 8.21 NPAs themselves require staff with a wide range of professional skills from management and accounting to landscape architecture, ecological impact assessment, IT, GIS and media management. For example, the LLTNPA and CNPA both support various apprenticeship schemes leading to employment with local contractors and businesses.
- 8.22 In an example of up-skilling people in rural workplaces CNPA has run a land based business training scheme with bespoke training in over 20 different skills held on farms and in forests for over 500 people. In both Scottish parks, the

Mountains and People project has just completed training ten people in SVQ Level 3 countryside skills with some going straight into full time employment within businesses set up by previous trainees. A further set of trainees will be recruited in 2017.

Creating employment

- 8.23 National Parks aim to strengthen the tourism sector but also to strengthen and diversify other sectors to reduce reliance on tourism. Land management is a diverse industry which cross-cuts wider sectors including tourism, forestry, agriculture, renewables etc. There are opportunities to improve the economy in terms of collaboration, supply chains, and marketing. Sectors like food and drink processing (especially meat processing, meat wholesaling and butchers, game and game management, particularly in relation to forest venison), artisan food retailers, brewing and distilling, and cosmetics could be stronger.
- 8.24 Creative industries and crafts thrive in beautiful rural locations which add authenticity and profile. Recently a set of craft studios, built by a community landowning body on the Isle of Harris, were three times oversubscribed. Seasonal summer trade is a bonus to year round online and craft fair sales allowing high value work and employment to continue throughout the winter. Affordable housing with attached studios encourage live/work opportunities. Craft can cross into tourism through activities like learning to make cheese, or dry-stone-walling.
- 8.25 Tourism is often associated with low wages and is susceptible to seasonal and global trends. Initially, greater visitor expenditure will mainly improve remuneration from existing jobs rather than creating significant new employment, although growth will mean tax revenues increase and some may enjoy a rise in wages. Addressing seasonality means some employees can be retained and annualised contracts used to give a predictable and steady wage throughout the year, so allowing people to better enter financial arrangements like mortgages.
- 8.26 Direct tourism employment includes staff such as cleaners, gardeners, maintenance contractors, catering assistants, craft work assistants and activity guides. However, tourism businesses also indirectly utilise accountants, lawyers and planners and other professional services, as well as construction trades, plumbers, electricians, builders, printers, photographers, laundries, landscape gardeners, path and bike track builders etc. who maintain the buildings, infrastructure and services.
- 8.27 More self-catering accommodation could be a 'quick win' for a new National Park. Scanlon et al (2014) found that 75% of holiday rental owners hire a cleaner for their rental property, while 43% hire an accountant and 38% hire a gardener. Scanlon et al found that the average total annual

Park status could help key species by coordinating essential conservation work and attracting extra funding to ensure they thrive within the Southern Borders.



expenditure per unit is £6,000, with £1,600 of that being spent on hiring outside workers. Self-catering visitors often only prepare breakfast in their accommodation. Choosing to eat other meals out opens up opportunities for restaurants and food suppliers to increase the 'stickiness' of the tourism spend in local businesses.

- 8.28 Specialist tourism businesses (Wilderness Scotland, Speyside Wildlife, WalkScotland) based in National Parks have grown into handling agents and tour operators, web site managers and guide book publishers in niche markets like worldwide wildlife tourism, photography, bush craft and adventure tourism. Internationally, these are some of the fastest growing segments of the tourism market.
- 8.29 Park locations attract and retain high quality, skilled staff who can indulge their own passions and pass on skills to people from the area, now working in the sector. In turn this creates demand for specialist training. Entrants to postgraduate courses in eco tourism and adventure studies increase as does demand for business skills tailored for rural enterprises. More people work within the Northumberland National Park than live there and 2000 workers commute daily into the Cairngorms National Park area, while 1800 travel to work out with the park.

Providing leadership

- 8.30 National Parks are about a shared vision with partners where the whole is greater than the sum of the parts. They can promote sustainable development, biodiversity and economic development, but they are also about people's health and wellbeing. The park is not a 'separate organisation' it is a living, breathing destination with a reputation as an outstanding place for living, working and playing. They can be regional leaders and drivers.
- 8.31 An NPA can facilitate structural change through progressive policies that promote innovative design, affordability, environmental and cultural opportunity. Change is more likely to be incremental and cumulative rather than revolutionary, allowing people time to change, adapt and realise new opportunities.
- 8.32 Park status can lead to 'park champions' bringing the power, respect and authority of third-party endorsement, reaching new audiences and creating a stronger park voice through passionate supporters. Stakeholder event programmes create opportunities for greater engagement so communities, businesses and the public sector understand each other better and work more effectively together.

A new method of service delivery

- 8.33 Most people using National Parks care little about administrative jurisdictions. Visitors want an enjoyable holiday and residents a better place to live and work. Research regularly shows that



Park locations attract and retain high quality, skilled staff.

Brockhole Visitor Centre
Lake District National Park
 © Duncan Bryden



visitors are looking for high quality, sustainable, authentic and distinctive experiences and they will respond to a National Park brand and place that delivers. The brand may be used by businesses, organisations, communities, event organisers, schools working within the park to demonstrate pride and commitment to quality and sustainability.

- 8.34 Park designation must add value to, not duplicate, the service delivery partnership in the Southern Borders. Effectively becoming a rural 'industry' taking advantage of the National Park brand. Northumberland NPA recognise this joint approach is essential in the successful development of its £14 million Sill Centre combining visitor centre with accommodation and business hub.

Addressing biodiversity decline

- 8.35 The fortunes of wildlife and habitats vary widely across the Borders but there has been a worrying overall decline in the area's biodiversity as noted by SBC. Species like the osprey have been a real conservation success story with pairs nesting in the area and golden eagles are beginning their return, but species like hen harrier are still subject to illegal persecution. Native red squirrel populations are recovering and spreading.
- 8.36 Park status could help key species by coordinating essential conservation work and attracting extra funding to ensure they thrive within the Southern Borders. This effort, by a range of organisations, land managers, various groups and individuals, will be vital to the area's continued importance for biodiversity. Parks can deliver projects on a landscape and water catchment scale. Parks provide a focus for measures to manage disease and the spread of non-native species threatening indigenous populations. In both existing parks mink control has led to a revival in water vole populations.



Parks can directly improve public health. They provide unique resources for all age groups that promote healthy behaviours and lifestyles.

Healthier citizens

- 8.37 Parks can directly improve public health. They provide unique resources for all age groups that promote healthy behaviours and lifestyles from physical exercise and nutrition to mental stimulation and social engagement in programmes like volunteering. For example, in 2010 an independent evaluation of the Cairngorms Walking to Health Programme of almost 700 walks concluded that the programme had:
- contributed to reported levels of health improvement
 - increased levels of physical activity among participants
 - helped sustain higher levels of physical activity
 - made a positive contribution to reducing social isolation and loneliness
 - contributed to enhanced feelings of well-being and confidence
 - provided numerous and regular opportunities for people;
 - to derive pleasure in other peoples' company
 - to feel good, be encouraged and motivated whilst "having a laugh"
 - to move from isolation to socialising and meeting new people.

Community engagement

- 8.38 National Parks involve people in their planning processes. The Community Futures programme in LLTNP ensures a bottom-up approach, with the NPA engaged in community consultations, charrettes and business engagement to encourage innovative projects, new activities, attractions and markets for local produce. LLTNP has over 14,100 likes on its Facebook page.
- 8.39 During recent consultation on the Cairngorms National Park Partnership Plan, 319 responses were received with 72 % submitting views online through Survey Monkey. Over 250 people attended seven open meetings and special meetings were held with all community councils and locality committees. There were 4,400 web site hits, 1,100 video views and 1,780 people engaged through Twitter. Visit Cairngorms Facebook page has over 50,000 likes.

Benefits to the NP area and 'halo' effect

- 8.40 Unequivocal evidence that National Park status is directly responsible for improved socio-economic outcomes is hard to establish as there are multiple factors at work. However, it is reasonable to assume that the following evidence from other established parks from Scotland to Australia strongly suggests designation does have significant influence – for example delivering increasing tax revenue at national and local levels and decreasing benefit and unemployment payments.
- From 2003 – 2010 in the CNP there was an increase of approximately 1,000 jobs. By 2013,



Snowdonia National Park brand © Duncan Bryden

employment increased by a further 400 or 4.5%. Tourism, and financial and business services, were responsible for most of this job creation. Inflows of people from the European Accession States, as well as hotel refurbishments accounted for much of this. The park's population continues to grow, as it has since designation, and has probably now passed 18,000.²⁸

- The contribution of English National Parks to overall employment is in line with their population while the number of businesses per unit of population is twice the national average, a reflection of the number of small businesses in the National Parks. It is worth noting that several studies in individual National Parks indicated that over 50% of businesses surveyed felt that their business was directly or indirectly dependent on a high-quality landscape and environment, and positively impacted by the National Park designation, with this figure rising for tourism-related businesses.²⁹
- 'English National Parks contribute between £4.1 - £6.3bn to the economy through economic activity within their boundaries. That is equivalent to the UK aerospace industry.
- In England and Wales many businesses in towns and cities located close to, but outside, National Parks stated that they were also dependent on and positively influenced by the 'halo' effect of National Parks. The National Parks are icons for tourism inside and outside the boundaries and they provide a strong brand image for goods and services. Much of the economic benefit of the parks occurs outside their boundaries supporting both the local and national economy.
- In 2006, a breakdown of the headline figures showed that the Welsh National Parks directly supported 10,200 jobs, generated £146 million income to businesses and contributed £176 million to the economy of Wales.³⁰ A 2013 study showed that the National Parks in Wales account for over £0.5 billion of the country's GVA representing 1.2% of the entire economy³¹.

²⁸The Economic and Social Health of the Cairngorms National Park 2010

²⁹Valuing National Parks in England 2013

³⁰Value of National Parks of Wales 2006

³¹Valuing Wales' National Parks Arup 2013

The Southern Borders could join the world-wide 'family' of National Parks.





Sign with brand for
Mount Revelstoke National Park
on Trans-Canada Highway
© Duncan Bryden

- In 2004, a report to One North East, showed that the five protected landscapes in Northumberland including the National Park represented an important asset to the North-East region, accounting for 11% of all tourism activity. Through businesses and the effects on tourism these areas generated output of £700m and supported 14,000 jobs³².
 - The National Park system in America generates at least ten dollars in tourism spend for every tax dollar appropriated for its budget, and is a significant driver in the national economy³³.
 - Visitors to Grand Teton National Park in 2016 spent an estimated \$597 million in local gateway communities. The ripple effects of that spending had a cumulative benefit to the local economy of over \$779 million and supported 9,365 jobs in nearby communities. The overall economic impacts of visitor spending during the US National Park Service Centennial year increased by 7% from 2015 levels. Studies in America also found that designating an area as a National Park that was previously a National Monument significantly increased the number of higher spending out of state visitors, while local user numbers remained much the same, showing the importance of the brand.
 - In 2008/09 Parks Canada's organisational spending and visitor spending totalled \$3.3 billion. Of this amount, visitor spending accounted for \$2.7 billion and \$587 million was spent by Parks Canada on the three program areas. The overall national economic impacts derived from the spending attributed to Parks Canada on the Canadian economy are: GDP \$2,988 million, labour income \$1,925 million, employment 41,720 full-time equivalents, tax revenue \$218 million.
 - A University of Wurzburg study in 2011 found that in Germany, National Parks have the potential to be major destinations gaining importance in German tourism, especially if marketing is enhanced through a strong brand. Also, that National Parks can contribute considerably to regional economies, especially in peripheral and structurally weak regions .
- Across Australia the natural attractions offered by National Parks and Marine Parks attract around 80 million visits annually. Visits continue to grow as more people are motivated by 'the enjoyment and experience of nature'. Parks represent the greatest tourism assets in Australia – over 40% of all international visits take in a National Park.
- 8.41 Social productivity in National Parks looks at how value is produced in the relationships between services and citizens, and seeks out the most fruitful combination of resources to support this process. The mixed economy of service provision in parks can often provide an enabling environment by tapping innovation in social enterprises, microenterprises and public service 'spin offs' and transfers of skills across very different industries.
- 8.42 It is estimated that volunteering co-ordinated by English National Parks contributes over the equivalent of an additional 200 FTE jobs, with a value of more than £3 million annually; these figures would be even greater if volunteering through partner organisations and the value of the work done by volunteers was also considered. Estimates from the Peak District National Park suggest that for every £1 spent on supporting volunteers, £3 is gained in work delivered.
- 8.43 In promoting sustainable use and conservation National Parks also help to enhance the delivery of so called 'ecosystem services' that are important to society and contribute to wider well-being. These include provisioning, regulating, cultural and supporting services underpinning economic activities such as farming, forestry, extractive industries, tourism and recreation; reducing costs to society by improving health, storing carbon, and purifying water; enhancing the wellbeing of people and communities by providing recreational experiences, tranquillity and fine views; and maintaining a liveable environment by regulating climate, air quality, soils and water cycles. If managed correctly, National Parks should be net carbon sinks, meaning that they store more CO2 than they release. These services are harder to value but nonetheless provide real economic benefits.
- 8.44 In 2011 over 100 economists and academics in related fields from across the USA saw the benefits parks could bring and wrote to President Obama urging him to *"create jobs and support businesses by investing in our public lands infrastructure and establishing new protected areas such as parks, wilderness, and monuments."*³⁷ By the end of his presidency in 2016, Obama had created an additional 2 million acres of protected lands and an ocean reserve twice the size of Texas.

³² The Economic Value of Protected Landscapes in the North East of England 2004 Report to ONE North East SQW

³³ <https://www.nps.gov/grte/learn/news/grand-teton-national-park-is-significant-economic-driver-for-local-and-regional-economies.htm>

³⁴ Economic Impact of Parks Canada The Outspan Group Inc 2011

³⁵ Julius Arnegger Protect and Prosper Oxford 2011

³⁶ Griffin, T & Vacaflores, M. 2004. Project Paper 1 – The visitor experience, p7 in: A Natural Partnership – Making National Parks a Tourism Priority. Tourism and Transport Forum (TTF) Australia, Sydney.

³⁷ <https://thinkprogress.org/104-economists-to-obama-create-jobs-with-new-national-parks-monuments-and-wilderness-areas-4244014f45a3>

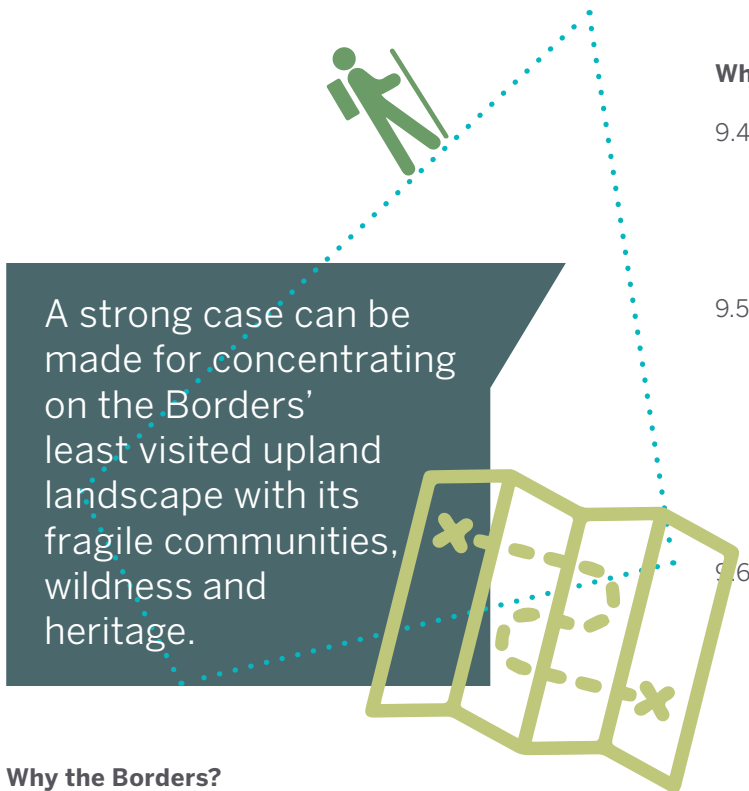
9

So which areas do we include?

Possible boundary options

The evidence

- Southern Borders has outstanding features and special socio-economic needs
- More accessible location for more of Scotland's people than north and west
- Other parts of Borders are in lesser need
- Boundary still to be agreed – four options proposed
- Including settlements fulfils fourth aim – promoting socio-economic benefits
- Preferred scenario 500km² – 1000km² in area



A strong case can be made for concentrating on the Borders' least visited upland landscape with its fragile communities, wildness and heritage.

Why this part of the Borders?

- 9.4 There could be a great debate about which parts of the Borders' diverse landscape should be proposed as a National Park. The central Borders, the upper Tweed valley and the Berwickshire coast have undoubtedly outstanding characteristics and strengths.
- 9.5 But, it can be argued that these areas face much less of a socio-economic challenge; have their own opportunities and assets; and will not be at all disadvantaged by the proximity of a new National Park. Highland Perthshire around Loch Tay has demonstrated that superb areas, even if they lie between two National Parks, need not be disadvantaged.
- 9.6 A strong case can be made for concentrating on the Borders' least visited upland landscape with its fragile communities, wildness and heritage, where park status could make the greatest difference and make it more able to present its outstanding features to the public. In any case, if the proposed park were to be named The Scottish Borders National Park, experience elsewhere (e.g. Pembrokeshire Coast NP) has shown that the whole area covered by that name would benefit.

Why the Borders?

- 9.1 A unique cultural place that has evolved along one of Europe's oldest frontiers, the Borders is close to Edinburgh, one of its oldest capital cities and a major centre of population. Moreover, there are the evident socio-economic pressures within the area exacerbated by weak infrastructure and an external 'squeeze' from the prosperous Edinburgh conurbation and Cumbria/Newcastle to the south.
- 9.2 There is national strategic balance to be gained by establishing a park in this location with its proximity to people living in Edinburgh and the Lothians. Other National Park proposals are to the north or west, often in quite remote locations and, it might be said, without the cultural and historic depth of the Borders. Others agree; the SCNP/APRS have identified seven recommended areas for new National Parks in Scotland, including one in the Cheviots (Mayhew 2013). See Appendix 9 for a strategic statement explaining the SCNP/APRS justification for including the Cheviot area.
- 9.3 Other areas proposed as National Parks, like Galloway, already often have their landscapes and biodiversity well protected and promoted through designations such as National Scenic Area, Dark Sky Park, National Forest Park, National Nature Reserve Special Protection Area, Special Area of Conservation, Site of Special Scientific Interest and Biosphere Reserve.
- 9.4 Ben Nevis and Glen Coe are of the highest landscape and recreational quality; however, the study carried out by Red Kite (2012) for the Nevis and Glen Coe Integrated Management Working Group concluded the area is a part of a larger landscape character area and so in itself does not justify National Park status, nor may it be a priority for Scotland's next National Park compared to other areas.
- 9.7 The legislation requires a National Park area to have a distinctive character and a coherent identity. The boundaries of a potential Borders National Park have not yet been defined, and the options discussed in Table 9.1 are indicative (other options are possible). Appendix 1 discusses cross border parks.
- 9.8 Any final Park boundaries are likely to follow easily distinguishable and permanent natural physical features such as ridges or watersheds and should be long standing, practical and sensible.
- 9.9 Villages are normally wholly included or excluded from National Parks. Boundaries that could vary through changes in land ownership are usually avoided, although impacts on land management operations may be considered. For example, the Cairngorms investigated five different boundary options and the boundary was further extended after establishment (as recently happened in the Lake District).
- 9.10 Boundaries do not change landownership arrangements, rights and responsibilities. NPAs generally only own a tiny percentage (if any) of the land within the National Parks. The Government does, however, often own substantial amounts of land in National Parks. For example, nearly half of the of 1049 km² Northumberland National Park is owned by the Ministry of Defence and the Forestry Commission but the NNPA only owns 2.5 km².
- 9.11 That communities adjacent to the CNP lobbied for boundaries to be extended to include them is perhaps further endorsement of their perceived value at a local level.

Boundary Options

9.12 The report presents four possible boundary options in Table 9.1 to stimulate debate. Appendix 3 has a proposed boundary map prepared by the Campaign.

Table 9.1: Options for extent of National Park

Options	Description
1	Map Area 1 Small, compact area. Area recommended by SCNP/APRS. Adjacent to NNP with options for shared services. Could be expanded. Lower operating costs
2	Map Areas 1 and 2 Includes Option 1 but also incorporates the Eildon and Leaderfoot NSA, the Tweed Lowlands SLA and the areas around Kelso, Melrose and Newtown St Boswells
3	Map areas 1,2,3 and 4 Includes Option 1 and 2 but also extends along the flanks of the Cheviots west of Carter Bar to upper Teviotdale and upper Liddesdale, including Wauchope and Newcastleton Forests and Hermitage Castle to border with Dumfries and Galloway
4	Map areas 1 and 4 Comprises Option 1 plus extends along the flanks of the Cheviots west of Carter Bar to upper Teviotdale and upper Liddesdale, including Wauchope and Newcastleton Forests and Hermitage Castle. It excludes the Eildon and Leaderfoot NSA, the Tweed Lowlands SLA and the areas around Kelso, Melrose and Newtown St Boswells

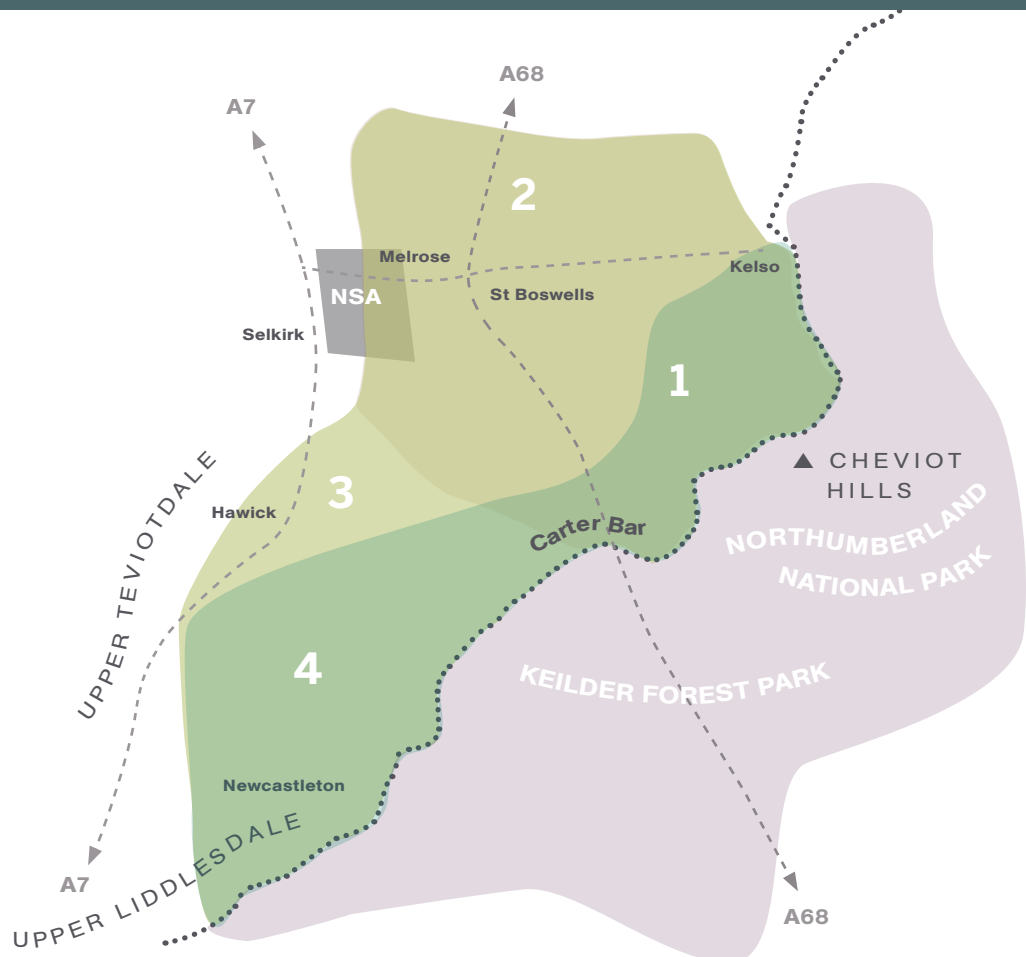


Table 9.2: Pros and cons of different boundary options

Options	Area km ²	Pros	Cons
1	Estimate 350	Small, compact area. Area recommended by SCNP/APRS. Adjacent to NNP with options for shared services. Could be expanded. Lower operating costs	Small area, may attract limited investment and has limited profile
2	Estimate 750	Includes tourist centres in Melrose and NSA of Eildon Hills. Adjacent to NNP	Includes more intensively used farmland
3	Estimate 1000	Larger area Greatest operating costs	Includes larger part of SBC and towns where planning issues would be more complex
4	Estimate 850	Area focuses on sections of the Southern Borders with the greatest socio-economic need and uplands	Excludes the larger settlements that could act as gateways
CNP	4500	Large area Landscape scale opportunities	Large area presents difficulties in achieving cohesion between all areas
LLTNP	1865	Proximity to urban areas in west of Scotland	Significant operating costs
Northumberland National Park	1049	Operating for 60 years Well established systems and partnerships	Significantly-sized settlements remain outside park - least populated park -2 people/km²

Setting up a new National Park would require further boundary search, survey, consultation and inquiry work using a dedicated team, probably from Scottish Natural Heritage. When the two existing Scottish parks were established, public funding plus a support officer were provided for park wide Community Council Groups to develop manifestos and hold meetings, consultations, gatherings and learning visits.

Settlements in or out?

- 9.13 Settlements are part of the cultural landscape and there are good reasons for their inclusion. Boundaries should avoid splitting settlements. Unavoidably, some land holdings will straddle a boundary, but owners and managers can make representations at the proposals stage.
- 9.14 The consequences of including or excluding settlements could have notable impacts for planning powers in that there would be many more applications from settlements. Peter Peacock MSP made the following remarks on boundaries and settlements in the plenary debate in the Scottish Parliament on 04 Nov 2009.

“In the Cairngorms, communities are in the park. That was the subject of much debate. The exception is Laggan, which objected to being left out of the park. As soon as communities are brought into a park tensions arise, because that involves all the human interactions with housing, for example, that do not arise if the park’s size is narrowed to a core conservation area. If parks are to have social and economic purposes—I think that they should—we must accept that communities might be brought within park boundaries. As soon as that happens, it means that the governing body’s membership must involve local people and that planning and housing issues must be dealt with.”

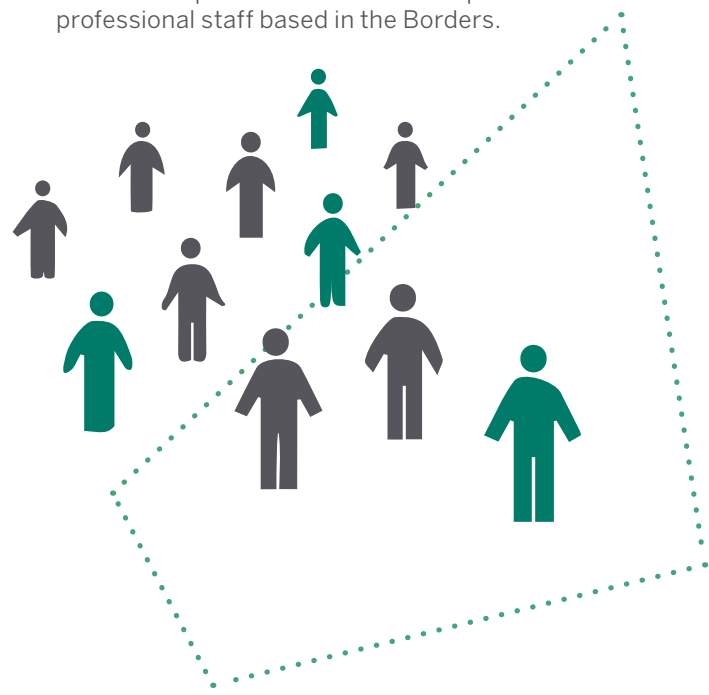
- 9.15 Northumberland National Park boundaries, formed in 1956 and covering 20% of the county, deliberately excluded larger settlements. This decision is now considered a mistake by many as park resources cannot be so readily spent beyond its boundary in these settlements. Over 2000 people travel from these settlements into the park for work and they provide services for park visitors.

Recommended boundary scenario for the Southern Borders

- 9.16 The core area must be sufficient to meaningfully contribute to wider socio-economic strategies at the national and regional level. It should be of a size that will encourage investment and businesses to grow as a route to a more balanced economy.
- 9.17 Landscape scale cultural and natural heritage improvements should be possible in a National Park. With that in mind it is suggested that an area covering less than 500km² would be too limiting. However, an area extending significantly over 1000km² would impose greater administrative challenges and may be too large for the Southern Border context.
- 9.18 Serious consideration should be given to including settlements perhaps up to the size of Jedburgh. This would be comparable to Aviemore or Callander in the two established parks. Hawick may prove too large and complex to be included within the boundary given its size, but it could have a major role as a gateway town. In a similar role to Kendal for the Lake District or Hexham for Northumberland, Hawick could possibly house a National Park HQ, perhaps with shared space with public agencies and/or a visitor centre/ accommodation function.
- 9.19 Detailed park boundary lines have not been included on the map and areas should be considered as indicative at this stage.
- 9.20 By retaining park boundaries within a single local authority, as in the Scottish Borders, planning arrangements would be made more manageable. (see Appendix 10)

Establishment costs

- 9.21 Setting up a new National Park would require further boundary search, survey, consultation and inquiry work using a dedicated team, probably from Scottish Natural Heritage. It is suggested that a budget of £250,000 per year for 2-3 years would be required for a team of four-part time professional staff based in the Borders.





There is a risk for the Teviot, Liddesdale and Cheviot area that, without a clear brand like a National Park, the area may become 'second or third choice' as a visitor destination and start-up business location.

10

Governance, powers and operational costs

Summary

- Four options on different governance styles and approaches
- Board size 9-15 people – local appointees and democratic control
- Powers set by secondary legislation
- Planning should facilitate and encourage genuine sustainable development, not act as an impediment
- Annual operating costs could range from £1 – £2.5 million based on 5-year National Park Partnership Plan delivery
- NPA essentially has a non-trading nature and its main income from Government grant-in-aid on 3-year cycle - options to raise 10% locally through fee income etc.

Table 10.1: Summary of options discussed in Section 10

Plans and funding options	Option 1 Embedded committee	Option 2 Possible charity	Option 3 NDPB*	Option 4 NDPB*
National Park Partnership Plan	Yes	Yes	Yes	Yes
Local Development Plan	Included in SBC Plan delivered by SBC	Separate plan	Yes	Yes
Development management	Through SBC	Through SBC	Partial	Full
Call in powers	No	No	Yes	Yes
Access authority	Through SBC	Through SBC	Yes	Yes
LEADER	Through SBC	Through SBC	Park specific	Park specific
Heritage Lottery Fund	Unlikely if considered part of SBC	Yes if separate body	Yes	Yes
Friends Group	Yes May not support local council	Yes	Yes	Yes

* Non-departmental public body

10.1 Finding the right model for the Southern Borders is important because structures within National Parks can be more varied and complex than conventional approaches of ownership or centralised management. Typically, key elements of any model will include:

- Governance
- Powers
- Staffing levels
- Partnership arrangements and agreements
- Budget – income and expenditure.

Governance

10.2 Governance concerns the strategic direction and effective stewardship of the organisation. Governance scenarios may be described in terms of both how independent and accountable the park body might be. For NPAs this means incentivising people through both a centralised national profile that attracts Government funding and a more local approach that encourages involvement at the community level.

10.3 Options for a park body for the Borders could range from a committee integrated into the Scottish Borders Council with embedded specialists to a 'stand-alone' Non-Departmental Public Body (NDPB) governed by a Board, with full planning powers, directly employed staff and a budget from the Scottish Government.

10.4 Table 10.2 sets out the pros and cons of models within this range. Current NPAs

in Scotland are Option 3 and 4 'stand-alone' NDPBs. NPAs, relative to other NDPBs in Scotland, have larger boards reflecting the need for accountability and community engagement.

10.5 NDPBs have autonomy and carry out administrative, commercial, executive or regulatory functions on behalf of Government, usually following a broad strategic direction set by Ministers. They are not directly integrated into a larger authority and can move rapidly and respond to business and community needs. Other NDPBs in Scotland include SNH, SEPA, HIE, SE and VisitScotland and are normally established by statute through an Act of Parliament. They each have a 'sponsor' department providing links to the relevant Minister and other divisions in the Scottish Government.

10.6 Option 1 and 2 governance options for National Parks have not yet been applied in the UK. It is beyond the scope of this study to examine these in detail, but 'light touch' models with a main committee, supported by staff embedded with a local authority with a ringfenced but lean budget from central Government should be possible, provided adequate safeguards are in place to secure robust long term delivery of park aims, and that measures to promote national public interests are considered alongside local needs. In 2011 Christie³⁸ used the words radical and new to describe future public services – they still apply today.

Table 10.2: Pros and cons of different governance level options

Increasing Governance Levels	Pros	Cons
<p>Option 1 Advocate</p> <p>Integrated NP management committee within local authority. Service level agreements. Local chair, committee of elected members plus independent appointees. Expenses only Staffing 5 -10</p>	<p>Can still prepare park plan and promote NP brand. Co-location with partner body</p>	<p>Public confusion. Limited powers. Perhaps seen as a more local rather than a national initiative.</p>
<p>Option 2 Enabler/Facilitator</p> <p>Lighter touch perhaps even a charitable trust. Service level agreements. Appointed chair, nominated councillors and experts. Expenses only. Staffing 10 -15 E.g. Historic Environment Scotland has charitable status and a volunteer board like Areas of Outstanding Natural Beauty in England</p>	<p>Lowers operating costs especially with charitable status and volunteer board. Formal planning consultation role Strategic partnership plan by Park body – delivery by partners. Could build long term revenue streams.</p>	<p>Possible confusion amongst partners and public over responsibilities. Constraints over powers. Partners may dispute priorities and reallocate their resources.</p>
<p>Option 3 Planner/ Manager</p> <p>'Stand-alone' NDPB – board of appointed and elected paid members with partial powers, for example in planning. Staffing 20 - 60 Board options 15, 11, 9 see below e.g. CNPA</p>	<p>Cost effective form of partnership. Opportunities for leadership and shared vision with other public/community bodies. Can attract additional funds. Annual checks to ensure delivery by partners.</p>	<p>Possible confusion amongst partners and public over responsibilities. Constant need to reaffirm partnership protocols with new staff.</p>
<p>Option 4 Planner/Regulator/Manager</p> <p>'Stand-alone' NDPB – board of appointed and elected paid members with full powers for example in planning, access, by laws. Staffing 60 - 120 Board options 15, 11, 9 see below e.g. LLTNPA</p>	<p>Gives clear message on commitment and direction. Direct Government influence Like most other UK Parks Annual checks to ensure delivery by partners.</p>	<p>Resource heavy – budget and staff. Scale requires key posts, office accommodation, communications, IT system etc</p>



- 10.7 The Act allows up to 20 members for a NPA Board; the exact number to be decided by the designation order. LLTNPA has 17 members, the CNPA has 19 members. (There are similar numbers for park boards in England and Wales. For example, the Northumberland NPA has 18 members.) Numbers are set out in Table 10.2.
- 10.8 Democratic control of NPAs has been questioned, but most NPA members are elected securing a strong local voice alongside national interests. Apart from NPAs and the Crofting Commission none of the other 40 plus NDPBs in Scotland have Boards with elected members.
- 10.9 Under the Act, at least 20% of the NPA Board's members (5 in both parks) must be elected by voters on the electoral roll in defined wards within the park. Terms of office for elected members are generally for four years and park elections may be held in parallel with local authority elections.
- 10.10 If you are standing for election you:
- need not be a park resident (e.g. a person working in the park but living elsewhere could stand);
 - may be a serving councillor;
 - may be an individual representing a large organisation or interest/lobby group.
- 10.11 It is highly unlikely someone not well connected with the park could attract sufficient local votes to get elected and someone associated with a lobby group is unlikely to attract support unless the issue has popular appeal. Members need to be aware of conflicts of interest. Government advice³⁹ is: *"in deciding whether to declare an interest, the key test is whether a member of the public, with knowledge of the relevant facts, would reasonably regard the interest as so significant that it is likely to prejudice your discussion or decision-making in your role as a member of a public body"*.
- 10.12 The Act provides for 40% of members to be nominated by the Local Authority (s) that cover the park but they require approval from the Minister. Local Authorities are not required to nominate councillors (for example, Community Councillors could be nominated) but, so far, only elected members have been appointed.
- 10.13 The other 40% are directly appointed by Scottish Ministers after a competitive process. Appointed members should demonstrate that they have knowledge or experience relevant to the functions of the NPA (or the National Park), but they are not appointed to represent interests or sectors. To improve diversity and equality, Ministers seek a 50:50 gender balance on all public boards. This is not guaranteed for elected posts although a wide range of candidates are encouraged to stand.
- 10.14 Some argue that larger numbers make Boards unwieldy and difficult to manage. Others note that if Boards are small, local accountability must be achieved by involving people in other ways, perhaps with added cost and complexity.
- 10.15 On a practical front, a larger board allows for a greater quorum and provides a measure of cover if members are unable to attend due to other commitments, poor weather or illness for example. Table 10.2 shows options for a Borders NP Board as between 9 and 15 members.

Appointing a park authority convener

- 10.16 In most NDPBs Ministers appoint a Board chair or convener. However, on NPA Boards members elect a convener and deputy convener from amongst their number and they may also elect other committee convener roles, such as planning.

Table 10.3: Possible Board numbers for an Option 3 and 4 type Borders NP model

	Scottish Borders NP (options)			CNPA	LLTNPA	SNH	SEPA	Northumberland NP
Elected members	6	3	3	5	5	0	0	6 (Parish)
Appointed members	6	4	3	7	6	10	11	6
Council members (Local authorities)	3	4 (1)	3	7 (5)	6 (3)	0	0	6
Total	15	11	9	19	17	10	11	18



COMMITMENT AND REMUNERATION

- 10.17 Members are expected to commit 2/3 days a month to park business (Board meetings etc.). Convenors may have additional days and receive an enhanced remuneration to reflect their additional responsibilities.
- 10.18 Members receive remuneration on a day rate (around £200 per day in line with other NDPBs), plus travel and subsistence at Scottish Government rates. The scale of remuneration encourages a greater diversity of people to apply, including women and younger age groups.
- 10.19 Members get no pension or sickness entitlement, but can apply for support in respect of various allowances connected to disability or childcare costs incurred while carrying out park duties. Local authority councillors receive their remuneration and expenses on top of their authority allowance. NPA members in England and Wales receive a much smaller remuneration. The 18 members in Northumberland NP each receive £1600 per annum plus travel with the chair awarded £5,500.

WHAT DO MEMBERS DO?

- 10.20 Scottish Government's 2017 'On Board' guidance⁴⁰ provides clear direction on responsibilities. All members, whether elected or appointed, are obliged to operate within a park-wide policy framework approved by Ministers (National Park Partnership Plan and Local Development Plan). Ultimately, all Board members are answerable to the Minister and are bound by a national Code of Conduct which governs behaviour in public life.
- 10.21 Balance, accountability and objectivity in board membership is important. Local authority members have a very important role in supporting a partnership between their authorities and the community. Direct Ministerial appointments reflect the national interest, which is one of the key purposes of national parks.

10.22 To reach more people, the Board may meet in a central or more accessible location, use different locations around the park or webcast meetings. They can decide on public access to meetings, standing orders and on how they make papers and decisions public bearing in mind Freedom of Information legislation.

10.23 The CEO reports to the Board and is the accountable officer on finance. NDPBs receive annual grant-in-aid from the Government, manage their own budgets and are subject to audit.

What are the influence and powers a Borders NPA might have?

NATIONAL PARK PARTNERSHIP PLAN

- 10.24 The main influence on the area applied by the NPA is through the five-year National Park Partnership Plan (NPPP), prepared for approval by Ministers. Section 14 of the National Parks (Scotland) Act 2000 places a duty on other public bodies 'to have regard' to the NPPP in exercising their functions in so far as they affect the National Park.
- 10.25 In preparing the NPPP, the NPA needs to work in close partnership with the many stakeholders in the park, including communities, landowners and managers, and other organisations and individuals. For the NPPP to succeed it needs to be embedded within the operating plan and budgets of the partner bodies. Delivery is by all public bodies with annual and on-going checks by the NPA on the speed and effectiveness of delivery.
- 10.26 Prior to approval, the NPPP must be the subject of a Strategic Environmental Assessment (SEA) as defined by EC Directive 2001/42/EC and the Environmental Assessment (Scotland) Act 2005.
- 10.27 The Minister chairs an annual review of NPPP delivery by partners. It is important to understand that the NPPP is for the whole National Park and is not just a plan for the NPA. The NPA will have its own Corporate/Operational Plan approved by Board members.
- 10.28 NPAs can play an important role in park economies in a variety of ways and should work at the national and regional level to promote park objectives. Evidence suggests that their interventions at this level can be influential and NPAs have sought to strengthen relations between themselves and other public agencies with a place 'at the national table'.
- 10.29 There is further evidence that NPAs can influence institutions at other governmental levels in favour of park communities and 'force the pace' on infrastructures such as broadband, trunk road design and 'shovel ready' investment by Government.

10.30 NPAs have been very successful in getting LEADER funding for their park areas and being located within the park can add weight and appeal to applications for other rural development, recreation, health, education, transport, climate change and environmental schemes and funds. Membership of bodies like Europarc can provide NPAs with useful links to European policy priorities and to funding sources such as LIFE. Clearly, post Brexit these arrangements will change.

PLANNING POWERS

10.31 A secondary designation order would make provision for the levels of powers and functions under the Town and Country Planning (Scotland) Act 1997 awarded to the NPA. These would be tailored to the needs of the park area.

10.32 Views have been expressed that planning in National Parks is unreasonably restrictive and bureaucratic. The evidence does not support this assertion and, compared to the average of Scotland's 32 local authorities, NPAs deliver equal or better planning approval rates and processing timescales. It can be overlooked that planning challenges from European and national designations or comments from other statutory bodies like SEPA would still arise if the area was not a National Park.

10.33 Furthermore, delays that do occur are often caused by applicants themselves, submitting insufficient or inaccurate plans and surveys. And introducing elements like 'affordable housing' and planning gain brings greater legal and financial complexities into the planning process. Developments with planning approvals may also falter as they negotiate the process of meeting building standards and off-site planning gain commitments, which may be outwith the NPA control. Similarly, the time taken to get infrastructure connections, such as water and sewage may add to delays.

10.34 Appendix 5 includes further analysis of four potential planning powers that could be adopted by the four governance options in Table 10.1 and their likely pros and cons. The four options may be summarised as:

- Local Development Plan and any Supplementary Planning Guidance for the area included within existing Scottish Borders Local Development Plan with park specialists placed within the local authority
- Preparation of the NPPP local development plan but with the Scottish Borders Council delivering the development management service
- Call in powers with responsibility for preparation of Development Plan and development management powers on a call-in basis (the Cairngorms NPA model)
- Full planning powers including production of Development Plan and responsibility for all development management matters (the Loch Lomond and Trossachs NPA model).

10.35 Whatever planning model is adopted; local authority collaboration will be required on:

- HNDA (Housing Needs and Demand Assessment) process in housing areas
- National Planning Framework 3 (National Parks opt out on housing allocations)
- Building standards
- Transport
- Appeals (and engagement with the Planning and Environmental Appeals Division - DPEA)
- Monitoring and enforcement.

10.36 The Land Reform (Scotland) Act 2003⁴¹ places duties on National Park Authorities as organisations responsible for the management of outdoor access within the park. The Act provides everyone with access rights, if they are used responsibly.

10.37 NPAs have several statutory duties relating to the Act and the associated Scottish Outdoor Access Code, including publicising the code, upholding access rights, establishing an Access Forum and preparing a Core Paths Plan. Access responsibilities could remain with Scottish Borders Council.

Other powers and functions

10.38 As specified in the 2000 Act⁴², under secondary legislation the NPA can be awarded powers TO:

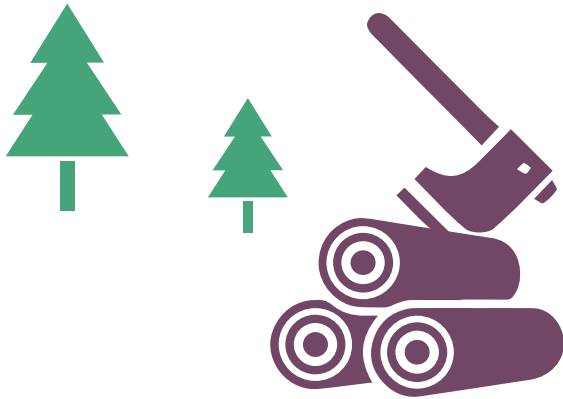
- Enter into management agreements, make bylaws and establish management rules
- Make charges for goods and services
- Provide advice and assistance and undertake or fund research
- Provide grant
- Purchase land
- Create nature reserves
- Provide information and education
- Provide countryside facilities such as toilets, car parks, campsites and picnic areas
- Provide sport, recreation and leisure facilities
- Make improvements to inland waterways
- Protect and maintain rights of way; and
- Request traffic management schemes.



⁴¹ Section 32

⁴² National Parks (Scotland) Act 2000 Schedule 2 - powers, Schedule 3 - functions

10.39 The precise scope of some of these powers is not defined in the Act and the experience of the existing National Parks will be useful if a Borders National Park proceeds. The range of powers and functions can be varied to fit park needs. None of these powers are unusual or draconian – the first five of these powers are common to all NDPBs and Local Authorities, whilst the others are available to Local Authorities.



Staffing

10.40 The extent of governance powers will largely determine the staff complement and what organisational structure works best and the organisational 'game' plan. For example, the CNPA and the NNPA employ around 60 fte staff while the LLTNPA employs around 120 fte. Staff are the largest cost to an NPA. Park staff tend to have higher education qualifications or training and young qualified NPA professionals and their families can help revitalise rural communities.

10.41 Ideally, park staff need to know their area and relate to the people who live and work there if they are to make good decisions. They need professionalism, tenacity and to have a caring, but 'can do' approach with a good self-awareness to help them analyse how they might improve their contribution.

10.42 Volunteers with a few hours or days to spare as surveyors, conservation workers or rangers can be an invaluable resource for parks. People who volunteer will bring their own energy and knowledge but may also learn new skills and have the chance to meet other people and make new friends. A volunteer programme for a Borders park would be recommended.

Relationships with partners

10.43 If a National Park is considered the most suitable structure, it is essential that the major partners recognise the requirement for a co-ordinated approach. To bring about change it will be important to engage with the people who could support the National Park and others who might work in partnership. Understanding the nature and scale of this wider interest is crucial.

10.44 A large share of the cost of maintaining the Scottish Borders landscape is expended through the commercial business models employed by farms, estates and forestry enterprises (often part of the National Forest Estates). This would continue following designation. However public scrutiny of land management practices is increasing so it is important that managers continue to contribute responsibly to the social and economic well-being of Border communities and the broader framework of strategic land use policies. For example, this could include access, raptor protection, climate change adaptation and mitigation. Together with responsible land managers, National Park status can provide landscape scale frameworks to help deliver improved public benefits.

10.45 Many of the relevant public sector partners share an interest in clusters like tourism, food and drink, agriculture and forestry, so a National Park which focuses on these will be both consistent with local strategies and will help to contribute to the achievement of their goals.

10.46 Scottish Rural Development Programme (SRDP) subsidy support from Government is hugely important to agricultural and forestry production in the Borders countryside, e.g. single farm payment and Less Favoured Area (LFA) payment. This support contributes to farm profitability and maintaining production, but again post Brexit, levels may soon be altered, perhaps with the uplands seeing the greatest changes. Scottish Land and Estates (SLE)⁴³ reports Government figures showing that 58% of businesses had a farm income of less than £20,000, and that 22% of farms had an income of less than zero. Furthermore, while the average income for all businesses was £23,000, once subsidies and grants were discounted it was a loss of £17,000 – emphasising the dependence on public financial support. Park status could help attract additional Government support to the area for the delivery of public goods and services.

Core funding and budgets

10.47 National Park status attracts central Government resources to an area and provides opportunities to attract further funding through revenue income and project support. Most of the core funding for Scottish National Parks comes in the form of revenue grant-in-aid from the Scottish Government. In England core funding comes from DEFRA. Table 10.4 shows annual funding for Scottish NPAs.

10.48 Funding is on a 3-year cycle from Scottish Government, with annual budgets, reports and accounts being prepared. Government bodies like NPA are independently audited by Audit Scotland. In Scotland, almost 100% of annual income is from the Government. In Wales and England this has dropped to 70% or less.

Table 10.4: NPA annual incomes

NPA	Total £ Million	Revenue Grant in Aid 2017/18 £ millions	Capital Grant in Aid 2017	Other sources – fees, contribution, income etc. £ millions
CNPA	4.565	£4.315	£0.0	£0.25
LLTNPA	£7.746	£6.27	£0.86	£0.617 (10%)
NNP	£4.5	£2.4 (from DEFRA)	by project	£2.1

**Table 10.5: Actual and estimated Operational Plan and Annual Core Budgets £000**

	ACTUAL		BORDERS NP ESTIMATE			
	CNPA 17/18	LLTNPA 17/18	Option 1	Option 2	Option 3	Option 4
OPERATIONAL PLAN						
Land management and conservation	160	63.5	25	25	100	100
Visitor experience	400	222	100	100	100	100
Visitor management		440.5				
Rural development	189	106.6	50	50	100	100
Planning	112		10	10	50	75
Own estates		235				
Visitor experience tourism		24.5				
Corporate services	70	5	25	25	50	50
Communications	63	0.6	25	40	50	50
SUB TOTAL	994	1097.7	235	250	450	475
CORE BUDGET						
Board	155	153	10	20	100	100
Staff	2740	5118	500	500	1000	1500
Board & staff costs	206	120.5	20	30	50	75
Property costs	296	778	50	50	150	200
Transport		133				
IT & professional support	178	271	50	50	100	150
Admin & supplies		232.5				
SUB TOTAL	3575	6806	630	650	1400	2025
TOTAL	4569	7903.7	865	900	1850	2500

NPAs have been very successful in helping others to raise matching funding to support projects within their parks. In 2015/16 the CNPA attracted four pounds for every one pound of core Government funding.

- 10.49 Some park income comes from fees. There is scope to derive an increased income from fees and contributions through the work the NPA does in the planning process. However, higher fees would require a faster and more efficient processing system and performance. Planning gain contributions would have to be carefully targeted to clearly compensate the community for externalities such as environmental impact or impact on community life. Contributions could be in kind (mitigation) or in cash bonds held by the NPA.
- 10.50 On receipt of a full application, the NPA should decide, very early on the process, if the development is likely to get consent, thereby removing uncertainty, and that the developer could not just 'buy' their mitigation. From the outset, it could be stipulated that the onus was on the developer to demonstrate that their plans included all the necessary information and reflected supplementary guidance such as vernacular design and biodiversity priorities. Equally, the NPA could prepare well researched development briefs for sites that would allow rapid planning, construction and sale.

Corporate Plan

- 10.51 A Corporate Plan should set out how the NPA will fund the coordination and its own role in the delivery of the five-year National Park Partnership Plan (NPPP). Table 10.4 summarises the budget headings used by the CNPA and the LLTNPA and, under some of the same headings, estimates annual budgets for the four Borders NP options.

Fund raising and matching with Government funding

- 10.52 NPAs have been very successful in helping others to raise matching funding to support projects within their parks. In 2015/16 the CNPA attracted £4 for every £1 of core Government funding.

- 10.53 NPA support and guidance can help communities and groups to resource successful applications and to ensure consistent and high quality outcomes. For example:
- In 2011 the Callander Landscape Partnership secured £1.5 million of Heritage Lottery Funding (HLF) for the 'Callander Pass' scheme.
 - In 2014, the Mountains and the People project which brings together Scotland's two NPAs to address the serious threat of man-made erosion to paths across areas of outstanding natural beauty received £3.28million of HLF support.
 - In 2016 Tomintoul & Glenlivet Landscape Partnership project secured £2.34 million of HLF support.
 - Following on £7 million in the first programme, Cairngorms Local Action Group secured £3 million of European and Scottish Government 2014 -20 LEADER funding

Importantly, once the project is complete the NPA can ensure benefits are secured into the long term, for example through long term maintenance agreements.

- 10.54 A UK survey of 2000 people on the future of the National Parks showed nearly 50% are concerned they will deteriorate if funding levels are further reduced. Some 85% said that their perception of a large company would improve if it supported National Parks, so together in 2015, the 15 UK NPAs set up the National Parks Partnership (NPP) to work with large private companies and attract new sources of funding. Funding has already come to UK NPAs from promotional campaigns with multinational companies like Reckitt Benckiser and in May 2017 with Oregon based US outdoor clothing brand Columbia. Parks have set up deals with local suppliers like vehicle providers.
- 10.55 The National Parks Partnership NPP is developing commercial deals to attract: 'Active Parks Partners' to promote health and wellbeing activities; 'Parks Discovery Partners' to help provide for children who wouldn't normally get the chance to visit a park; an official outdoor clothing supplier for park staff; a national funder for the 'Miles without Stiles' programme that creates and maintains accessible paths and opportunities to collaborate on environmental initiatives including sustainable transport, water and carbon management.
- 10.56 The Friends of Loch Lomond charity generates significant funding to spend on projects within the LLTNP – 18 projects in 2016. Other small charities also contribute e.g. Callander Mobility providing all-ability 'terrain hoppers' for affordable hire. Promoting some form of 'visitor giving' arrangements and/or 'Friends' group or Trust to receive business and individual memberships, legacies, donations and make funding applications would be recommended for a Scottish Borders park.
- 10.57 Interestingly, the US Congress created the Land and Water Conservation Fund in 1965. The idea was to take money from the extractive industries of offshore oil and gas and put that money into the conservation of land and water via National Parks. A Scottish fund linked to renewable energy could be considered as a 21st century equivalent.



11

Challenges for a Borders National Park

Summary

- Reconciling different aspirations around park status will be challenging
- It must be made clear that park status should not add to bureaucracy and will support legitimate responsible land management
- The park must remain relevant to public needs and expectations
- Resource pressure should be dealt with in a pragmatic way through collaboration, shared services and prudent budgeting
- Overcrowding by visitors is less likely at sites in the Borders, but National Parks are better placed to manage people pressure (parking, toilets, erosion etc) if it does occur and to future proof access infrastructure
- The Borders already faces competition from National Park locations in the north of England and must avoid relegation to a 'lower tourism league' position
- Parks can be harnessed as regional economic drivers with international profile
- Mechanisms will need to be put in place to measure the park's contributions and effectiveness in the local economy

- 11.1 In many parks, prior to designation, there was a complex, often conflicting, history between traditional land use and more recent use for conservation, development and access. Overall, research worldwide seems to suggest their effect has been overwhelmingly popular with the public. But, 15 years of Scottish parks, as with 145 years of National Parks worldwide, shows that universal agreement on their purposes, focus and priorities will always be difficult to achieve.
- 11.2 Doubtless this debate will occur in the Borders too. The Scottish model is designed around a 'no one size fits all' principle and legislation is intended to be flexible. This inevitably means that opinions will differ and, probably, there will be disagreements on how multiple objectives can be achieved and what priorities and resources should be applied. In these cases, it is worth remembering the broad reaching 'public interest' values vested in the founding legislation.
- 11.3 For example, some voices consider Scottish parks are failing to give enough weight to the first aim. This is mainly because the Scottish approach does not follow a John Muir inspired North American or Scandinavian style, state owned and funded National Park model with the unchallenged primacy of nature and informal recreation as the only core purposes. The two Scottish NPAs, responding to Government priorities on issues like rural housing, tourism and growth have been described, sometimes in pejorative terms, as acting like 'economic development agencies'.
- 11.4 Two quotes taken from the Scots Magazine in a series of articles in 2016 called "National Parks – The Great Debate" illustrate this view. Firstly, from David Gibson CEO Mountaineering Scotland and secondly from Jim Crumley - Wildlife Expert.
- "... what we've seen in recent years from park authorities is an unwelcome focus on economic development, such as large housing schemes, and ill-advised restrictions on responsible recreational access with yet more restrictions to come."*
- "The problem with our National Parks is one of priorities. The emphasis is on attracting visitors when it should be on caring for landscapes, which is why they were chosen in the first place. They should be managed as an example for other landowners to follow, role models for the restoration and expansion of native habitats; they should be at the fore front of species reintroduction and at the heart of environmental education. And National Parks should be owned by the nation..."⁴⁴*
- 11.5 Yet, others consider species, habitats and landscapes get too much priority; to the detriment of local people. These voices include residents, land managers and local MSPs, who consider some decisions on planning applications for

housing and policy direction on economic activity as imposing unreasonable constraints on people living and working in the park. An NPA was accused by one local MSP in the local newspaper of applying rules that 'suck the life out of communities quite literally'. (Forbes 2016)

- 11.6 Sometimes the original purpose of collective achievement for National Park areas is not always fully understood. In his report to the Comhairle, not supporting the Isle of Harris NP proposal, the CnES Director of Development states (incorrectly) that 'National Parks are primarily concerned with natural heritage, and considers "local experience" suggests that designations are utilised either to restrict or prevent legitimate development' Mackenzie (2013). This despite 70% local approval for the National Park proposal obtained through a ballot.

The park is not a 'separate organisation' it is a living, breathing destination with a reputation as an outstanding place for living, working and playing.

- 11.7 Two quotes illustrate this view. Firstly, from an article by Fergus Ewing MSP published under the headline 'It's time to put people first in Cairngorms'. Secondly, from a letter to the CNPA dated 5 September 2016 from the Chairman of the Scottish Gamekeepers Association.

"Well, over the past 16 years, many many constituents have had cause to express concerns to me that the park authority did not adequately represent that fourth aim – looking after the interests of the people who live and work in the park."⁴⁵

"As CNPA is a public body, funded by Scottish Government and reporting to Scottish Ministers – and not a campaigning body – we question why information which is more likely than not to encourage a negative opinion of grouse moor management should be disseminated from the park's official website before a democratic exercise takes place."⁴⁶

⁴⁴ Scots Magazine October 2016

⁴⁵ Strathspey & Badenoch Herald 6 October 2016

⁴⁶ <https://raptorpersecutionscotland.wordpress.com/>

National Parks are a trusted brand, known around the world as the best places in a country for scenery, wildlife, culture and great visitor experiences.



- 11.8 Of course, reality and a pragmatic course of action for NPAs lies somewhere in between these views and a park in the Borders would have to identify and set its own course and balance.

More bureaucracy?

- 11.9 The view that parks bring more bureaucracy is often heard. In fact, there are few changes to current arrangements as people and businesses in parks remain bound by national rules, regulations and standards not altered by park status. But, no-one wants duplication of effort and – where they can, NPAs will try to apply different bureaucracy in simpler and more effective ways with outcomes that are in the wider public interest. Different practices can be agreed through partner protocols, concordats, voluntary agreements, codes of conduct, etc. and a Memorandum of Understanding can set the ground rules for working across administrative boundaries.
- 11.10 Planning is often cited as being a problem. But, there is no evidence to suggest that businesses in National Parks are suffering from undue planning restrictions compared to elsewhere. For National Parks in England, a significant majority of planning applications (89%) are being approved by NPAs compared to an average of 87% approvals in other planning authorities in England. In the CNP, for year 2015/16, 100% of planning applications 'called in' by the CNPA were approved.
- 11.11 Where it is felt personal freedoms are being compromised, individuals may oppose change. A key role for NPAs is to constantly define how National Parks serve the many, not just the able and wealthy few. For example, in a recent speech by Environment Cabinet Secretary Roseanna Cunningham – she spelt out the kind of change Government expects not just in National Parks but across rural Scotland.

"I have no truck with any excuse that raptors damage driven grouse shooting interests – such damage is a business risk that grouse moor owners have to live with, and manage for – and this has to be done within the law".

3 March 2017 Speech to SGA.

- 11.12 Partnership working can be time consuming and gathering a wide range of views may seem burdensome to some people. But NPAs can be innovative and have been breaking new ground. Consultation brings rewards. In the 2016 Scottish Government Planning Awards, the judges praised the CNPA for its partnership working, community consultation and sheer determination over a decade to develop the best off-road route for the Speyside Way National Trail extension. This included the first use of a Path Order in Scotland to secure public rights to develop the path on the preferred route for everyone to enjoy.
- 11.13 Sometimes bureaucracy and cost for NPAs arises from addressing external challenge. In 2013, a group of environmental bodies lodged a legal challenge to the CNP Local Plan which failed in the Scottish courts system twice before they lodged an appeal with the UK Supreme Court. Before the appeal was heard, it was abandoned leaving the taxpayer with significant legal costs.

Keeping parks relevant

- 11.14 National Parks are a trusted brand, known around the world as the best places in a country for scenery, wildlife, culture and great visitor experiences. However, the challenge is ongoing to ensure National Parks continue to be a relevant and responsive tool for improving people's lives and securing our priceless heritage.
- 11.15 After 15 years of parks in Scotland and over 60 years in England and Wales alongside National Parks worldwide, evidence suggests that National Parks remain highly popular. In 2013, 90% of the public said that National Parks are important to them and the CNP Visitor Survey 2014/15 reports that 96% of visitors love the park, 98% would recommend it to others and 93% would visit it again.
- 11.16 To retain this level of support parks must be true to their founding legislation and respond to agendas of the day and serve the public interest. A powerful lesson for the Borders. To do this their model and approach must be both flexible and innovative. Analysis of National Parks worldwide suggest that they have constantly adjusted to reflect what the host society wishes the park to provide for their citizens. For example, the 2016 US National Parks Service 'Call to Action' seeking to re-define objectives for the next century now focuses on engaging people and communities as much as it does on environmental stewardship.

- 11.17 But, public interest and benefit can be difficult to establish and measure. For example, visitors have expectations of seeing wildlife in National Parks. Charismatic species like deer, eagles and mountain hares are more popular with people than rarer bogs or insects and not seeing them is more likely to invoke expressions of dissatisfaction. Fix et al. (2010) noted large deer herds are positive attractions for visitors to U.S. National Parks, and many visitors (as in Scotland) do not consider high deer populations as a management problem. Yet, ecologists in the US and in Scotland advise that too many deer can be highly detrimental to natural habitats like woodland.
- 11.18 Keeping pace with economic, social and now climate changes and continuing to deliver ever more public objectives with declining budgets requires NPAs to be politically astute and adept. Having a flexible model is advantageous in many respects but it is clear different approaches also create different expectations amongst stakeholders.

Investment ripples out to surrounding communities through the 'halo' effect.



Summer Colour in the Borders © Dougie Johnston Photography

- 11.19 Post the Brexit referendum (and Indy ref 2 discussions) activity in the UK is likely to bring reviews of agriculture support mechanisms. Protected area designations may provide a comparative advantage for land managers located within the boundaries. George Monbiot, an outspoken social commentator writing in the Guardian, in his blog on the 4th January 2017, makes the point:

"How many people, post-Brexit, will be prepared to keep paying £3bn, roughly the same as the NHS deficit, in farm subsidies whose current benefits are hard to discern? Taxpayers may be more inclined to part with this money when it produces such obvious public goods as functioning ecosystems and magnificent wildlife."

In 2016, Andrea Leadsom, Secretary of State for the Department for Environment, Food & Rural Affairs (DEFRA) said this on the future thinking about agricultural subsidies:

"It would make so much more sense if those with the big fields do the sheep and those with the hill farms do the butterflies ... it's perfectly possible but only if we leave the EU and do it for ourselves."

- 11.20 Social conditions change rapidly too. In highlighting how the tourism industry might best meet the challenges of tomorrow's marketplace VisitScotland's Insight trends for 2017⁴⁷ identify strengths and opportunities that National Parks are well placed to deliver. These public goods include intrepid travel (mild camping and the safe adventure), the growth of interest in health and wellbeing by consumers (silence and dark skies) and inspiration through history and heritage (cultural noir – horrible histories and literary landscapes).

Resource pressures

- 11.21 The current squeeze on public spending in Scotland has reduced NPA budgets by about 5%. National Parks in England have lost millions of pounds of Government funding in the past five years, amounting to a 25% grant reduction from 2011 to 2016 (DEFRA 2016)
- 11.22 Cost cutting of parks budgets in the UK seems to have recently slowed and even slightly reversed in England because of evidence that people love and want to support their parks. But, NPAs must be realistic and respond in pragmatic and creative ways, which may mean downsizing and redundancies for some, while adapting to meet Government priorities.
- 11.23 Pressure on parks is not confined to the UK. The US National Park Service is under severe financial pressure to cut costs and become relevant to a more diverse demographic to retain their core funding. So, despite growing visitor numbers at the popular parks and their 100-year anniversary in 2016, the US Park Service reported in May 2015 that they delayed \$11.5 billion in necessary maintenance due to their budget shortfall.

How many is too many?

- 11.24 People have different tolerances for tourism and access, some fear litter and disturbance on their land, others seek greater occupancy or footfall for their business to generate revenue. So, how many people must visit a place before it spoils residents' quality of life, or interferes with their businesses? Equally how many are needed to make shops and services viable in rural areas? Expectations are difficult to manage and evidence suggests that those who experience the lowest levels of access tend to be the most resistant and vice versa. Overcrowding in the Borders seems an unlikely prospect. However, some land managers may experience localised visitor pressure with little opportunity to generate compensatory income and here the NPA may readily assist. Social media can generate rapid increases in visitor numbers, as experienced in Skye and on the North Coast 500 route, so some future proofing would be wise.
- 11.25 Most visitors will go to where they are made most welcome and where activities and facilities are provided. NPAs and partners can develop progressive plans to cope with visitors, improve local infrastructure and guide visitors to where their impact is lower and easier to manage. Joined-up thinking on tourism should deliver maintenance, cleaning and repairs and better provision of key services like toilets, car parks and litter collection. Parks also offer great opportunities for people on limited incomes to enjoy the benefits that the countryside provides, especially if facilities like campsites and path networks are managed sympathetically and cater for their needs.

Most visitors will go to where they are made most welcome and where activities and facilities are provided.

Competition with other locations

- 11.26 Destinations with National Park status can become 'branded aspirational places' to visit. National Parks in Northumberland, the Lake District, the Yorkshire Dales and the North York Moors are destinations attracting visitors from within the same North of England and South of Scotland catchment as the Scottish Borders.



Dartmoor National Park © Duncan Bryden

- 11.27 These destinations are not standing still. A new National Parks Plan for England was launched in 2016 intended to promote activities and attract new customers to these parks through three key themes.

INSPIRING NATURAL ENVIRONMENTS

- 1 - Connect young people with nature
- 2 - Create thriving natural environments.

DRIVERS OF THE RURAL ECONOMY

- 3 National Parks drive growth in international tourism
- 4 Deliver new apprenticeships in National Parks
- 5 Promote the best of British food from National Parks

NATIONAL TREASURES

- 6 Everyone's National Parks
- 7 Landscape and heritage in National Parks
- 8 Health and wellbeing in National Parks

- 11.28 These parks are direct 'competitors' for the Scottish Borders. For example, over 30% of all visitors to Wasdale in the Lake District only live between 101-150 miles away⁴⁸. But there is a risk for the Teviot and Liddesdale and the Cheviot areas that, without a clear brand like a National Park, this part of the Borders may become 'second or third choices' as visitor destinations and start-up business locations.
- 11.29 The challenge for the Southern Borders is putting a brand and a structure in place that would attract customers who are keen to visit new places that offer experiences like those they enjoyed in other National Parks.

Providing regional opportunities

- 11.30 National Parks, although national in status, are all individual economic drivers for their surrounding region. Governance of a NPA requires members to weigh up local, regional and national interests when making their decisions. An appropriately structured National Park in the Borders would primarily contribute to local communities while delivering strategic national, regional and outcomes. The so called 'halo' effect.

Measuring economic and social impacts

- 11.31 After 15 years of Scottish National Parks, evidence strongly suggests that strategic success at the local level can be closely linked to the designation. Equally, the fears of farmers and land managers that park status would detrimentally affect their businesses have proved unfounded. Instead, park status has helped to strengthen local economies through supporting and diversifying business, and helping people develop and train towards employment.
- 11.32 In taking a holistic view of the total contribution park status makes to the local and regional area, it is not possible (or appropriate) to place a tangible and quantifiable economic value on every benefit. Improved mental and physical well-being and social inclusion for example are not easily quantified in financial terms but are hugely important and valued benefits which people derive from parks. The benefit of parks extend well beyond their boundaries when outreach, branding and image are considered.
- 11.33 Where possible performance indicators (KPIs) should be developed to demonstrate key park benefits. In 2015 the CNPA reported a leverage figure of £4 from every £1 of its grant-in-aid spending and the LLTNPA reported an average spend per visitor of £180. The NNP area had a business turnover of £27 million which is around six times the NNPA annual budget.
- 11.34 Areas recently designated as National Parks do not have dedicated economic baselines and information to calculate their impact comes from a variety of sources. Since 2009, to examine if park status is making a difference and to create an economic history, the Cairngorms Business Barometer, commissioned by the CNPA and the Cairngorm Business Partnership, delivers results on business performance and confidence every quarter. Economic baseline reviews of the CNP were undertaken in 2009 and 2013.
- 11.35 The 2015/16 CNP Business Barometer report found that the influence of National Park designation in attracting customers and impacting on business operations and profitability continues to grow and reached record high levels in the last quarter of 2016.
- 11.36 Accommodation providers in the CNP outperformed other businesses as the highest annual average occupancy on record was achieved (c. 60% occupancy). Looking to the next 12 months, businesses intend to increase their infrastructure investments faster than they did previously.

Policy challenges

- 11.37 Criticisms that NPAs are not rising to the conservation challenge tend to overlook how the established (and confusing) raft of National Nature Reserve, National Scenic Area, SSSI and Natura,

Ramsar designations and policies also struggle to effectively manage biodiversity declines. The National Park brand, applied well, can generate greater popular support and investment in conservation.

- 11.38 Assets like National Parks often have huge intangible values or externalities, negative or positive, which are hard to capture through an income or expenditure stream. Generally, the market will undersupply positive externalities, such as culture, wildlife, scenic views and natural beauty, because it cannot easily extract value from them. Similarly, negative externalities, such as pollution, species and heritage loss, are more prevalent because the market does not pay the full costs of their impact or loss.
- 11.39 Hence, allocating development rights and user responsibilities and addressing these externalities should be inherent in our economic, social and environmental policies. In areas like the Borders with traditional industries, like farming and forestry, where market values have long been established other costs may be overlooked. National Parks can be a mechanism to examine the market for Border 'goods and services' more holistically and in greater depth.

Hermitage Castle, Newcastleton © VisitScotland/Paul Tomkins



Destinations with National Park status can become 'branded aspirational places' to visit.





12

Are there other non-National Park options?

Summary

- Agencies operating locally could provide some of the same services as a NP but lack sufficient integration and dedicated budgets for the area
- Other non-statutory mechanisms like biosphere reserves are available but they struggle to maintain funding and staffing and have little public profile
- Other options like NSA or Regional Park will not provide the structure or uplift the area needs

NOT DESIGNATING THE AREA AS A NATIONAL PARK

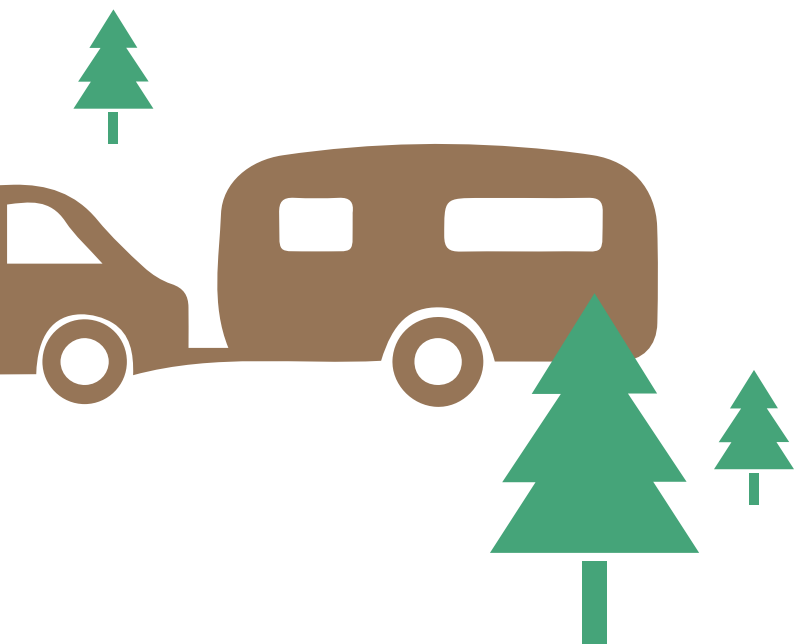
- 12.1 It can be argued that public administrations operating in areas pre-park designation could have identified issues of rural development, visitor experience and conservation, managed them and delivered the opportunities. Most of the issues and opportunities facing the areas, broadly speaking, lie within the responsibility of existing local authorities or agencies.
- 12.2 So why didn't they manage and deliver? Local authorities, rightly, focus on areas of greatest need and delivering cost effective services to their residents rather than to tourists. Per person, rural areas are harder and costlier to service. Additional resources might have helped, but long term ring fencing of dedicated resources for specific areas would be difficult to achieve.
- 12.3 Other public bodies could invest in the area but these bodies tend not to function in the necessary integrated way. Institutional settings can be resistant to changes in strategic focus and accountability. Fear of change to the status quo and the counterfactual perception of a 'lack of sound evidence' on alternative approaches may be used as reasons not to support new collective service delivery mechanisms.
- 12.4 SNH is responsible for conservation activities, primarily on statutory sites (not the wider countryside), promoting knowledge and enjoyment of the natural heritage and environmental sustainability. FCS is a direct arm of Government running the National Forest Estate and the National Forest Parks – first established in the 1930s and provides regulation and forestry grants. Commercial woodland tends to be optimised for production. SEPA is the environmental regulator and adviser responsible for controlling pollution in Scotland. Working to a shared strategy has proved challenging.

- 12.5 Scottish Enterprise is focused on economic development, although in establishing the South of Scotland Enterprise Agency by early 2020, Government seems to suggesting that rural productivity in the area could be enhanced and community interests better served by a new approach. VisitScotland provides tourism marketing and information and has a South of Scotland strategy but does not provide funding beyond marketing schemes. Linking the economy to environmental and community sustainability has also proved hard to achieve.

USING OTHER (NON-STATUTORY) MECHANISMS?

Biosphere reserves

- 12.6 Other protected area mechanisms do exist. Biosphere Reserves have three main functions: conservation, learning /research, and sustainable development. Biospheres are managed by a framework which divides the area into three complementary management zones; Core Area, Buffer Zone and Transition Area. The Transition Area is where people live and where sustainable economic and community development is being actively promoted.
- 12.7 Galloway and Southern Ayrshire Biosphere is the first example of the 'new style' Biosphere in Scotland and is one of only four in the UK. Managed by a Biosphere Partnership Board and employed by the Southern Uplands Partnership, a Biosphere team of only five people work in a massive area of 5268km² to help use the Biosphere designation to make a difference by stimulating interest and understanding.
- 12.8 A small annual budget of £100,000 has been agreed for 2017 - 2022 comprising: from Dumfries and Galloway Council £20,000; from South Ayrshire Council £15,000; from East Ayrshire Council £15,000; from Scottish Natural Heritage £10,000; from the Scottish Environment Protection Agency £10,000; from the Forestry Commission Scotland £10,000; and from Scottish Government £20,000.
- 12.9 Biosphere reserves have international recognition through UNESCO but designation brings no new regulation of activities within the area and crucially no additional dedicated funding resources. Biosphere designation may carry some weight in policy decisions and is compatible with national parks, but evidence suggests that there is limited recognition of the status amongst politicians, residents, visitors and businesses. Securing funding for on-going projects and management is difficult. This perhaps underlines why Galloway is seeking National Park status.

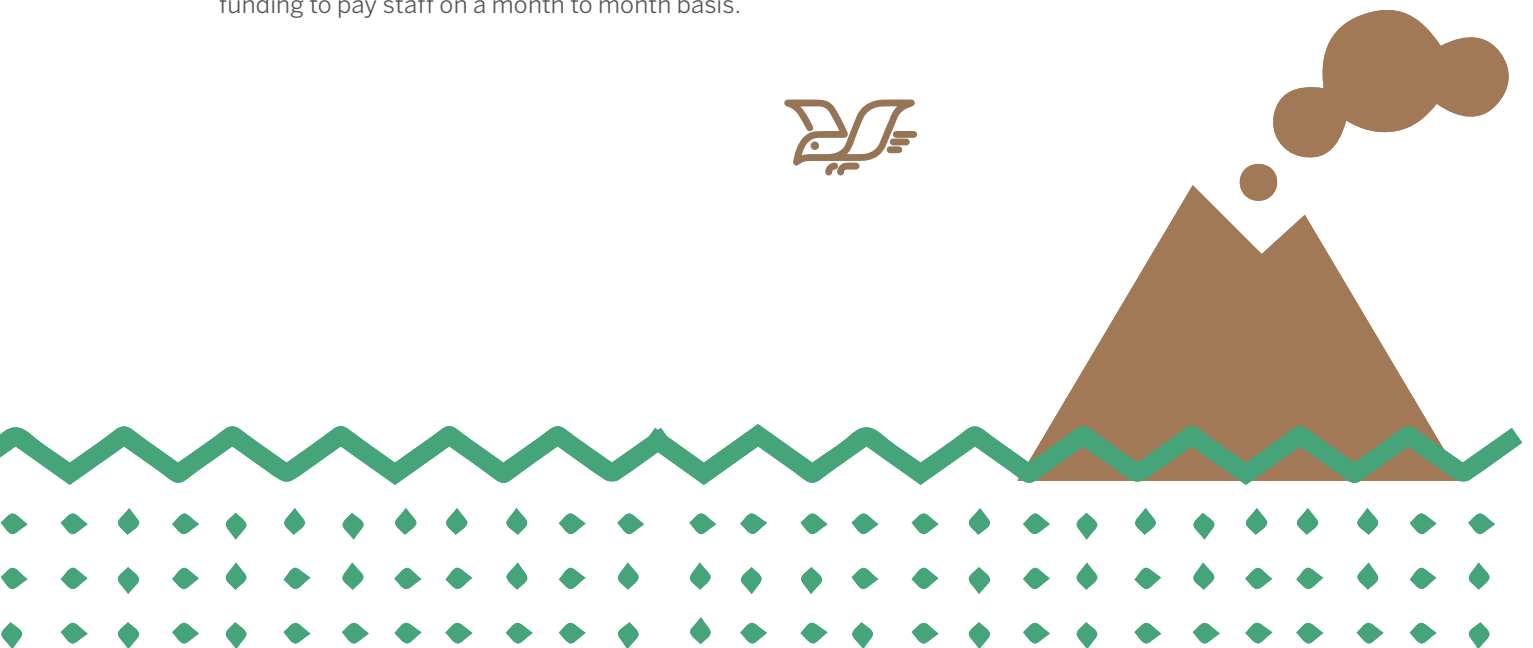


GEO PARKS

- 12.10 A Geopark is an area of outstanding interest for its rocks and landforms, and where greater appreciation and understanding of that geological heritage can benefit local people and businesses through tourism and education initiatives. In November 2015 UNESCO created a new accreditation of 'UNESCO Global Geopark', giving Geoparks within the Global Geoparks network the same level of recognition as World Heritage Sites and Biosphere Reserves.
- 12.11 In Scotland, there are two Geoparks – North West Highlands Geopark and Geopark Shetland. Proposals for Geoparks are developed by partnerships of local communities, local authorities, earth scientists and Scottish Natural Heritage.
- 12.12 Each Geopark has an established management group. These groups co-ordinate activities and promotion. Businesses that make use of or benefit from the area's geological heritage are encouraged to ensure that their activities are environmentally sustainable and support conservation of that heritage. Businesses that adhere to the geopark's aims may use the logo to help promote their business and day-to-day land management is unaffected by designation
- 12.13 As with Biosphere Reserves, securing policy positions, branding, public awareness and funding for Geoparks is difficult. For example, Lochaber still operates as a Geopark, though without the UNESCO accolade after losing status in 2011 due to lack of funding, despite geodiversity of national importance like Ben Nevis and the Great Glen Fault. The North-West Highlands Geopark has even taken to crowd funding to pay staff on a month to month basis.

Others

- 12.14 There are 40 National Scenic Areas (NSAs) in Scotland which, with their outstanding scenery, represent Scotland's finest landscapes. The Planning etc. (Scotland) Act 2006 gives a statutory basis to NSAs by adding a new section to the Town and Country Planning (Scotland) Act 1997. The new legislation was brought into force in December 2010 through The Town and Country Planning (National Scenic Areas) (Scotland) Designation Directions 2010. This allows Ministers to designate an area as an NSA, and instruct that special attention be given to safeguarding or enhancing its character. Dumfries and Galloway Council prepared detailed management plans for three of their NSAs to guide delivery of a programme of environmental management works for the benefit of the landscape and the community. However, NSAs are still little known and without dedicated resources and staffing have limited value in wider rural development terms.
- 12.15 There are currently three regional parks in Scotland: Clyde Muirshiel, Pentland Hills and Lomond Hills. Designated under section 48A of the Countryside (Scotland) Act 1967, as amended by section 8 of the Countryside (Scotland) Act, 1981 regional parks are relatively small areas (under 100km²) managed by local authorities, with support from Scottish Natural Heritage. There are currently no statutory obligations on local authorities arising directly from a regional park designation. Provision of services is discretionary and regional parks have struggled to attract the required levels of essential funding as local authority budgets are squeezed.



13

Conclusion on the case for National Park status

Summary

- The Borders are in a state of flux and the effects of externalities may be felt more acutely here
- Brexit may have a significant effect on land management businesses
- Based on current socio-economic trends the South Borders area could take a downward trend
- Conversely, the area has strong grounds for optimism with its strong vibrant culture and asset base – time for change
- A South Borders park would be close to large centres of population
- National Parks are proven contributors to sustainable economic growth in rural areas around the world and the accolade offers a flexible ‘vehicle’ for transition to new and creative approaches

- 13.1 Underneath a proud, distinct and celebrated heritage the Borders are in a state of flux with some overshadowing threats. The demographic change here differs significantly from national averages with strong evidence of people and communities facing accelerating challenges and pressures.
- 13.2 Analysis highlights the volatility in business performance across the entire Borders linked to a range of external factors including the recession, oil price fluctuations, supplier costs and wages and the 'Brexit' referendum, and points to the need for a better understanding of specific issues among different types of businesses. Land management businesses, the backbone of the local economy, face a particularly uncertain future and there is evidence of 'silo' thinking with limited integration.
- 13.3 The short-term outlook for the South Border area of the Teviot and Liddesdale and the Cheviot areas could take a downward trend. Primary industries using natural resources are still the base on which the area's prosperity rests supported by public funding, but in a physically challenging landscape with a sparse population and uncertain future support mechanisms, it is time for a change to traditional thinking and disciplines.
- 13.4 Overall, residents in the area are getting older and accessing services is becoming more expensive and more difficult. The 'central massif' of the Southern Borders is its principle landscape asset but it also acts as a natural barrier to movements and to communication. The area is in danger of being 'left behind' and 'bypassed' relative to surrounding localities, attractions and investments along the Anglo-Scottish Border.
- 13.5 Yet there are grounds for optimism in the area's culture and assets base. Other rural areas do not have a manufacturing history in towns like Hawick which means there are still service centres to supply the area, elements of a keen, skilled and adaptable younger workforce based in the area and an affordable housing stock. The local culture and environment offer much greater tourism, creative industry and lifestyle potential than is currently being exploited.
- 13.6 The Scottish National Park model can help get more out of the area's assets, driving footfall and investment. Parks can integrate sustainable development objectives within natural heritage management and help power the important evolutionary transition the area needs to adopt if it is not to be left behind by surrounding economies. The brand and 'existence' value⁴⁹ of National Parks is established, clear and strong and provides the 'product' and 'framework' so important for attracting visitors and entrepreneurs in a highly competitive world. It would boost the established Borders reputation with a renowned accolade.
- 13.7 The emphasis on partnership and democracy encouraged through the Scottish National Park vision will support social capital growing here.
- The English and Welsh model offers valuable experiences too and the proximity of Northumberland NP should be viewed as an opportunity. Inevitably, establishing a new national park status would generate initial teething trouble as its role and purpose are further defined, but long-term evidence suggests parks can and do deliver.
- 13.8 Scottish emphasis upon land reform, responsible stewardship and increased social justice is beginning to prove fundamental to the assertion of landscape as a 'meeting ground' of nature and society to ensure much greater integration between socio-economic and environmental objectives for wider public benefit. It is important to stress again that park status will not impose on legitimate activities rooted in deep and long-standing cultural values within communities, nor will it be an instant panacea to social, economic or environmental ills, but it can provide a proven foundation on which to build.
- 13.9 As a strategic investment for Scotland, a Borders park has much to offer. Unlike the other candidate National Parks areas distant from centres of population (Affric, Wester Ross, Nevis), the Southern Borders are very accessible and affordable to people visiting from Edinburgh and the Lothians, Carlisle and Newcastle. Park status is primarily about what people can do within the park and designation could 'kick start' activities in an area that is experiencing economic decline and demographic challenges likely to have an increasing cost to local and national taxpayers in the future.
- 13.10 Delivering positive economic and social impacts to the Southern Borders through designation is not an exact science. The economic profile of the area has some deep-seated and inherent weaknesses with social trends contributing to an increasingly fragile status. So, judging by experience and evidence from elsewhere, it seems reasonable to assume that, post designation, there would be opportunities for greater sustainable economic growth, improved business performance and better social resilience; closely aligned to Scottish Government priorities.
- 13.11 This report is only at the beginning of assessing the cost benefit of a new National Park for the Southern Borders. Social and environmental values have yet to be further quantified and people consulted. However, once considered, the full range of use and passive-use values from the accolade would probably make an already compelling analysis even more convincing.
- 13.12 For a National Park, shaped for the Southern Borders, delivering sustainable economic growth and based on stewardship of the unique and much-loved rich historic, culture and landscapes of the Borderlands a strong case can be made. It is now up to the Campaign for a Scottish Borders National Park to present their case to Border residents, businesses and Scottish Borders Council and urge them to support a well evidenced proposal going to the Cabinet Secretary for Environment and Climate Change.

⁴⁹ Existence values are a class of economic value, reflecting the benefit people receive from knowing that a particular environmental resource, such as a National Park or an endangered species exists.



14

Where next?

- 14.1 There is not a national strategy for establishing new National Parks in Scotland or an established model for their delivery. The process for establishing National Parks in Scotland is set out in the National Parks (Scotland) Act 2000. The legislation allows for balancing structures, functions and powers to meet local needs.
- 14.2 A National Park for the Southern Borders will only happen if people, businesses and the community get behind the proposal, secure Scottish Borders Council support and make a formal submission for consideration by Scottish Ministers.
- 14.3 This legislation provides for two phases of public consultation on a formal Ministerial proposal, with the final decision to establish a National Park taken by the Scottish Parliament. The detailed purpose of a new park is set out in a secondary Designation Order which follows Parliamentary agreement on the park's establishment. The designation of a National Park does NOT require ANY transfer of privately owned land to state control or ownership and reinforces the need for a partnership approach to conservation and development.
- 14.4 If Ministers accept a case could be made for a National Park in the Borders, they would instruct a 'reporter' to undertake a more detailed examination. The 'reporter', could be a body such as Scottish Natural Heritage. The examination would include a definition of the proposed park area and scrutinise the evidence on how it meets the conditions set down in the legislation. The 'reporter' is required to consider the desirability of designating the area as a park, the functions a Park Authority might exercise, the likely costs and any other relevant matters like local authority views on designation and establishment costs. Establishment costs are estimated in Section 9,

although final costs would depend on a final choice of NP model.

- 14.5 The 10 stage process to designation could take between two and four years:
1. Scottish Ministers make a statutory proposal to establish a NP in the Borders and appoint SNH as the reporter.
 2. SNH undertake a public consultation lasting at least 12 weeks and prepares advice based on the views expressed during the consultation.
 3. SNH advises Scottish Ministers and its advice is published.
 4. Scottish Ministers consider SNH's advice (and findings of PLI if necessary) and prepare a draft designation order based on it.
 5. Scottish Ministers undertake a public consultation on the draft designation order lasting at least 12 weeks.
 6. Scottish Ministers consider the consultation responses and revise the draft designation order. They also prepare a report of the views expressed during the consultation and how they have or have not been addressed in the revision of the designation order.
 7. Scottish Ministers lay the draft designation order and consultation report before Parliament.
 8. Parliament considers the draft designation order and consultation report.
 9. Parliament approves or rejects the draft designation order.
 10. A NPA is established. Board places are filled and staff appointed.

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Appendices

- Appendix 1** What is a National Park?
- Appendix 2** Profile and special qualities
- Appendix 3** National Park boundary options - map
- Appendix 4** Comparisons with other designations including Northumberland National Park (NNP) case study
- Appendix 5** Options for planning powers
- Appendix 6** Scottish Parliament official report with Scottish Ministers' comments on NPs
- Appendix 7** Issues raised by Scottish Borders Council
- Appendix 8** Consultees for this study
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Appendix 1

What is a National Park?

- 1 The term National Park has been used by many countries since it first appeared in the Yellowstone Act of 1872. Worldwide, there are over 3,500 areas on the official IUCN list called National Parks (Mayhew 2015), Grunstead (2009 p16) but public beliefs and subsequent attitudes and aspirations on park purpose and functions differ widely. Sheail (2010) sums this up in the preface to his book *Nature's Spectacle* "There is no single definition of national parks – no one blueprint for their development, however important any particular model may have been. Rather, the parks have been continually adapted to the circumstances of time and place". Jones and Wills (2005 p90) consider 'The national park tenders a landscape of paradoxes'.
- 2 These differences are further reflected in the application of the International Union for Conservation of Nature (IUCN 1994) protected areas categorisation which places National Parks in Category II; areas managed mainly for ecosystem protection and recreation.
Category II National Park: Large natural or near-natural areas protecting large-scale ecological processes with characteristic species and ecosystems, which also supports environmentally and culturally compatible spiritual, scientific, educational, recreational and visitor opportunities.
- 3 Different countries have adopted significantly different category interpretations and, in the UK, areas called National Parks are considered equivalent to Category V 'managed landscapes/seascape' under the IUCN definition.
Category V Protected landscape or seascape: Where the interaction of people and nature over time has produced a distinct character with significant ecological, biological, cultural and scenic value; and where safeguarding the integrity of this interaction is vital to protecting and sustaining the area and its associated nature conservation and other values.
- 4 The US Congress passed the National Park Service Organic Act in 1916. A century later the Parks Service has grown to include many IUCN Category II Parks and a system of other protected areas. They have been called 'America's Best Idea' but the 'nature first' goal in US National Parks has challenges. Farrell (2015) says in his book *The Battle for Yellowstone* 'As the world's first National Park, it is globally recognised as the prototype of purity and goodness. But in recent decades, Yellowstone and its surrounding areas have become a lightning rod for environmental controversy, an area plagued by social disunity and intractable political struggle.' Frome (1998) is another commentator who considered Yellowstone was 'an urban tourist ghetto and popcorn playground, just another anodyne theme park.'
- 5 When most of the grand, wild National Parks in North America were first established the conservation content, as we now understand it, was very different. Decisions on what the parks are for is at the root of many conflicts. Ostensibly 'unimpaired' park areas, previously shaped and occupied over millennia by indigenous people and by decades of park management, such as wild fire and species control are now experiencing the effects of man-made climate change, Tweed (2010). Some parks have seen a huge surge in visitor numbers. Change, usually driven by shifting social values and penetrated by the dynamics of the external economic and political environment is forcing new thinking.
- 6 Coming late to the National Park 'family' Scotland does not have the large, remote state owned land holdings and willingness to set aside utilitarian values that characterised early 20th century park creation in the USA and Canada. In Scotland there is a more flexible approach to park status, based around delivering multiple outcomes for the public benefit. It is notable that the US Parks Service Vision for its second century from 2016, has also adopted a multi outcome approach. It recommits to exemplary stewardship and public enjoyment, but adds priorities to create jobs, strengthen local economies, and support ecosystem services.
- 7 In looking at comparable models for Scotland, rather than iconic National Parks of the Western Rockies, other park structures in the US, such as the Adirondack Park Agency in upstate New York, may offer more relevant and pragmatic comparisons.
"The mix of State and private lands is an underlying characteristic of the Adirondack Park. Comprised of 102 towns and villages, the Park includes diverse communities with unique Main Streets, farms, small businesses,

Appendix 1 | What is a National Park/2

working forests, open space, and a range of services and products. The abundance of nature based tourism and world-class outdoor recreational opportunities, combined with the character and appearance of its public and private lands, make the Park notably different from most other rural areas. The Park offers an unparalleled small town quality and room for businesses within its towns and villages that are gateways to public lands". (Adirondack Park Agency Annual Report 2015)

- 8 Canada is another country that pioneered National Parks. Yet, Dick in Campbell (2011 p381) confirms the increasingly complex political environment confronting Parks Canada and considers the support of citizens, who elect parliamentarians, as being critical. Rather than being viewed as the problem, he says, citizens can provide solutions to the myriad challenges facing National Parks in Canada.
- 9 European examples offer some further insights on how National Parks are viewed. France has seven National Parks but (49 Regional Natural Parks), Germany 16 and Italy 25. Switzerland at half the size of Scotland, but very alpine, has one National Park (172km²), established in 1914. In November 2016, 8 out of 17 communes voted against establishing a second National Park, Parc Adula, an area of 1,250km² in eastern Switzerland with 16,000 residents. The proposal for the new National Park was a more traditional model including a strictly protected 142km² core zone with 1,108km² subject to developmental constraints.
- 10 In Switzerland, the initiative for creating parks must come from the community. So despite not supporting Category II style National Parks, Switzerland has 18 popular nature parks more akin to Category V. They are much more like Scottish National Parks and French regional parks. Ten are regional, but are designated "parks of national importance", including two "biospheres"; two are candidates for this status; four more applications are under consideration; and one is a wilderness park.
- 11 Contrast this with the Netherlands, a country almost the same size as Switzerland, where there are 20 National Parks. Here National Parks are defined as areas of at least 10 km² consisting of natural terrains, water and/or forests, with a special landscape and flora and fauna. But the landscapes are neither near natural or large scale as IUCN Category II requires.

What are the imperatives in Scottish National Parks?

Creating thriving natural and cultural environments

- 12 Remoter land in Scotland has, historically, been subject to less pressure than the accessible countryside around towns from land use intensity and development, major factors driving environmental change. Although, due to thousands of years of human use very little, if any, of Scotland might be classed as completely natural. Post war, successive governments have supported tourism and more recently promoted enjoyment of the countryside as traditional upland farming becomes less viable. Nature conservation in remoter areas was addressed through tightly defined SSSI and Natura designations which, in some cases, restricted subsequent ecological improvement and left connecting areas between designations exposed.
- 13 Scenic landscapes with their special species and habitats came under greater pressure as recreational opportunities, like water sports, skiing and mountain biking, that need more management and infrastructure grew in popularity. Demand for 'sporting estates' and exclusivity have kept land values high.
- 14 In turn this led to pressure on the limited housing supply in these scenic areas as demand grew from 'baby boomers' with disposable income for retirement and life style second homes. It is reasonable to assume that without National Parks, this demand and other associated pressures would still have occurred in these areas. Culture too came under pressure, as the make-up of local communities changed. Communities complained their young people could no longer afford to live where they were born and raised.
- 15 Change to financial support and incentives over recent decades have contributed to upland areas experiencing a large increase in commercial forestry plantations and sporting management intensity. Since the 1990s, politicians have been prioritising 'green' energy and jobs creating wind turbine arrays and powerlines over landscape protection and ecosystems services to decarbonise the economy and secure future energy supply. Getting the 'right developments in the right place' has become harder to achieve.

Driving rural economies

- 16 Multiple administrations with different constituencies and historical boundaries converging on the high ground of areas like the Cairngorms meant a lack of 'joined up' thinking on the needs of smaller more isolated towns and villages. Priorities lay with the larger electorate in the provincial towns and more prosperous lowlands. This administrative and geographical jigsaw exacerbated discord and conflict in the uplands and peripheral communities slipped through the cracks.

Appendix 1 | What is a National Park/3

- 17 Areas that are now parks were characterised by lower, but ageing, population densities with growing visitor pressure. Outside of a few 'honey pot' sites there was lower levels of investment in infrastructure and provision of services by local authorities. GVA and wages are generally lower than the Scottish average, whereas house prices and fuel costs are higher.
- 18 Mainstream environmentalism often distrusts extractive industries in the countryside, while sentimentalising certain types of agriculture like crofting and organic farming, arguing light touch connection to place will best protect nature. Meanwhile the public demands cheaper food and fibre and some farmers and land managers argued that urban based planners and constituencies don't understand the countryside.
- 19 The lack of connectivity - broadband, mobile phone and public transport are significant constraints to sustainable growth; as is the high cost of utility connections and service provision to dispersed domestic properties. Developable land free from flooding, rare species and agricultural demands is difficult to find. Hence, provision of modern affordable housing for a local workforce is challenging.
- 20 Problematical for growth was a lack of consistent and distinct promotion and branding of the area in a complex and fast moving digital market place where other destinations are aggressively competing to attract customers.

Visitor experiences and celebrating 'national treasures'

- 21 Without integrated management and appropriate facilities rural areas, although viewed as national treasures, can undergo a multitude of small but cumulative losses to their value. Visitors, residents, young people and the disadvantaged have fewer opportunities to learn about, experience, volunteer, be active in and be inspired by the place in ways that can become lifelong sources of wellbeing, identity, adventure, pride and sustainable economic activity.

Pioneering a new politic on sustainable development

- 22 Sustainable development and resilience remain rather elusive concepts. Politicians at both national and local levels can sometimes be wary of ceding traditional 'representative democratic' control to communities and prioritising resources into the long term.
- 23 Out of the way rural areas in beautiful settings tend to function with below Scottish averages across a range of metrics, or often above in the case of housing and service/utility costs, with disjointed funding approaches, historical and contemporary conflicts and little attempt to create landscape scale holistic approaches to growing our natural capital.

How have Scottish National Parks sought to address these imperatives?**On creating thriving natural and cultural environments**

- 24 Broadly speaking, the parks were established to conserve their natural beauty, promote public understanding and enjoyment. Because much of the relative 'naturalness' of these areas is still evident, often due to stewardship by local people, parks play an important part in the UK's contribution to global biodiversity.
- 25 For example, almost 50% of the CNP is Natura designated and it supports 25% of the UK's most threatened species. In joining up the areas not protected by conservation, designations parks have supported species and habitat initiatives from wildcats to montane scrub. Crucially they could plan and facilitate landscape scale projects and engage directly and specifically with private and public land managers in habitat and species frameworks, strategies and restoration and catchment partnerships.
- 26 Climate change mitigation is identifying valuable roles for these areas. Parks are leading on facilitating joined up and holistic management in watersheds from hill top to seashore. Peat covered uplands are being seen in a new light as carbon sinks and flood regulators. Park intervention has already seen additional public funds allocated for climate change mitigation measures being channelled into large areas of peatland restoration. The CNP Peatland Restoration Project won a 'Nature of Scotland' award in 2016. Small scale renewables have been encouraged within park boundaries.
- 27 Environmental interests have always argued that NPAs should have sufficient resources and 'teeth' to conserve and protect environmental interests and be prepared to use them. Some critics accuse the National Park designation of accelerating pressures and that environmental stewardship measures and policies are not stringently applied to manage demand. Others contend that National Parks are an essential management tool, reflecting national interests and attracting project funding in ways local Government could not.

Appendix 1 | What is a National Park/4**Driving rural economies**

28 Stewardship is only part of the story. Front and centre to Scotland's National Parks is their mission to make a difference and to foster economic and social development of local communities and offer significant benefits to Scotland's people. More and more people are visiting Parks to undertake a range of leisure opportunities including walking, cycling and wildlife watching. UK National Parks are a trusted brand that welcome 110 million visitors each year with an annual visitor spend of £5.5bn. Parks provide web sites, signage, guides, Ranger Services, access networks, car parks and toilets, paid for by national funding, that is not readily provided to the same degree in other rural locations. These facilities boost local economies as businesses promote them to their customers giving increased occupancy, visitor spend and 'on selling' of goods and services. Both parks have created private sector run DMOs to help drive the local economy.

29 Tourism is a major economic engine for park economies. The CNP Visitor Survey 2014/15 shows that amongst a random sample:

- An increase in visitor satisfaction was recorded, with those surveyed giving the national park a score of 8.8 out of 10 – an increase from 8.25 in the 2009/10 survey.
- 91% of people said they were aware that they were in a National Park with 63% of overseas visitors saying that National Park status influenced their decision to visit the area.
- 21% of CNP visitors come from outside the UK and this group stay the longest and spend the most money.
- There has been an increase in the number of repeat visits since the previous survey and 50% of visitors are staying for five or more nights.

Source: <http://cairngorms.co.uk/caring-future/local-economy/tourism/>

30 The LLTNP Visitor Survey 2011 shows that amongst a random sample:

- 91% of visitors were satisfied with their visit and 95% will definitely/probably recommend LLTNP based on their experiences.
- 69% of all visitors will definitely/probably revisit LLTNP in the next 5 years, this proportion varies from 72% of UK residents to 45% of international visitors.
- Average length of stay 3.78 nights

Source: [http://www.visitscotland.org/pdf/Loch%20Lomond%20Regional%20Factsheet%20-%20Visitor%20Survey%202012%20final_pptx%20\[Read-Only\].pdf](http://www.visitscotland.org/pdf/Loch%20Lomond%20Regional%20Factsheet%20-%20Visitor%20Survey%202012%20final_pptx%20[Read-Only].pdf)

31 Much of the tourism growth potential in Scottish parks is perhaps illustrated by a quote from Mark Tate CEO of the Cairngorms Business Partnership who said that it was "a privilege" to work for the park and he would be working hard to widen its appeal. He noted

"The big attraction of the Cairngorms National Park is that it is an international brand and it has massive potential on a global market. One of my missions is to attract more international visitors." Badenoch and Strathspey Herald 15 September 2015.

Through the National Park brand there are agreements with other National Parks worldwide, including parks in China. The Chinese are attracted by Scotland's more relaxed approach to visitors engaging with our landscape, nature and communities. Schools in the CNP are teaching Mandarin on the back of these links.

32 Tourism helps to promote local produce like food and drink. The brewery in Aviemore changed its name to Cairngorm Brewery to become synonymous with the park and has grown to become one of the largest independent craft brewers in Scotland. Beer sales help fund wildlife projects. Some whisky brands acknowledge their location in the park. House builders developing new properties in parks are branding their houses as being in the National Park. Young people are returning to the National Park, to take advantage of new service sector employment, faster than in other parts of rural Scotland.

33 There is clear evidence of success in diversification and Amanda Frazer of the Federation of Small Businesses (FSB) speaking about a 2017 FSB survey which showed National Park communities as leading the way in Scotland in their proportion of self-employed workers said

"We talk a lot about small businesses being the lifeblood of their communities, but we could and should do better. We see big companies and the public-sector downsizing and releasing skilled and experienced people onto the market and we see continued interest in moving to this area by people from the south. Add improving digital and road connectivity and, of course, the success of the Cairngorms National Park, and we have many of the ingredients necessary to enable new businesses to spring up and flourish. All that is needed is a little extra help from governments – national and local." Badenoch and Strathspey Herald 16 February 2017.

Appendix 1 | What is a National Park/5**Table 1:****Summary of a new politic on sustainable development benefits delivered by National Parks**

Benefit	National Park Attributes	Examples of Achievement
Governance	Agile, small, fleet of foot, responsive	LLTNP bye laws
Holistic Planning	Planning becomes more integrated, intelligent and cooperative	NP Partnership Plans
Spatial Planning	Intense consultation has identified local needs and managed the challenges of combining development with protected area designations like Natura	LDP
Conservation	Landscape and species specific schemes	Wildcat, capercaillie, montane scrub, peat
Core Funding	Dedicated central government funding flows into the area, employing skilled professional staff	Grant-in-aid
Additional funding	Can attract external funding Lottery, Shovel Ready, LEADER Commercial sponsorship	Landscape Partnership Cairngorms LEADER
Skills	Specialist skills – Access, visitor management, community	Access Plans Interpretation
Innovation	Using digital and social media with short YouTube clips to demystify planning buzzwords like 'sustainable development' and reach out to groups of people not normally involved in planning but who are important to the future of the Park. First use of Path Order in developing the Speyside Way extension	LLTNP Overall Award 2015 Scottish Awards for Quality in Planning CNPA 2016 Scottish Planning Awards and 2015 Nature of Scotland Awards
Test Bed/Incubator	Can provide a test bed for schemes and projects prior to national adoption	Scenic Routes and spin off Bliss trail
Partnership working	Can support Destination Management Organisations and charities	CBP COAT
Conflict resolution	Species management Visitor pressure and anti-social behaviour	LLTNP Ranger Service
Branding & marketing	Enables areas to take advantage of the 'international' instantly recognised National Park brand	Brand Website users Digital followers
Design	Can drive up quality of rural design	Design Awards
Building social capital	Outreach to disadvantaged group Support for local communities	Building stronger communities. Community broadband

Appendix 1 | What is a National Park/6**Visitor experiences and celebrating 'national treasures'**

- 34 Our parks represent an extremely rich and complicated set of values. As well as providing 'provisioning' services, in a country where 80% of the population live in urban areas, park environments can bring people solace, inspiration, refreshment, uplifting personal experiences and connect them to health and well-being through leisure and play.
- 35 National Parks use the John Muir Award to encourage young people to experience a National Park and connect them with nature. The 25,000th John Muir award was completed using the CNP in 2015. Parks have developed web based packages of teaching materials for schools based on National Parks and encouraged school visits through travel grants. The CNPA runs a Junior Ranger programme for young people 11-18 providing them with new skills and the opportunity to act as ambassadors for the National Park.
- 36 Health walks programmes have encouraged the inclusion of thousands of less able people out into the parks. The LLTNPA has over 150 volunteers. Ranger volunteers inspire visitors, support fun events and help with educational activities. Practical conservation volunteers carry out hands-on practical work such as path maintenance, removing invasive plants and helping to protect sensitive environments. Information and interpretation has been provided to ensure people get the best experience possible.
- 37 Much of the LLTNP is within easy reach of the Glasgow conurbation and the NPA and partners have responded with tailored programmes to address social agendas of health and well-being, learning and participation, diversity and inclusion. Our national parks are helping to develop solutions in rural Scotland that improve people's lives. 'On a Shoestring' and 'Access for All' programmes contain a wealth of information on places to go, things to see and do, places to stay and information on getting around the Park.

Pioneering a new politic on sustainable development

- 38 Scottish National Parks were always intended to pioneer a new politic on sustainable development. See Table 1. Developed after extensive consultation, the Cairngorms Economic Strategy aims to support growth of the economy of the CNP by; strengthening existing business sectors, supporting start-ups and diversification, increasing the number of workers employed across the Park and addressing some of the infrastructure challenges such as digital coverage, transport and housing. The strategy has been adopted to build on the strengths of the National Park and address some key economic challenges. Parks are supporting projects that offer superfast broadband services in postcode areas that will not be served by the Scottish Government's Digital Scotland Superfast Broadband (DSSB) fibre roll out programme.
- 39 By enabling others to attract funding, National Parks have attracted further investment. A park location may increase farmer and land manager eligibility for Pillar 2 scheme funding.
- 40 Innovative approaches to planning in both parks have resulted in national awards. In the CNP senior pupils from local schools have been given the opportunity to learn about how planning decisions are made by attending planning committee meetings.

Cross border parks?

- 41 Northumberland National Park across the border was established in 1956 and is the second smallest national park in the UK. Cheviot in the north of the park marks the border. Northumberland National Park has extensive experience and skills in managing an area very like that found in the southern Borders. However, Northumberland National Park Authority are already looking beyond their National Landscape Discovery Centre or Sill project in the south to invest in visitor facilities in the north part of the park which could further draw visitor spending away from the north Cheviot area.
- 42 Opportunities exist to share experience, services, staffing, messages etc. cross border between contiguous park areas in new and innovative approaches. The border can be used to tackle issues like flooding, forestry and food production in a different way. Cross border National Parks are established elsewhere across Europe (Table 2) and have shared objectives and approaches.

Appendix 1 | What is a National Park?/7**Table 2: Cross Border National Park?**

No.	Cross Border National Parks	Collaborating countries	Natural unit
1	Stelvio – Swiss National Park (Engadina Valley)	Italy – Switzerland	The Alps
2	Gran Paradiso – La Vanoise	Italy – France	The Alps
3	Pieniny	Slovakia – Poland	The Carpathians
4	The Pyrenees – Ordessa and Monte Perdido	France – Spain	The Pyrenees
5	Bavarian Forest – Šumava	Germany – Czech Republic	The Bavarian Forest – Czech Forest Mountains
6	Saxon Switzerland – Czech Switzerland	Germany – Czech Republic	The Ore Mountains (Erzgebirge)
7	Thayatal - Podyji	Austria – Czech Republic	Czech – Moravian Fields
8	Neusiedler Lake – Ferto	Austria – Hungary	Kiss Alföld
9	The Oder Valley	Germany – Poland	German-Poland Plain
10	Bielowska	Poland – Belarus	Białowieża Forest

Appendix 2

Profile and special qualities

Section A

Geodiversity of the area proposed for designation and the surrounding area⁵⁰

Introduction

This Appendix gives a brief introduction to the concept of geodiversity and its history in the area proposed for National Park designation. It outlines the processes which, over millions of years, formed the area's landscape, soils and water basins. Since the end of the last ice age their characteristics have supported its evolving biodiversity and ultimately its human cultural heritage.

This document does not provide an exhaustive audit of current knowledge about the area's geodiversity. That can be obtained through perusal of the sources in the reference. It aims, rather, to present an overview of the geodiversity of the area, emphasising its uniqueness, importance and interest, to Scotland, to the UK, and internationally. It highlights how, with a little expert guidance, the history and significance of the landscape can be "read", an advantage for developing understanding of the evolution of its natural and cultural heritage. Also included is information about a few of the easily accessible sites which exemplify and illustrate some of the geodiversity of the area.

What is geodiversity?

"Geodiversity is the variety of rocks, minerals, fossils, landforms, sediments and soils, together with the natural processes which form and alter them" (SNH 2015).

"It underlies and determines the character of our landscape and environment" (Lawrence et al, 2007).

It includes the geology, geomorphology and the wider geography of the area of interest. It includes the location of past and present mining activities. It also includes landscape features and natural processes such as the river basin systems. It includes records relating to the geodiversity of the area and information about sites which are reckoned to be important locally, nationally and/or internationally for their earth science features (Lawrence et al, 2007).

Why is geodiversity important in a National Park?

Almost every feature and characteristic of an area is impacted on in some way by earth science. An informed awareness of its geodiversity is essential for understanding the natural and human heritage and present possibilities of an area, including its fertility, water supplies and mineral resources. An informed understanding of the geodiversity of an area is a key factor for deciding on an integrated and sustainable management and conservation strategy.

The history of the geological processes which created the area proposed for designation can, with help from an expert eye, be read in its rocks. The layers and conformations of the different types of rocks and the overlying glacial deposits are revealed in quarries, road and disused railway cuttings, and in the exposed banks of rivers and burns. Their relative positions have informed the construction of maps of the geology of Southern Scotland and Northumberland and of the wider geomorphological context.

Protection of geodiversity

Wildlife conservation has had a high profile internationally for many years. However, there is a growing recognition of the importance of geodiversity conservation. It is no longer assumed that landscape and geological features do not require active protection. Site development, vegetation, and natural weathering can all threaten significant geological features.

Appendix 2 | Profile and special qualities: Section A/2

Protection of geodiversity in Scotland is achieved through a range of local, national and international designations including Sites of Special Scientific Interest (SSSIs). Recently a new framework for delivering sustainable development in Scotland, the Ecosystems Approach, has been embraced, which adopts an integrated view of geodiversity and biodiversity (SNH website, and see <http://www.cbd.int/ecosystem/principles.shtml> for more detail about the Convention on Biological Diversity's Principles of the Ecosystem Approach).

How is Geodiversity described?

The Earth Science Conservation and Classification (ESCC, see JNCC, 2004)) is used by SNH for the conservation and management of geological sites.

In Scotland the main method for describing geodiversity is – “Geodiversity Profile” – a national standardised quantitative procedure for describing and valuing the knowledge and contribution of geodiversity at geological sites, particularly quarries (Scott et al, 2007).

Geodiversity of the proposed National Park

Geohistory

Modern radiometric dating shows the Earth was created approximately 4.6 thousand million years ago. It was not until the late 18th Century that there was any idea of the immensity of the age of the Earth, and of the processes by which the soils and rocks we see today had been formed. It was James Hutton, a Berwickshire farmer, who through his observations of the rock strata in Britain, arrived at the conclusion that the mountains of the earth were constantly being eroded, generating the soils which were washed down by rains and rivers, and that at the same time other mountains were being raised up, in a slow, repetitive cycle. He had no way of precisely quantifying the time scale of these phenomena, but he realised that these geological processes must take place over a vast time scale (see, e.g., Clarkson & Upton, 2010). Some of the sites which were most influential in bringing Hutton to these conclusions are in the Scottish Borders, for example Hutton's Unconformity can be observed at Allar's Mill, Jedburgh (although it is currently rather overgrown) where vertical Silurian rocks are overlain by horizontal Old Red Sandstone.

The unique geohistory of the Southern Uplands

The Scottish Borders is a “beautiful and geologically fascinating corner of Scotland” (Clarkson & Upton, 2010). Along with Dumfries and Galloway it is dominated by the Southern Uplands, which is divided from the rest of Scotland by the Southern Upland Fault. To the south it is bounded by the “Iapetus Suture”, a fundamental divide which roughly corresponds to the line of the modern border between Scotland and England.

The Southern Uplands had a very different geological evolution from the rest of Scotland and its geodiversity is distinctively different from the Midland Valley and from the land to the north of the Highland Boundary Fault. It was formed when two landmasses, Laurentia and Avalonia gradually came together across the Iapetus Ocean about 425 million years ago. As they collided, they closed the ocean along a line called the Iapetus Suture. Laurentia lay to the north. Avalonia, which contained the embryonic England, to the south (McMillan & Stone, 2008)

The area proposed for National Park designation lies within the eastern section of the Southern Uplands. Its geodiversity has been extensively researched and characterised over the last 200 years. Indeed, as noted above, some of the early empirical observations made here in the 18th and 19th Centuries led to major changes in theories of the age of the Earth and its origins and laid the foundations for our modern understandings of the evolution of the Planet.

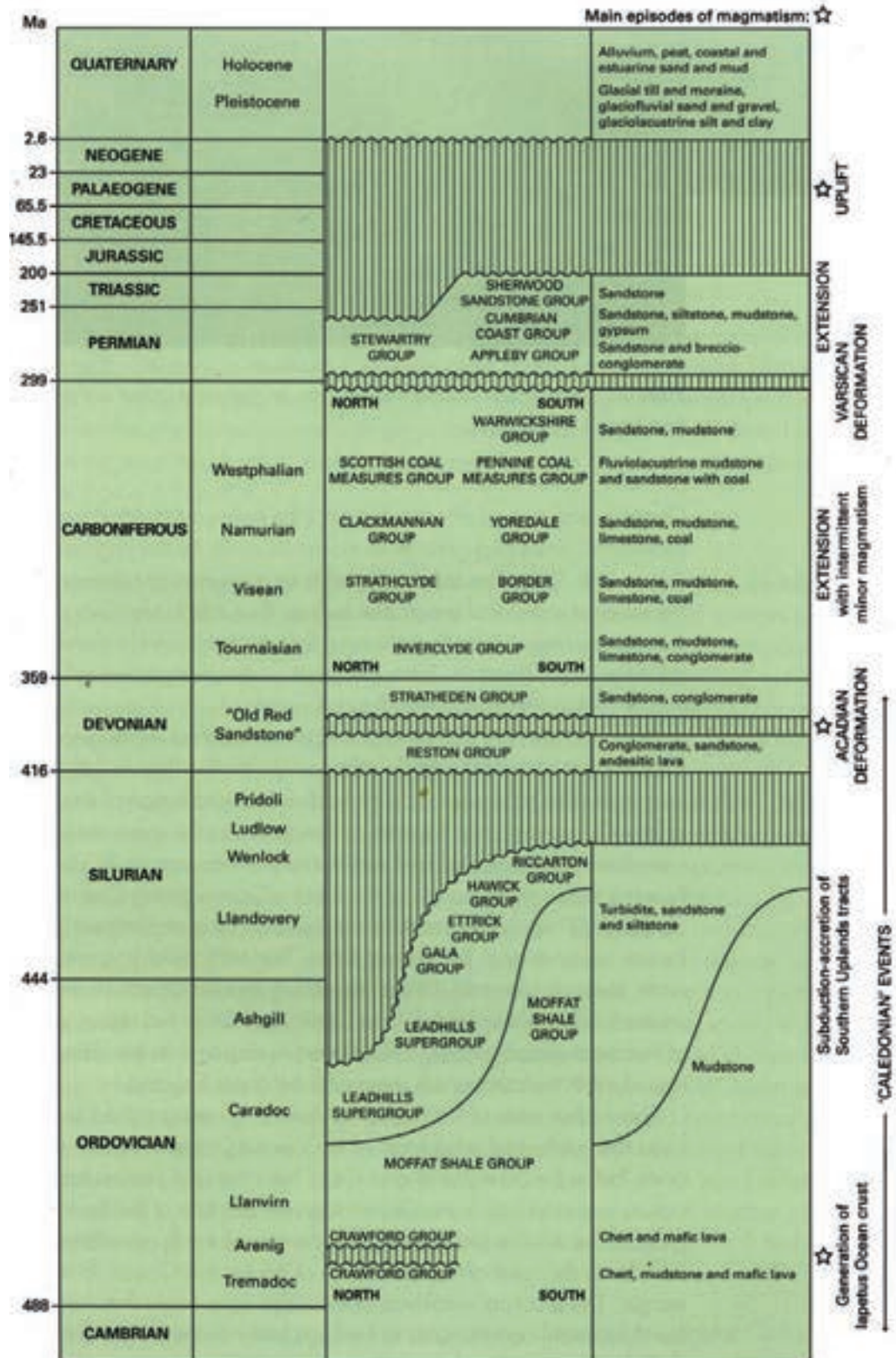
Geohistory of the area proposed for designation

The rocks in the Southern Uplands (including the area proposed for designation) were mostly formed between 440 and 299 million years ago during the periods known as the Ordovician, Silurian, Devonian and Carboniferous (see figure 1).

McAdam et al (1992) and Clarkson & Upton (2010) provide detailed descriptions of the geological history of the Southern Uplands for the lay reader. They describe the model of Leggett et al (1979) in which successive layers of “greywackes” (sands and muds), silts and shales, were deposited during the Ordovician and Silurian eras by a succession of turbidity current flows into a deep trench of the long-lost Iapetus Ocean. This ancient ocean was more than 1000 kilometres wide 500m years ago. The tectonic plates beneath it moved, eventually closing the ocean over a period of 80m years.

Appendix 2 | Profile and special qualities: Section A/3

Figure 1 : Geological succession of the rocks and deposits in the South of Scotland (Stone et al, permit number CP/17 British Geological Survey © NERC 2017. All rights reserved.)



Appendix 2 | Profile and special qualities: Section A/4

The two ancient continents of Laurentia and Avalonia which flanked the ancient ocean to the north and south were gradually brought together and thrust upwards by the underlying tectonic forces driving them when they finally collided. At the point of collision, the last remnant of the ocean vanished. The line of their collision is known as the “Iapetus Suture” which on the Scottish mainland roughly follows the line of the Scottish Border (Clarkson & Upton, 2010). Subsequent events buried most of the evidence of this line under other younger rock strata. Although unseen it can be detected by seismic and magnetic techniques (Clarkson & Upton, 2010).

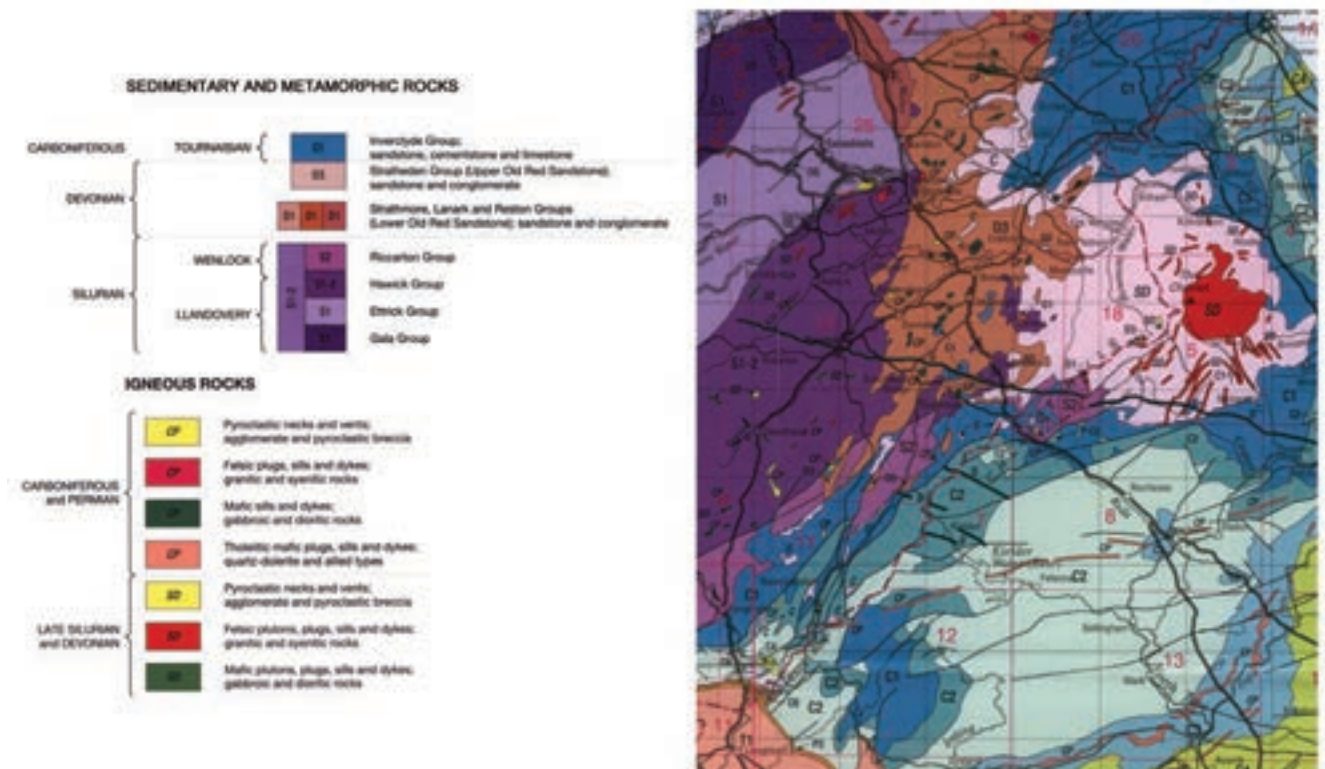
The greywackes, siltstones and shales which had been laid down in distinctive layers of sediment on the bottom of the Iapetus Ocean form the bedrock of most of the Southern Uplands. They are exposed at many sites today in river banks, road and rail cuttings and quarries, often spectacularly folded or faulted by the forces which pushed them upwards (see, e.g. figures 4,5,6).

Leggett et al’s (1979) model explains the main relationships between the geological structures. The tectonic forces which brought the two continents into collision continued and drove the rocks upwards, accompanied by volcanic activity, to form a great mountain range by the end of the Silurian Period, known as the Caledonian mountain range. The Southern Uplands are the eroded remains of this great mountain range which at its maximum at the end of the Silurian Period may have rivalled the Alps or even the Himalayas (Clarkson & Upton, 2010). Over the last 200m years the Caledonian mountain range has been pulled apart. There are remnants of it in Ireland, Norway, Greenland and the Appalachians, as well as in Scotland.

The “Caledonian Orogeny” (period of mountain building) was followed by a period of erosion and tilting of the surface by the continuing movement of the subterranean plates throughout the Devonian. The eroded debris of the Caledonian mountains deposited by rivers consolidated into sedimentary rocks known as “Old Red Sandstone”. The land which became Scotland was at this time 20 degrees to 30 degrees south of the equator, drifting slowly north (Clarkson & Upton, 2010). Simple plants were beginning to colonise the land and volcanoes were a significant feature.

In the Borders the Cheviot is the most substantial landscape feature formed in this period, about 396 million years ago. It probably represents the eroded remnants of a great volcano which “appeared to have started with a series of bangs” (Clarkson & Upton, 2010), as judged by the earliest volcanic rocks on the site. It is calculated that the Cheviot in its heyday may have had a base diameter of 60km and a height of 3km, comparable to Mount Etna on Sicily today (Clarkson & Upton, 2010).

Figure 2 : Part of Southern Scotland and Northern England (Stone et al, permit number CP/17 British Geological Survey © NERC 2017. All rights reserved.)



Appendix 2 | Profile and special qualities: Section A/5

There was more volcanic activity during the Carboniferous period which ran from 359.2 to 299 million years ago. At the beginning of this period tectonic plate movements caused some uplifting and subsiding. Some lowland areas were formed where sediment could accumulate. To the north lay the Southern Uplands and to the south the subsiding Northumberland and Solway Basins. During this period the eastern part of the area between the Southern Uplands and the Northumberland Trough was a lowland embayment corresponding to the Tweed Basin. This was “a subtropical lowland terrain in which rivers, lakes and lagoons abounded” (Clarkson & Upton, 2010), punctuated by numerous volcanoes and volcanic fissures. The Birrenswark lavas (named for the valley where they were first observed) form a low-lying ridge south west of Hawick, and the Kelso lavas from the first 10 million years of the Carboniferous period lie to the northeast in the Tweed basin. They can be seen in some of the river banks and in small quarries. The Kershopefoot lavas at Kershope Bridge erupted later in the Lower Carboniferous (see figure 8). The precise location of the volcanic centres from which these lavas flowed is not known but they will all have been much smaller than the Cheviot. A later period of volcanic activity gave rise to a series of volcanic stubs of igneous rock which lie on the watershed between the A7 and the B6399 roads (e.g. Maiden Paps, Ruberslaw, Bonchester Hill, Greatmore, Minto Hills), but the lavas which flowed from these are all eroded away. Contemporaneous with the Kelso lavas, the three Eildon Hills, known by the Romans as Trimontium, are volcanic intrusions dating from 352 million years ago which form a striking feature in the landscape.

The products of these series of eruptions formed sills and plugs and in places distinct layers of lava from successive periods. Some of these have been eroded away in places to reveal earlier layers. The composition of the volcanoes and other igneous rocks of the area and the processes which gave rise to them are described in detail in Clarkson & Upton (2010).

Periods of flooding of the lowlands by the sea alternated with the formation of coastal forests, mainly giant club mosses and ferns. This swampy environment resulted in the laying down of alternating layers of limestone and coal seams. Lakes formed when rivers were blocked by uplifting rocks or lava flows.

The Ice Ages

After the Carboniferous Period there is very little record of any period until the Quaternary Period, 2.6 million years ago. Warm periods alternated with cold during this period. Over the last million years, the land was covered by a series of ice caps. Figure 3 shows the events of the last two glacial and interglacial cycles and the biodiversity which characterised them.

These sequential glaciations were of critical importance for the creation of the modern landscape of ice-rounded hills, and the soils ground up, moved and finally deposited by the glaciers. Layers of stone and clay till, in characteristic structures left by the ice sheets, blanket the area (Clarkson & Upton, 2010). The most recent of these glaciations took place between 120,000 and 15,000 years ago. Most of the Southern Uplands was covered in ice during this period.

By 12,000 years ago the glaciers had melted. The meltwaters cut channels and deposited sands, gravels, silts and clays. This process has been continued by the rivers of the region, creating valleys and soils. The soils have supported the greening of the area during the milder times since the end of the last glaciation. The hills gradually became covered by forests. From about 6000 BCE however, major changes took place due to human activities. The forests were progressively cleared. Very little remained at the time of the Roman occupation, possibly less than today. Thereafter the spread of agriculture during the medieval period removed any remnants of the original forest.

Today's landscape

“The geology, landform and vegetation have led to a landscape characterised by high-altitude, rounded massifs and ridges, dissected by long, deep valleys. The long open vistas from the tops and the feeling of remoteness on the hills are enhanced by the relative absence of man-made structures” (SNH, 2002,2009).

The western part of the area proposed for designation is divided by the hills which form the watershed between the Liddel and its tributaries which flow towards the Solway in the west, and the Tweed and its tributaries which flow east towards the North Sea. Rainfall on the western side is significantly greater than on the eastern side of this divide which catches the clouds blowing in from the Atlantic. This difference in the levels of rainfall has an impact on vegetation, favouring pastoral agriculture and commercial forestry on the western hills and valleys. Along the south eastern and southern edge of the proposed area the Cheviots, another hill farming area, form a natural barrier along the Scottish Border. These hills slope gently down in a north-easterly direction towards the middle reaches of the Teviot and Tweed. The gentler terrain and drier climate on the lower ground here are more favourable for arable agriculture.

Appendix 2 | Profile and special qualities: Section A/6

The factors of geodiversity and human activity have interacted to create the landscape we see today. Human activity has shaped the land and the biodiversity we see today. It has also generated the pattern of settlements. The houses, barns, castles, churches and the four great cathedrals of the area are constructed from local sandstones and other rocks. They are linked by roads and bridges built from stone quarried in the area.

“The landscape character of the hills and valleys of the Border Hills is probably the most obvious feature of the natural heritage of the area. It is a primary asset for the people who live and work in the area and also is one of the main attractions of the area to visitors. The landscape provides strong links with the local settlement, agricultural and political history from the ruined peel towers and castles to the open, treeless moorlands and patterns of drystone dykes. The landscape is not a museum and has the capacity to absorb change while still retaining its integrity and distinctive character” (SNH, 2002, 2009)⁵¹.

Figure 3 : Representative geological deposits of the last two glacial-interglacial cycles to affect Northern Britain (Stone et al, permit number CP/17 British Geological Survey © NERC 2017. All rights reserved.)

Approx age (Ka BP)	Chronostratigraphical stage		Marine isotope stage	Climate	Environment	Human cultures	Typical large herbivore fauna	Representative deposits	Characteristic features	Lithostratigraphy
	A	B								
1	Sub-Atlantic		III	Temperate	Mixed forest (alder, oak, elm, birch, beech)	Historical	Domestic animals	Made ground	Urbanisation	Peat erosion
2										
3	Sub-Boreal		III	Temperate	Mixed forest (elm, decline)	Iron Age		Silt alluviation on floodplains		
4.3										
5.6	Atlantic		II	Temperate moist, relatively cold	Oak, elm, lime, alder forest	Neolithic	Red deer	Colluvium	Speleothem growth	
6.7										
8.7	Boreal		I	Temperate, dry	Pine-hazel forest	Mesolithic	Red deer	Tidal flat and coastal deposits	Tree clearance	Sub-meandering rivers
10										
11.7	Pre-Boreal		I	Warm continental	Birch-pine forest		Aurochs	Peat accumulation*		
12.9	Loch Lomond Stadial		1	Cold local glaciation	Tundra-glacial	Late Upper Palaeolithic	Reindeer, bison, horse	Landslips, cover sands, head, screes, tufts, till, moraines	Cirque glaciers, screes	Ice-wedge polygons
14.7										
14.7	Windermere Interstadial		2	Warm continental	Birch forest		Ea, giant deer, aurochs	Kettlehole deposits, organic silts*		
29	Dimlington Stadial		2	Glaciation, dry polar desert	Arctic tundra grasses and sedges-glacial	Man absent	Mammoth, woolly rhino, steppe bison, horse	Extensive silts and other glacial deposits	Kettleholes, till plains, meltwater channels, drumlins, eskers, end moraines, valley sandur	
40	Upton Warren		3	Variable, generally cold	Open, treeless	Early Upper Palaeolithic	Mammoth			
59										
70	Brimpton		4	Arctic	Tundra	Middle Palaeolithic	Reindeer, wolverine, steppe bison, woolly rhino			
80										
90										
100										
116	Chalford		4	Cold	Open, treeless					
128	Ipswichian		5	Warm temperate	Mixed forest	Man absent	Hippo, straight-tusked elephant, narrow-nosed rhino, aurochs, red deer, fallow deer			
128										

* Bieleham Peat Formation (Britannia Catchments Group)

Appendix 2 | Profile and special qualities: Section A/7

Spectacular views and accessible sites of geological interest

It is important that it should be possible for lay persons to understand the geo-history of a National Park and how this has underpinned the development of the landscapes, bio- and cultural diversity they see today. The proposed area is well-endowed with visible and accessible sites which exemplify the different stages of its geological history. Some can be visited in the context of a pleasant country walk, others as a stop on a scenic route. Some walks and sites are already described and others could be developed with minimal effort.

Some Sites to visit in the Liddel Valley

Some of these are already designated as SSSIs, for example Palmer's Hill Rail Cutting (Site Code 1266).

"This site has a 23m section through the Late Devonian to Early Carboniferous age Upper Old Red Sandstone of the Scottish Border Basin. The Upper Old Red Sandstone sediments rest unconformably on Wedlock (Mid Silurian age) Flysch, and overlain by Early Carboniferous age Birrenswark Lavas" (SSSI citation)⁵².

PALMER'S HILL RAIL CUTTING SITE WALK: Although now rather overgrown this site can be reached on foot following the forest road along the disused railway track from just east of Steele Road through the Forestry Commission's Riccarton Forest to Riccarton Junction; then following the fork of the track south for about 1km one passes the cutting on the left. This can be a circular walk if one is willing to then hike to the right across 50 metres of felled forestry to the quarry at the road head of the forest track which leads to the B6357, then take the first right at the sign to Steele Road up to turnoff to the right on to the forest track to the railway line just before Steele Road. The quarry shows folding of the rock on the freshly cut face (figure 6).

To complete the walk, carry on down the forest road until it ends then take a left and through the gate, turn right on to the B6357 then right at the first junction signposted Steele Road 1. Follow the main road up to the turnoff to the right on to the forest track to the disused railtrack where the walk began.



Fig 4 (top left) - Palmer's Cutting showing layers of different types and thickness

Fig 5 (above) - Palmer's Cutting showing vertical layers

Fig 6 (left) - Quarry by Palmer's Hill Cutting showing folding of rock

Appendix 2 | Profile and special qualities: Section A/8

Fig 7 - Balagan Formation in bank of Dawston Burn near Saughtree House

BALLAGAN FORMATION: Not far from this, in the bank of the Dawston Burn running beside the B6357 just before the turnoff to Kielder coming from Jedburgh, an example of the Ballagan Formation can be viewed from the road (see figure 7).

“The rocks visible in the bank of the burn belong to the Ballagan Formation (after the type section in Ballagan Glen, Strathblane) - interbedded sandstone, siltstone and dolomitic limestone. They formed approximately 343 to 359 million years ago in the early part of Carboniferous Period as fluvial, estuarine and coastal plain deposits. The strata in the photo look like siltstones with the harder beds of limestone prominent. Beds like these were formerly called 'cementstones' on account of the the visual similarities between limestones and hardened cement. Typically, they are not particularly fossiliferous but some beds yield plant fossils, fish scales, gastropods, ostracods and bivalves such as Modiolus (similar to a mussel shell).

This formation is seen at several localities around Langholm and extends as far west as Kirkbean and east into Berwickshire (all part of the Northumberland - Solway Basin). The bedrock looks to be overlain by a coarse gravel alluvium of the present stream” (description by Andrew McMillan, pers.comm).

LAVA AT KERSHOPE BRIDGE: SSSI site code 839, National Grid Reference NY499834

“In the Langholm area the stratigraphy of the Lower Carboniferous is characterised by the occurrence of three groups of volcanic (igneous) rocks intercalated with sediments of the Northumberland Basin.” (SSSi 839 citation, eservices.ros.gov.uk)⁵³.

The Kershope Bridge site straddles the Scotland-England Border. To view it take the B6357 through Newcastleton to the south. At the end of the village take the left turn signposted Whithaugh and Roadhead, follow the main road to Kershope Bridge at the Border. The disused quarry on the Scottish side and the stream section exhibit the best sections of the series of volcanic rocks known as the Kershopefoot Basalt.

Appendix 2 | Profile and special qualities: Section A/9**Fig 8 - Lava at Kershope Bridge****Fig 9 - Old Red Sandstone in Jed Valley showing layers****Walks and views in the Jedburgh area**

McAdam et al (1992) have compiled a list of attractive walks and spectacular landscape viewpoints in the area bounded by Jedburgh-Melrose-Kelso. With each route there is a detailed description of the geological formations which can be viewed. These illustrate the main geological features of this part of the Southern Borders. A number of geological sites of national importance can be viewed on these excursions, each of which is described and accompanied by detailed instructions on the precise location of points of interest and routes to reach them. One walk goes to the summit of Penielheugh Hill. The view from its Wellington Monument encompasses all the prominent geological features of the eastern Borders – the three volcanic peaks of the Eildon Hills, Black Hill and Redpath Hill, Smailholm Tower on its dolerite ridge, the lower Carboniferous granite of Dirrington Laws, the Devonian volcanics of the Cheviot Hills, the Carboniferous fells around Carter Bar, the dolerite plugs of Dunion Hill and Ruberslaw, the agglomerate filled Carboniferous vents of the Minto Hills with the crags of Fatlips castle (a dolerite filled vent).

Other walks describe features invisible from high ground. One of these is where the Jed Water has cut through Old Red Sandstone rocks to the north and south of the town, creating a spectacular gorge which can be viewed on foot or when driving through (figure 9).

Another Jedburgh walk takes the visitor to *Hutton's Unconformity* at Allar's Mill in the Jed Valley. James Hutton was the first geologist to conclude that the Earth's rocks had been formed by a cyclical, repetitive process. He arrived at this view following his observation of a number of sites in the Borders which exhibited "unconformities" – where horizontally parallel strata of sedimentary rocks are deposited at an angle to the layers below. He observed one of these key sites in 1787. It is visible to this day at Allar's Mill in the Jed Valley but unfortunately partly obscured by vegetation.

SCOTT'S VIEW: Sir Walter Scott's favourite view of the Eildon Hills from Bemersyde also has geological interest – the three volcanic peaks of the Eildon Hills, the vents of the Minto Hills and the Black Hill plug. These are just a few of the interesting sites which can be readily visited, which illustrate the fascinating geohistory of the Southern Uplands.

Conclusions

The proposed area is rich in significant and well-characterised geodiversity. The formation of the unique landscape of the Southern Uplands over millions of years is illustrated in easily accessible sites across the area. An understanding of the nature and importance of the long historical process which created today's physical and cultural landscape can be readily acquired by the curious visitor.

Appendix 2 | Profile and special qualities: Section A/10

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Appendix 2 | Profile and special qualities: Section B/11**Section B**Archaeology and history⁵⁴**Objective**

The history of the Borderland and its resilient communities is central to our understanding of the emergence of the Scottish people and the human qualities which lie at the core of Scottish identity. It is not the intention of this Appendix to provide a detailed history of the Borders or of the area at its heart which is proposed for designation. The objective is, instead, to discuss with a few relevant examples, how the unique cultural heritage of the proposed area and the abundant evidence about its evolution from prehistoric times to the present day qualify it for designation as a National Park. Of necessity, it is very brief and only touches on some of the key points and places in the area. It is beyond the scope of this document to provide a catalogue of the wealth of fascinating and accessible prehistoric and historic monuments in the area.

Introduction

“The Anglo-Scottish frontier is arguably the most beautiful, and certainly the most bloodstained region of Britain, perhaps of all Europe. For centuries it was the scene of internecine warfare between England and Scotland, in which great battles were fought, vast areas scorched into wilderness, towns and villages and magnificent abbeys were destroyed, and countless Borderers on both sides were killed.”⁵⁵

However, although this resounding passage describes a key period in the consolidation of the frontier, the turbulent history of the Borderlands predates the birth of the Scottish and English nations by many centuries. Nor is it the whole story of that period – there were also many tranquil periods during which the resilient communities of the Borders developed their farms, traded, built and rebuilt the abbeys and eventually harnessed the power of the rivers to manufacture the textiles for which the region became famous.

The Appendix on geodiversity has outlined how geohistory and geography created the initial physical environment for the peoples who first settled here after the last Ice Age. It also noted that these and subsequent settlers progressively modified the landscape and physical environment through their activities. The distinctive landscapes and unique cultural heritage of the communities of this area as we find them today were shaped by the interaction between several sets of factors over the centuries:

1. The physical factors - changes communities made to the physical attributes of the land at each stage facilitated the progressive emergence of particular types of agricultural, construction and industrial activity.
2. The human factors - the customs, languages and capabilities brought by the peoples who settled here, which gradually fused over the centuries.
3. The locational factor - its position down the centuries as a frontier territory between tribes or nations. On the one hand this has often made it a battleground. On the other hand, it has made it an open and outward-looking area where different peoples met, communicated and traded. It fostered the hardy self-reliant character of the communities, the ability to deal with adversity, and the willingness to adopt and adapt technology to exploit the opportunities as and when they arose.

The narrative encompassing the evolution of the landscapes and culture of the Borders area is critical to understanding the key role it played in the development of Scotland into the modern nation it is today. For local communities and for the visitor to the proposed area, the shaping of this unique cultural heritage can readily be traced and understood from the evidence before them today in the landscapes, the structures, the customs; and it is interpreted in the information sources which have been compiled and presented in accessible formats.

After the Ice⁵⁶

“On a bright day in late winter, traces of vanished ramparts and ditches, hut circles, roads, field rigs and cultivation terraces are thrown up by the oblique sunshine”. (Smout in Dent & McDonald, 1997)

There may have been hunter-gatherers in the Borders before the last glaciation, but if there were, the ice scoured away any signs of human activity. Between 8000 BCE and 5500 BCE woodland gradually spread back over most of Scotland including the Southern Uplands and there is evidence of hunter gatherer activity in the Borders, particularly in river valleys during this period. By 3500 BCE woodlands were beginning to be cleared around human settlements.

⁵⁴ Thanks are due to Scottish Borders Council officials, to John Dent, to Richard Strathie, and to others whose personal communications and publications have informed much of the content of this Appendix. Thanks also to John Dent and to Richard Strathie for proof reading the text.

⁵⁵ Excerpt from George MacDonald Fraser’s Foreword to Dent & McDonald (2000), copyright Scottish Borders Council, reproduced by kind permission of SBC.

Appendix 2 | Profile and special qualities: Section B/12

Extensive evidence from this period of cereal cultivation, sheep farming and simple manufacture such as unglazed pottery, as well as burial and ceremonial sites, has been found in the Borders. By 2500 BCE humans had made a significant impact on Scotland's native woodland cover (Wilson, 2015), and metalworking in copper and bronze were introduced to the Borders around the same time, followed by iron after 650 BCE. Evidence of 1st millennium BCE cultivation survives in the Borders especially in the Cheviots. Some of the best examples of the narrow cultivation ridges known as cord rig can be seen at Hownam (Dent & McDonald, 1997).

With farming came population growth and organisation of society stratified into more complex chiefdoms. These emerged in the Borders during the 3rd millennium BCE, and during the 1st millennium BCE there was extensive building of hill forts and other defensive structures. Remains of the largest hill fort in Scotland can be seen today on Eildon Hill North.

Most of the known sites have not yet been excavated. Some of the most striking evidence of these ancient structures comes from aerial photographs. A remarkable series of these, accompanied by maps is posted on www.borderarchaeology.co.uk and see aerial photos in Dent & McDonald, 1997 and other publications.

The evidence points to the emergence of a populous, prosperous, stratified society by the 1st millennium BCE, divided into many local chiefdoms which were already dedicating substantial resources to defending their territories. Place names and the later records of the Romans imply that by the first century BCE it was a P-Celtic speaking society, related to similar societies in much of the UK and other parts of Europe. The people had great skills in metal-working. Three exquisite bronze shields were found at Yetholm, a bronze collar was found in a bog near Stichill, cauldrons, dress fasteners, horse gear and weapons were found at Eckford Moss and at other sites. Other archaeological finds at several sites indicate that these were trading peoples.

The area proposed for designation is rich in archaeological sites from the various stages of this prehistoric post glacial period, along the feet of the Cheviots, in the river valleys, and on the hilltops. As noted above the largest hill fort in Scotland, constructed about 3000 years ago, sits on Eildon Hill North. Only 1% of the site has been excavated. Finds from the site are presented at the Trimontium Exhibition, in Melrose.

Some assessment and excavation within the proposed area has been carried out by local volunteer groups, guided by professionals (C. Bowles, pers.comm.). There is considerable scope for more of this supervised avocational activity. This would provide opportunities which would be appreciated by both communities and visitors interested in the heritage of the area.

In summary, the early peoples of the Borders were independent, highly skilled and resilient. Their artefacts were skilfully wrought. They were traders, warriors and horse riders.

The Roman Period

The Romans left the earliest written records about the Borderlands. Thanks to the Roman historian Tacitus, we know that Agricola's army marched over the Cheviot Hills into the Tweed Valley and towards the Eildon Hills circa AD 79. They built Newstead Fort at the foot of the hills. Finds, reconstructions and other information about the Roman military complex at Trimontium (Newstead) are presented at the Trimontium Exhibition, Melrose (Dent & McDonald, 1997).

Hadrian's Wall was built circa AD 122 from the Tyne to the Solway. According to Hadrian's biographer its purpose was "To separate the Romans from the barbarians". It was a substantial stone structure with milecastles, forts and ditches and a road running along behind it. Significant sections of it can still be seen in Northumberland National Park, across the Border from the area proposed for designation.

After Hadrian's death, his successor, Antoninus Pius, built a turf wall, the Antonine Wall, further north across the Central Belt of Scotland. However, he never managed to pacify the tribes completely between the two Walls.

Unlike much of Britain to the south of Hadrian's Wall, the land between Hadrian's and Antonine's Wall was never settled by Romans. However, it was a heavily militarised zone. They created a strategic road network, digging quarries for roadstone which flank the roads. A major road, Dere Street, was built from York in the south and at least as far as the Antonine Wall in the north. Much of the line of this road remains. Parts of the route are still followed by modern roads including parts of the A68 and other sections are visible (see photos on Wikipedia). They quarried and dressed stone for their many forts. Much of this distinctively shaped stone has been taken and reused in later buildings such as houses and byres near the forts.

The Romans abandoned the Antonine Wall circa AD 160 and retreated to Hadrian's Wall. Circa AD 410 Roman rule in Britain came to an end and Hadrian's Wall was also abandoned.

There are other significant Roman sites in the proposed area, e.g. the best-preserved set of temporary Roman camps in Britain are set in moorland at Pennymuir near Oxnam, 200m from the modern road which marks the line of Dere Street (see Plate 16 in Dent & McDonald, 1997). A large sandstone Roman altar stands on top of a hill on the left side of the B6361. This was the site of the north rampart of the Roman Fort Trimontium (1st Century AD),

⁵⁶ Main sources – Dent & McDonald, 1997; Moffat, 2002. Sources for further information are listed in these publications.

Appendix 2 | Profile and special qualities: Section B/13

The Roman Period has left us with fascinating remains, and the first written evidence of the independent P-Celtic-speaking, horse-riding people whom the Romans failed to subjugate.

The Dark Ages

Following the withdrawal of the Romans from Britain there was a lengthy and poorly documented period. Tales about that time have come down which associate the legendary King Arthur with the Eildon Hills (Dent & McDonald, 2000). Alastair Moffat (1999) has created an imaginative reconstruction of an “Arthurian” period in the Borders, which explores the possibility that Camelot might have been located on the site of the lost town of Roxburgh. The names of settlements, particularly in the eastern side of the Borders are evidence of the ongoing struggles between Celts and the Anglians which were steadily encroaching into the territory of the Celtic tribes. The precise boundaries of the Anglian kingdom of Bernicia which later became part of Northumbria are not known. The region was not finally secured for Scotland from Northumbria until about 1018, by King Malcolm II.

There is a tantalising wealth of unexplored archaeological remains relating to this period in the area (C. Bowles, pers.comm).

The Christian Heritage⁵⁷

The Christian church had a huge impact on European culture from its inception until the 20th century. From an early stage its monasteries became centres of learning. The Scottish Borders, always in touch with European culture, were affected by Christian influences from Roman times. Christianity became the official religion of the Roman Empire under Constantine I. After the Roman Empire collapsed Christianity in Britain came under pressure from the heathen peoples which began to occupy parts of Britain including the Tweed Basin. Later the Vikings continued the assault. However, Christianity survived these impacts and in the 12th and 13th centuries Scottish kings supported the foundation of monasteries, encouraging monks from several orders to set up monasteries in Scotland.

By the end of the 12th century no less than four major abbeys had been set up in the area here proposed for designation, and they were endowed with extensive landholdings. For example, Melrose Abbey owned 5000 adjoining acres and leased 17,000 acres of uplands. In the Middle Ages wool was one of Scotland’s major exports and much of the great wealth of the Abbeys came from their huge flocks of sheep. Sheep began to displace arable agriculture and overgrazing reduced the remaining wildwood during this period. Thus continued the changes to the Borders landscape.

The location of these abbeys close to the Border, their visible wealth, and in later years the loss of respect for the Catholic Church during the Reformation, led to their destruction. From the 14th to the 16th centuries abbeys and churches suffered repeated sackings.

The impressive ruins of these abbeys can be seen today at Melrose, Dryburgh, Kelso and Jedburgh. There are also many other interesting Christian remains to visit such as the “Hogback” tombstone at Ancrum which shows the Scandinavian influence of the 10th/11th centuries.

The extraordinary religious architectural heritage of the area is a striking testimony to the impact of Christianity. In its quality and scale, it also bears witness to the abundance of high craft skills and artistry of the people of the area. It evidences the ability of local craftsmen to integrate the artistic and architectural influences from Europe with indigenous styles into a distinctive local tradition. It also testifies to the great wealth which was accumulated at various periods, repeatedly dissipated by wars and then recreated by a hardy and resilient people.

The Reiver Period⁵⁸

The Borders’ folk heroes of the 14th-16th centuries were the Reivers. Thanks to the rich oral tradition of the Border Ballads their exploits have come down to us in romantic song and story. They are remembered to this day as the fearless, untameable riders who rustled cattle and lived by their own codes of honour.

The physical situation of the Scottish Border combined with the politics of the time resulted in this chaotic period. Between the 14th and 16th centuries the border with England was the site of almost continuous warfare. English and Scottish armies marched back and forth across the Borderlands fighting wars which never led to a final conclusion. The Borders countryside on both sides was devastated.

The people of the Borders managed to survive through “reiving”, a tribal system of armed plundering of their neighbours. The names of the main reiving tribes, or families, still common in the Borders today, are listed by MacDonald Fraser (1971). The area which became most notorious for its wild reiving families was Liddesdale from which Elliots, Armstrongs and Scotts, in particular, rode out on raids over the centuries.

On both sides of the Border Wardens of the East, West and Middle Marches were appointed to govern their areas, and in addition a set of legal arrangements was put in place to deal with cross-border offences. On set “Days of Truce” the Wardens met their opposite numbers at points on the Border to hear cases. By custom one of these points was at Kershopefoot in Liddesdale, in the Middle March. However, these arrangements notably failed to maintain law and order.

⁵⁷ Dent & McDonald, 1998 have produced a detailed account of the impact of Christianity in the Borders which is the source for most of this section on Christianity.

⁵⁸ The main source for this section is Dent & McDonald, 2001.

Appendix 2 | Profile and special qualities: Section B/14

After the catastrophic Battle of Flodden in 1513, a devastating defeat for the Scots, still commemorated on the plinth of the Hawick Horse statue, the Anglo-Scottish wars continued until the mid-16th Century. At the Hawick Common Riding the deaths of sons of Hawick who fell at Flodden 500 years ago is still commemorated with strong emotion (Moffat, 2002).

Domestic problems eventually began to absorb the attention of both Governments and the relationship between the two countries gradually became peaceful. Peace at the national level allowed everyday life in most parts of the two countries to flourish during the later 16th Century and permitted the spread of the new ideas of the Reformation. Nevertheless, life in the Borders was still marred by continuing violence with blood feuds and protection rackets as well as the ongoing plundering and destruction of property.

From time to time there were official attempts to eradicate these nests of reivers. One of the most famous of these occasions was in 1566 when the Earl of Bothwell, Lord of Liddesdale and lover of Mary Queen of Scots, set out to restore order to Liddesdale. He was stabbed by one of the reivers and had to be carried to Hermitage Castle. Mary, still married to another, scandalously rode over the moors from Jedburgh to Hermitage to visit him. Legend has it that she dropped her timepiece on the way at the site still known as “The Queen’s Mire” on Braidlie, near to Hermitage Castle.

With the death of Queen Elizabeth of England in 1603, Mary’s son, James VI became ruler of the whole of Britain. He was intent on removing all barriers between the countries and resolved to pacify the Borders. Offenders guilty of “fire, sword, robbery and murder” were executed, banished or outlawed with brutal efficiency. Many were hanged first and tried later – “Jeddart justice” in the Border phrase. This put an end to the Reiver period.

The violence of the Reiver period has vanished from the Borderlands but the communities remember their turbulent past. The spirits of the reiving riders live on in local traditions and in the love of horses – horse breeding, training, racing, hunting and every other equine sport.

Industrialisation⁵⁹

Corn mills had existed in the Middle Ages but the principle of harnessing water power was used more widely from the 18th and 19th centuries, initially to grind grain and then for manufacturing. The main rural industry in the Borders was based on its abundant wool crop and in the late 18th century textile mills were built on all the main rivers in the Borders. An old factory mill wheel can be seen through the glass floor of the Heart of Hawick building. From that date manufactured woollen textiles, primarily tweeds and knitwear, were the main product of the Borders until the 1980s, when the industry suffered major decline. However, there are once again several internationally successful and expanding mills in Hawick, including the locally owned Lovat Mill. Water power has been replaced by other forms of power but some of the old mill buildings are still in use. The Borders Textile Towerhouse in Hawick’s oldest building is now a museum celebrating the Borders’ textile industry.

Farming⁶⁰

For centuries, open fields surrounded the settlements with a common infield cultivated in strips and an outfield for summer grazing. Midlem, unusually, retains this layout with the shape of its field visibly preserved (see Plate 1 in Dent & McDonald, 2001). There were also temporary summer shelters in the high pastures known as shielings. Their names persist in many place names although the shielings themselves vanished long ago.

Because wool was the most lucrative crop in the Borders, the Abbeys started the trend towards giving over more and more land to rearing sheep. During the reiving period this trend may have been intensified by the relative ease of hiding livestock from raiding parties.

In the 18th century, however, landowners became aware of new methods of draining, enclosing and planting their estates with new crops. This changed many of the open landscapes into squared field systems bound by walls and hedges. During this period the large country estates such as Bowhill, Monteviot and Floors developed, centred around a large mansion house and a designed landscape. Today many of these beautiful designed landscapes and their houses are open to the public for much of the year.

Since the time of the Celts, horseback riding has been a major activity in the Borders. Throughout the Borders today equine pastures are a common feature of the landscape and equine sports are very popular and well-catered for.

The tangible and the intangible cultural heritage

The “Spirit of Place” of the Borderlands is evoked in the tales and legends which have come down to us, at least as much as the historical records. They are an important part of the intangible cultural heritage. They cast a glamour over the ancient buildings, the ruined castles, and the landscape and conjure up the atmosphere of other times. Hermitage Castle in Liddesdale, Sir Walter Scott’s favourite castle, is the epitome of the medieval frontier fortress.

⁵⁹ The source for most of this section is MacDonald Fraser 1971.

⁶⁰ The main source for this section is Dent & McDonald, 2001.

Appendix 2 | Profile and special qualities: Section B/15

Described by Oram as “an icon of global heritage value, from its first presentation in the Gothic and Romantic tales of the early nineteenth century through to its entry on to the global cultural stage in the late 20th century as an internet superstar” (Oram, 2012).

Hermitage, which had 12,000 square feet of residential floor space, was not constructed just as quarters for a garrison. It was designed to project power through the scale of its lord’s retinue and the size of his household. This design extended beyond the actual buildings – it was surrounded by a wider region designated as a baronial forest or park, itself an indicator of power and status.

Scott’s collaborator John Leyden wrote down two poems derived from the oral tradition, *Lord Soulis* and *Cout o’ Keeldar* about the castle and its setting. The natural and the supernatural, the legendary and the historic, are intertwined in Leyden’s poems. The *Cout o’ Keeldar* “presents the landscape of upper Liddesdale as lying almost on the threshold between the real world and the world of Faery” (Oram, 2012), with the hero encountering supernatural beings on the high moors. In *Lord Soulis* the wicked Lord Soulis steals Fair May of Gorrenberry, sweetheart of the young laird of Branxhorne. Soulis, Lord of Hermitage Castle and a wizard, is finally boiled in lead in the centre of Ninestane Rig, an ancient stone circle, a fitting fate.

Mary Queen of Scots’ ride from Jedburgh over the moors to Hermitage Castle to visit the wounded Bothwell was another “of the key episodes which fixed the castle and its wider landscape in the popular imagination for centuries” (Oram, 2012).

The brooding, grey, Hermitage Castle is readily recognised by the visitor as “the guard house of the bloodiest valley in Britain. There is a menace about the massive walls, about the rain-soaked hillside, about the dreary gurgle of the river” (MacDonald Fraser, 1971).

Conclusion

The proposed area lies at the heart of the Scottish Borderland. Its landscapes, its settlements and its cultural heritage bear testament to its critical role in the gradual emergence of the Scottish Nation from prehistoric times to the present. The resilience of its communities, their skills, resourcefulness and adaptability persisted through centuries of devastating conflict alternating with tranquil periods when great wealth was created. The evidence of this long evolution is visible all over the area and can now be easily understood and appreciated with the help of the information which has been made available by public and private efforts.

It is still a living and changing landscape. The rich traditions of the past are celebrated by communities which ride out every year in the Common Ridings. At the same time the people continue to adapt to challenges as they arise. As Scottish Natural Heritage has said –

“The landscape character of the hills and valleys of the Border Hills is probably the most obvious feature of the natural heritage of the area. It is a primary asset for the people who live and work in the area and also is one of the main attractions of the area to visitors. The landscape provides strong links with the local settlement, agricultural and political history from the ruined peel towers and castles to the open, treeless moorlands and patterns of drystone dykes ... The landscape is not a museum and has the capacity to absorb change while still retaining its integrity and distinctive character” (SNH, 2002, 2009)⁶¹

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⁶¹ Reproduced by kind permission of SNH.

Appendix 3

National Park Boundary Options

National Park Boundary Option as proposed by the Campaign – see map on page 70 (section 9) for other boundary options.



Based upon the Ordnance Survey Map with the permission of The Controller of Her Majesty's Stationary Office, Crown Copyright, Licence No. 100058796

Appendix 4

Comparisons with other National Parks and Protected Area Designations including Northumberland National Park case study.

Table 1: Comparing Borders with existing UK National Parks

The table below provides key statistics for Borders that are compared with the two existing Scottish National Parks and three selected Parks from other parts of the UK that are comparable in geographic scale to Borders.

Table 1

	Area (sq km)	Pop (Note 1)	Pop Km ²	Visitor Numbers 2014 millions per annum	% of area under designations		
					SAC/SPA	SSI	NSA
Location							
Borders NP area Scottish Borders Council	4,743	113,150			3.5% 16,415 ha		
Scottish National Parks							
Cairngorms	4,528	17,000	4.2	1.5	48.9 %	39.0%	16.2%
Loch Lomond & Trossachs	1,865	15,600	8.4	5.0	6.6%	8.6%	17.2%
Other UK National Parks							
Northumberland	1,030	2,200	2	1.5			
The Broads	303	c5,000	16.5	8	23.8%	24.0%	N/A
New Forest	580	c34,400	39.3		48.0%	?	N/A
Pembrokeshire Coast	620	22,542	36.4	4.2	10.6%	?	N/A

Note 1: Population figures are total population. Elected members are drawn from the electoral roll – this excludes those under 18 or who are not registered.

Appendix 4 | Case study/2

Case Study:

Northumberland National Park and The Sill National Landscape Discovery Centre

Northumberland National Park experienced an increase of 2.9% in its population between the censuses of 2001 and 2011, against national trends in rural population (NNPA, 2015).

The Sill: National Landscape Discovery Centre will create the first all-weather, year-round visitor facility in Northumberland National Park, offering 30,000 activity days and attracting more than 100,000 visitors every year. It will widen the visitor offer in the Hadrian's Wall World Heritage Site area of the National Park to focus on the natural environment and all 10,000 years of human life in Northumberland.

The Sill will transform how people of all ages understand and explore the landscapes, history and heritage of Northumberland and the wider North East. It will open the landscapes of Northumberland National Park and surrounding AONBs to a broad range of people from all backgrounds, including children, families, disabled people and those less confident at exploring natural places, with retail, café and information services.

The Sill will be a gateway to Northumberland's landscapes and people with its own exhibition space and a leading education and research facility to develop conservation, countryside management, leisure, and tourism skills. The Sill's comprehensive activity programme will inspire people to participate in, value and conserve Northumberland's unique natural and cultural features.

The Sill will also deliver substantial economic benefits to the area, supporting over 120 new jobs per year in a rural economy—including a Rural Growth Hub to support twenty rural enterprises and a range of opportunities for local businesses, ensuring an impact across the whole of Northumberland and beyond for many years to come.

A £14.8m investment, including £7.8m from the Heritage Lottery Fund (HLF). The Sill is due to open in June 2017. The Sill demonstrates that National Parks can be an engine for economic growth as well as being the source of inspiration and recreation. The Sill will attract over 100,000 visitors per year and is set to deliver substantial economic benefits within the Park and beyond by contributing an estimated £2.5 million per annum to the North-East economy.

Reference

NNPA (2015) "State of the National Park Report", Northumberland National Park Authority, www.northumberlandnationalpark.org.uk

Appendix 5

Options for planning powers

Report: Potential planning power options and issues in relation to new Scottish Borders National Park prepared by Andrew Tait Steven Abbott Associates LLP Chartered Town Planners

Introduction

This section of the report considers potential planning powers for a Scottish Borders National Park (SBNP) and what the likely options and issues would be.

This section touches on the broad context and legislative setting followed by an analysis of several options for potential planning powers of a SBNP and the likely issues associated with each option.

The report goes on to set out some detail on the potential relationships between existing Local Authority functions in terms of planning and planning related activities and how these would relate to a National Park for the Scottish Borders. This, to some extent, is based upon the experience of the writer working in English and Scottish National Parks both from the point of view of the Authority and as a planning consultant making representations on planning policy and preparing and submitting individual planning applications.

Context

The provisions for National Parks in England and Scotland are different, with the designations of National Parks in England stemming from the 1949 National Parks and Access to the Countryside Act and 1995 Environment Act. The provisions in Scotland stem from the National Parks (Scotland) Act 2000. This resulted in specific qualification requirements for designation but also cultural differences in terms of how sustainable economic development would be dealt with in Scottish Parks as opposed to their English cousins. The Scottish Parks have a fourth aim, to promote sustainable economic and social development. This is different from the purposes for Parks in England and Wales which have a duty to foster social and economic well-being. This results in a subtle difference in the way in which planning is implemented and the emphasis placed upon economic and social development.

Planning powers within English National Parks have traditionally been within the auspices of Special Planning Boards with the National Park Authorities acting as the Local Planning Authority. This was often viewed as a key function. Most of the English Parks have full powers except for the South Downs National Park, which has responsibility for planning policy but in relation to development management/dealing with applications operates a call-in system like that of the Cairngorms.

The situation in Scotland is different in that while both Parks produce statutory National Park Plans and Development Plans there are already two different models for development management powers with Loch Lomond & The Trossachs National Park Authority being the full Planning Authority for the area along the lines of the English model. By contrast the Cairngorms National Park Authority has powers to call in applications submitted to the five constituent Local Authorities within the area. This already indicates some level of willingness within the Scottish Government to foster different models for planning powers within Scottish National Parks, though of course to some extent the decision in relation to the Cairngorms may have been regarded as a political one.

It is important to mention at this stage and be clear that while a new Park Planning Authority would have control over planning powers it would not be responsible for housing issues, highways issues or other community infrastructure issues, although it would have influence over them. This indicates that for any Park Authority to work within the prevailing context of Local Government it must develop strong and positive relationships with any constituent Local Authority, in this case the Scottish Borders Council. Much of the co-operation required would be formulated by the production of a National Park Partnership Plan (NPPP).

It is also the case that regarding certain major public projects contained within the National Planning Policy Framework 3 (2014) or in relation to large scale power generation infrastructure and transport infrastructure then any new Park Authority would be a consultation body rather than the body deciding.

Appendix 5 | Options for planning powers/2

Planning activities are split into legislation which sets the context for the legal responsibilities of Planning Authorities in terms of how they prepare plans, process applications, notify the public etc. This tends to have remained relatively stable in Scotland over time by comparison with the English situation where legislation is seeing continual changes with new permitted development rights being introduced so that and developers can carry out certain development under lightweight notification procedures. This approach is something that the Scottish Government is considering.

Planning legislation and procedures are set up under the Town and Country Planning (Scotland) Act 1997 and the Town and Country Planning (Scotland) Act 2006 and these govern how Local Development Plans are produced and how the planning application process is administered. A new SBNP would be subject to this (or aspects of this) legislation.

Separate from the legislation is the policy context which is the material policy which fulfils the requirements of legislation and this is governed by Scottish Planning Policy (SPP) and the National Planning Policy Framework 3 (2014) (NPPF). These documents set out in principle the Scottish Government’s position in relation to planning and provide the context and direction for the policies that would be contained within individual Local Development Plan Documents.

In Scotland, the two National Park Authorities are charged with preparing the Local Development Plan which sets the planning policies for the area and the above-mentioned legislation sets out that unless material considerations indicate otherwise decisions must be made in line with the policies of these plans once they are adopted. The Plans are subject to an examination to, amongst other things, ensure that they comply with SPP. Both Park Authorities also prepare the NPPP which sets the context for the strategy and management of each area and is the key working document covering relationships with a wide range of bodies that would have a stake in the area. Planning powers would be conferred on a Scottish Borders National Park by a Designation Order.

Options, pros and cons

This section of the report looks at several options available for planning powers within a Scottish Borders National Park and assesses them in terms of the likely pros and cons associated with each structure. The structures are based on the arrangements for the existing two Parks in Scotland but are also influenced by the arrangements in England and Wales, which the writer has experience of and in relation to a new approach that has been taken within the Arnsdale & Silverdale Area of Outstanding Natural Beauty (AONB) in Lancashire.

Call in powers with responsibility for preparation of development plan and development management powers on a call-in basis (the Cairngorms model)

PROS	CONS
<ul style="list-style-type: none"> • Would provide full control over planning powers for the area • Provide a distinct body with resources, a culture and specific objectives regarding National Park Purposes. • Result in additional public sector employment within the area. • Would ensure that the four aims of the National Parks under the National Parks Scotland Act are given some weight in planning decision making immediately after designation, rather than relying on the Local Authority. • Full planning powers would be simpler for the public and consultees to understand, which is a continuing problem within the Cairngorms National Park Area. From the writer’s experience the one term that the public understand about planning is planning applications and these being dealt with by the Park Authority would make it clear where the function and responsibility lie. • A distinct Board and staff culture could be formed with specific reference to addressing 	<ul style="list-style-type: none"> • Resources are likely to be the key issue and it is entirely possible that the Scottish Government would not have the appetite for setting up another full planning body now. • Resource issues as above plus potential conflicts with Local Authority interests. • Staff recruitment issues. There is perhaps a relative shortage of qualified Town Planners and while some Local Authority staff could be transferred it is likely that there would be an additional requirement, at least in a management sense. • Both development planning powers and development management powers would potentially need new IT systems, which would duplicate some of the functions of the Local Authority systems, which again may require some investment to set up a full planning authority, as with a full Park Authority body, and would require significant time as well as resources and by comparison a lightweight approach could be implemented more quickly.

Appendix 5 | Options for planning powers/3

<p>and implementing the aims of the National Park as opposed to it being the responsibility of another body with potentially competing objectives.</p> <ul style="list-style-type: none"> • Full planning powers for an SBNP would involve removing planning powers from only one Local Authority as opposed to a more complicated administrative situation where it results in several planning authorities having parts of their areas given over to a new National Park Authority. • A full Park Board and Planning Committee would add a distinct political direction for a new National Park. 	<ul style="list-style-type: none"> • Potential conflicts between National Park Authority and the Local Planning Authority regarding areas of planning and those that lie outside planning such as housing and highways. • Use of existing Scottish Borders staff and resources would tap into existing knowledge and experience of the area. This would be more difficult to assimilate into a new body. • While a system of full planning powers would be more resource intensive it would be less complicated. • Potential conflicts between Park Authority and locally elected interests/national interests.
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Preparation of the NPPP local development plan but with the Scottish Borders council delivering the development management service

<p>PROS</p> <ul style="list-style-type: none"> • Would allow any new body to focus on the key policy framework preparing the National Park Partnership Plan and the Local Development Plan for the area, while relying on the experience of the existing administrative service at Scottish Borders Council to deliver the planning service. • In resource terms, relatively lightweight and would require much less in terms of IT services and protocol systems being set up for the administration of planning application service. • Would enable the staff resource to focus on the key elements of producing the plan without the need to be involved directly in planning application services, which should deliver a National Park Partnership Plan and Local Development Plan more quickly. • Much quicker to set up a Park planning system based upon this model than that with full planning powers 	<p>CONS</p> <ul style="list-style-type: none"> • Perception that the new Scottish Borders National Park would not have the same heft as a Park Authority with full planning powers. • The concern that communication between those delivering the service and those writing the policies could lead to a situation where the plan was not viewed effectively based upon its outcomes on the ground. • Potential difficulties in instilling a National Park culture within the existing planning service that has been used to implementing the policies of existing plans within the area. • Potential concerns within the Membership Board of such a planning body, again around potential conflicts between the Planning Board view on local developments and that of those within the Local Council. • There would still have to be some level of administrative service distinct to the Park Authority as they would still be acting as a consultee on planning applications.
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Local development plan and any supplementary planning guidance for the area included within existing Scottish Borders local development plan with specialists placed within the local authority

<p>PROS</p> <ul style="list-style-type: none"> • This would be the most lightweight approach, with perhaps the most limited resource requirement. At the review of Local Development Plan, it would effectively incorporate the aim of National Parks set out under the 2000 Act and include specific policies within the existing planning document framework. • It is the case from the writer’s perception within Local Councils that where they are dealing with a designated area within their Council area, it is treated particularly sensitively and given significant consideration in decision making because of the distinct policy suite that it attracts. There is sometimes an approach of “this is the best of our area and we really need to look after it”. 	<p>CONS</p> <ul style="list-style-type: none"> • This option might be a lightweight National Park model that was a long way from the other two existing National Park systems within Scotland, which of itself could attract criticism. • If the Council was responsible for the Development Plan and the Planning Service, there is a question of how much commitment would be provided to support the new aspect. • Lack of a distinct “planning” identity for the Park Authority within the area. • Scottish Borders Local Development Plan is up to date (adopted 2016). This would likely result in an additional plan for the Park Area. There may not be great enthusiasm for a radical, early review of such an up to date plan.
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Appendix 5 | Options for planning powers/4

Discussion

Several potential planning systems and their advantages and disadvantages have been set out above. One overriding feature now is the likely resources available to create any new Park body. In addition, there is also the issue that in political terms the Scottish Government, as with the Westminster Government, have a wide number of political concerns and priorities now and there is a question of how far down the list any potential designation of a new Park might be.

The National Parks in England and Wales largely follow a traditional model that was set out in the 1949 National Parks and Access to the Countryside Act. This resulted in the traditional model where the Park Authorities (except for the South Downs) are the full planning authority.

By comparison with the more traditional route set out above, the Scottish Government appears to be prepared to countenance different arrangements within different Parks, with powers conferred through a Designation Order. While there are advantages to the full planning option, which could be described as the Loch Lomond & The Trossachs National Park option, there is a danger with this that if a Park Authority has planning powers over all development they can become focused upon detail and the administrative issues of delivering a service role. In the writer's experience, there is no need for a National Park Authority to be dealing with minor applications for house extensions and changes of use. The key aspect is to ensure that the policy environment is one where National Park status of an area is fully reflected in the policy context which governs that area and upon which decisions are made.

From working in several differing models of National Park, it is the writer's experience that Park Authorities, both the Officers and Members can sometimes be focused on more detailed issues when a strategic view, looking at the policy environment and making sure that there are inputs on major developments taking place within the area are the most important aspects of delivering the statutory purposes of a National Park.

There are several areas in England that are designated for their landscape value and they are called Areas of Outstanding Natural Beauty (AONBs). They themselves have Management Plans which are like the National Park Partnership Plans, and they have a specific Board and Committee arrangement that prepare the plan. They are consulted on all aspects of planning policy and generally on all developments put forward within the area.

In an entirely new approach the Arnsdale & Silverdale AONB, together with Lancaster City Council and South Lakeland District Council, have produced a specific Development Plan Document for the AONB which covers small parts of both the South Lakeland and Lancaster areas. This is in effect a new hybrid model that has not been tried before, but it provides a specific Development Plan Document for a protected area and deals with all the issues that a Local Development Plan would do.

This model would sit somewhere in between Areas 2 and 3 described in Table 2 of the Scottish Council for National Parks (SCNP) Report (2015) on possible governance models for future National Parks. This approach allows very specific focus upon the policies of the area, while ensuring that the AONB body still have an input into decisions on individual planning applications. There is a small retinue of staff with voluntary Board Members who can rely on the development plan making experience and capacity of South Lakeland and Lancaster Councils.

As can be appreciated from the pros and cons set out above there is still perhaps an issue with the Cairngorms National Park with confusion about whether the Local Councils or the Cairngorms National Park Authority has responsibility for an application and in a sense their power sits somewhere between the Loch Lomond & Trossachs National Park model and the one that I have discussed above in relation to the Arnsdale & Silverdale AONB.

Appendix 5 | Options for planning powers/5

Conclusion

In the light of the current financial constraints upon Government spending it is likely that a lightweight model may gain more favour than that of a whole new authority with full planning powers. Establishing a new system could mean an administrative burden for the first few years of the Park Authority and would rely on the ability to recruit Board Members and staff with the right skills and knowledge.

The Scottish Planning System is a plan led system, so the preparation of policy documents relating to a new Scottish Borders National Park should be the paramount objective for a new SBNP. The badge of a National Park would ensure that in policy terms the area would be treated the same as any other Park Authority area from the point of view of the Scottish Government and how Scottish planning policy and the National Planning Policy Framework 3 treats such a designated area.

The designation would result in economic advantages without certain disadvantages of a new Park Authority requiring a significant initial and continuing public investment.

The likely powers would be the preparation of a National Park Partnership Plan and potentially a distinct Local Development Plan containing a suite of policies for the area to be contained within the Scottish Borders Local Development Plan. This would ensure that there would be a distinct policy environment to the area as opposed to the remainders of the Scottish Borders area.

The SCNP report on possible governance models sets out types of model based upon the character of the area and the population range. It is the writer's view that a new SBNP model should sit somewhere between Areas 2 & 3 outlined in table 2 of the report. The suggestion would be a model whereby a National Park Board is created with some national appointees with specific expertise making sure that the national aspect is represented with some local Members and some directly elected Members (the lack of this often a criticism of English National Park Authorities). The Board would be supported by a small staff responsible for preparation of a Park Plan and Local Development Plan. Scottish Borders Council would run the day to day planning service with any more significant applications presented to the National Park Board.

This would require close cooperation between the existing Scottish Borders Planning Service and the National Park Board and its retinue of employees. There could be some issues around which Planning Committee/Board makes decisions on planning applications but it would be possible to source an estimate of how many planning applications within this area are presented to the existing Scottish Borders Planning Committee on an annual basis. From the writer's experience, it is estimated that it would be quite small, but this is information that could be gained from the Scottish Borders. The Council would probably require the Planning Officer dealing with an application at the Scottish Borders, together with a Senior Planning Official, to present such items to the National Park Board, but this is something that should be achievable.

The key reason for this model being suggested is that it results in a compromise between a large investment at a time when the Scottish Government would perhaps be reluctant to set up a new, entirely independent Planning Authority that while is not the full Planning Authority it would have a distinct image and brand, but also rely upon some of the existing resources of the Scottish Borders. With any model that relied heavily on the Scottish Borders to prepare the plan for the area and to have any effective consultation on more significant planning applications with the National Park Board there would likely be capacity issues in any case, resulting in potential recruitment. It would perhaps be better, if capacity is required, that capacity is provided in the model of the distinct Park Authority identity with its own Board and small team of staff.

The model suggested is a compromise between a relatively light touch mechanism and a new entirely independent Planning Authority, but one that would give the Scottish Borders National Park a strong presence in planning terms and a clear seat at the table with the Scottish Government when National Park issues and rural development issues were being discussed..

References

Scottish Council for National Parks: Future National Parks in Scotland Possible Governance Models Author: Graham C Barrow August 2015

Scottish Campaign for National Parks & Association for the Protection of Rural Scotland: Unfinished Business – A National Parks Strategy for Scotland 2013

Scotland's National Parks – A Legal Framework for Planning Control and Land Use Planning Alastair McKie, Planning & Environment Group, Anderson Strathearn, 48 Castle Street, Edinburgh EH2 3LX

Appendix 6

Extracts from the Scottish Parliament Official Report with Scottish Ministers' comments on National Parks

13 March 2008:

Motion by Mike Russell (then Environment Minister) in Parliamentary debate on National Parks

That the Parliament notes the forthcoming strategic review of Scotland's two national parks; welcomes the opportunities that the national parks give to Scotland's citizens and visitors, and in particular commends their contribution to the greener Scotland agenda; believes that the following issues should be included for specific consideration in the review: the effectiveness of the national parks in achieving the main objectives set out in the National Parks (Scotland) Act 2000, the success of the national parks in building community engagement and involvement in the development of both parks, and whether the boundaries of the parks should be reviewed, and calls on the Scottish Government to address concerns regarding the structural effectiveness of the national park authorities as presently constituted with a view to enhancing local participation and to address ongoing issues with regard to the southern boundary of the Cairngorms National Park.

November 2009:

Motion by Roseanna Cunningham (then Minister for Environment) in Parliamentary debate on National Parks 4

That the Parliament commends the contribution that Scotland's two national parks make to sustainable social and economic development and to delivering the Greener Scotland agenda; notes the outcome of the National Parks Strategic Review, and welcomes the proposal to set up a National Parks Strategy group; believes that it should explore the potential for establishing new national parks, including in marine and coastal areas; celebrates the success of the boards of the National Parks in giving a voice to local people in managing their own environment, and calls for early consideration to be given to increasing the directly elected presence on boards.

04 November 2009:

Roseanna Cunningham Plenary, made these comments on the merits of other types of designations

"One or two members mentioned regional parks. Although the debate is about national parks, I will comment on some other schemes that are available and which members might not be aware of. It is important to mention that a variety of approaches can be taken to protected sites, other than the designation of a national park. One is the establishment of regional parks, which, before national parks appeared on the scene, led the way in Scotland on the practical and positive management of open-air recreation close to centres of population. We can be proud of the regional parks' achievements. I read in The Herald this morning about another big proposal for a regional park centred around the Campsies. The regional park idea has not gone away and I do not expect it to do so as it still has a part to play.

We also have geoparks, of which members might not be so well aware. Scotland has three geoparks, which are areas with a geological heritage of particular importance. They use geology and other aspects of the natural and cultural heritage to promote sustainable economic development, usually through tourism. I congratulate Shetland on achieving geopark status earlier this year. It joins the other geoparks, of the north-west Highlands and Lochaber. The award of that United Nations Educational, Scientific and Cultural Organization status is a great accolade for those areas and for Scotland as a whole.

There are also biospheres, which are another UNESCO idea and which might be relevant to the proposal in Galloway. I am encouraged by renewed community interest in the biosphere concept. As Elaine Murray knows, the issue is a particularly live one in the south-west of Scotland, where three local authorities have come together to pursue the idea. The partnership sees the designation as making a contribution to a range of policies, including the social and economic development of the area, and it is carrying out a further and final round of public engagement on the proposal."

Appendix 6 | Extracts from the Scottish Parliament Official Report with Scottish Ministers' comments on National Parks/2**Stewart Stevenson (then Minister for Environment and Climate Change) in NPPP Forewords 2012**

They are important for their contribution to the Scottish tourist industry and wider economy, their rich cultural heritage and for the health and social benefits they bring our citizens. They are valued by the communities and people that live, work and find recreation and enjoyment in them.

30 January 2013:

Paul Wheelhouse (then Minister for Environment and Climate Change) Meeting of the Parliament

Our national parks, on the other hand, are designated as areas of the highest national value for their landscape, wildlife and cultural heritage and the national park authorities are accountable to the Scottish ministers. Scotland's three regional parks and two national parks all have an important role to play in encouraging people to enjoy the outdoors in the year of natural Scotland. However, the Government has no plans to redesignate regional parks as national parks.

26 January 2016:

Dr Aileen McLeod (then the Minister for Environment, Climate Change and Land Reform) commented on the Pentland Hills Regional Park Boundary Bill. Meeting of the Parliament

First, the Scottish Government is not involved in the operation of regional parks, which are created, managed and funded by local authorities. Local authorities already have powers to extend parks' boundaries if they so wish. My view, therefore, is that decisions on the Pentland hills regional park should continue to be made at that local level. Secondly, the local authorities told the committee that they are not aware of any demand for an enlarged regional park. Indeed, the two councils into whose areas the park would be extended said that the southern Pentlands is a low priority in terms of pressure for outdoor recreation.

South Lanarkshire Council noted that the area is remote from its main centres of population. The Scottish Borders Council opposes the bill and said that an extended park would draw disproportionate resources from elsewhere.

July 2016:

Roseanna Cunningham the Cabinet Secretary for Environment, Climate Change and Land Reform LLTNP News Release National Parks Week

We all benefit from visiting beautiful places, such as our National Parks, and from the economic boost of their world-wide appeal to tourists.

08 September 2016:

Roseanna Cunningham the Cabinet Secretary for Environment, Climate Change and Land Reform at a Meeting of the Parliament

There are no current plans to designate new national parks in Scotland. The creation of new national parks requires considerable planning and the support of all local authorities in the area, and it carries cost implications. For those reasons, we believe that it is essential to focus support on our two existing national parks to ensure that they continue their valuable contribution to tourism and sustainable rural economic development

I do not think that I said anything to indicate that we are ruling out national parks in the future. I said "There are no current plans to designate new national parks", and there are very good reasons for that.

First, I am not aware that there are before us any specific proposals from local communities in respect of the creation of national parks. Of course, I am aware of the broader studies that are being done. However, the member should be aware that when Parliament—through the Public Petitions Committee—looked closely at the matter in 2015, it ultimately concluded that there was insufficient support and a lack of consensus among stakeholders. Such consensus is absolutely essential for national parks to work.

Appendix 7

Issues raised by Scottish Borders Council

Questions

1. How are the purposes of an NP as laid down in the Scottish legislation relevant to, and would bring benefit to, the area under consideration.
2. What are the uniquely important features of this area which justify designation as an NP, and why “National Park” rather than some other designation?
3. Who are the local and non-local stakeholders e.g. farmers, landowners, tourism businesses, other businesses, rural communities, town communities, SBC, Scottish Government, the Scottish public, international bodies?
4. What are the policy issues, local, national and international?
5. Would the blend of protection and facilitation that an NP can provide be appropriate and of benefit to the area under consideration?
6. Where should the boundaries lie? Should boundaries include or exclude peripheral settlements?
7. The pros and cons of the issues which would arise, e.g. increased housing costs versus greater ease of buying and selling property, income versus possible costs to SBC, increased business for tourism versus more traffic, opportunities for sale of local produce etc, will be assessed. Drawing on the abundant available figures, statistics will be calculated giving predicted increases over time of levels of tourism, visitor spend, jobs etc. These will be derived through comparisons with similar NPs in Scotland, and the rest of UK?
8. What limitations or opportunities might designation create for economic development? How could NP regulation be designed to be supportive of economic activity rather than burdensome?
9. What effect would the combined housing and economic issues have on young people brought up in or coming into the area? Would more and better jobs outweigh higher housing costs?
10. What would be the impact on the wider geographical context including non-designated parts of Scottish Borders, Northumberland NP, Kielder Forest Park, tourism promotion in the north of England? Would they benefit or lose by designation of the area? For example, would they lose tourists to the NP or alternatively would the spotlight on SB increase tourism to the whole area?
11. What would be the costs of establishing and managing the NP? This would include assessment of current facilities and activities in the area and whatever else might be required by designation.
12. Who would finance these costs and what would they get in return? For example, if the Scottish Government were to provide £1m/p.a., would the uplift in income tax and VAT revenues which they would receive compensate for that investment? What sources of finance would be available to a NP which are not available to the area at present? For example, the Sill Visitor Centre in Northumberland NP which is receiving £7.2m from the Heritage Lottery Fund.
13. What, under the legislation, might be the composition of the Governing Body, the administrative structure and processes of the NP? Would this enhance or detract from current local control of the area?
14. Considering the above points, what range of powers, including planning powers would it be appropriate for the NP to have, given the issues it would have to tackle and its relationships with other public bodies especially the Local Authority?
15. How and why might designation lead to higher tourist numbers and spend? – A brief discussion on successful marketing of NPs.

Appendix 8

Consultees for this study

- **Campaign members**
- **Scottish Borders Council**
- **Visit Scotland**
- **Scottish Natural Heritage**
- **Buccleuch Estates**
- **Scottish Land and Estates**
- **SCNP**
- **APRS**
- **Community groups**
- **Business groups**
- **Destination Scottish Borders**
- **Land managers**

What do people think?

Stakeholder views

No formal consultation process has been carried out however before and during this study some views have emerged and are reported here. As might be expected at this stage, the majority have not voiced an opinion and may reasonably be classed as undecided. Public agencies, such as Visit Scotland and Scottish Natural Heritage have not provided a view, indicating that they will take their lead from Scottish Ministers.

Of those that have expressed an opinion, they may be categorised within the psychological theory of motivation developed by Abraham Maslow and summarised in his Hierarchy of Needs as settlers, prospectors and pioneers. Rose (2011).

'SETTLERS' prefer things to be 'normal' and are wary of change especially for its own sake. More comfortable with regular and routine situations. Tradition and family structure are important. Naturally conservative (with a small "c"). Security conscious - wary of 'strangers' and concerned about what the future holds. A position taken, for example, by some 'older' male farmers, some 'traditional' estates and businesses.

Often 'against' the concept, but without displaying much background knowledge, settler views form within their own social groups and occasional historic experience or source and illustrated by comments like

- Loss of control - scepticism that local control will be retained;
- Jobs - only low paid, seasonal employment will be created;
- Boundaries - benefits to the NP will be at the expense of the rest of SB;
- Tourism - roads, towns and farmland will be mobbed by tourists and filled with rubbish;
- Another layer of bureaucracy, people telling us what to do and more restrictions;
- We are fine as we are, thank you;
- Don't like tourists.

'PROSPECTORS' like new ideas and new ways, are trend conscious looking to maximise opportunities. They welcome opportunities to show their abilities. Success oriented and always want to "be the best" at what they are doing and take pleasure in recognition and reward.

A position taken, for example, by some young people, most tourism businesses/groups and some local groups like Hawick Callants Club. Young people and new businesses are less concerned with the risks of change as their investment in the area, at their stage in life, is likely to be less than that of the 'settlers'. But, generally, they are the future, are mostly optimistic, willing to work hard and realise the jobs their parents had are no longer there.

Appendix 8 | Consultees for this study/2

Prospector views are formed with a little more up to date background knowledge and experience, perhaps still within their own social groups, and Illustrated by comments like

- We need to protect the landscape;
- We need more jobs;
- Getting young people coming in/back as main attraction;
- Why is it not a NP already?

'PIONEERS', typically, are trying to put things together and understand the big picture. Concerned about the environment and their community. Always looking to ask new questions and seek answers. Strong desire for fairness, justice and equality. Generally positive about change, if it seems worthwhile and cautiously optimistic about the future.

A position taken, for example, by most people in Border towns and settlements who have expressed a view. Younger farmers and farmers' wives tend to be in this group as do the more reflective tourism businesses and estates. Councillors and some Community Councils are aware of pressures on local budgets and services and are looking at alternative approaches.

Enthusiasm and interest has been shown by tourism businesses well beyond proposed boundaries indicating their belief that locations near a Border National Park would receive benefits. Although not taking a formal stance, Northumberland National Park Authority highlighted the opportunities of cross border cooperation.

Pioneer views tend to be formed using much more up to date background knowledge research and experience of National Parks in Scotland and elsewhere, but perhaps still within their own social groups and Illustrated by comments like

- Interested in outcome of feasibility study;
- Interested in what membership of a NPA might look like and what powers it would have;
- With Brexit and possibility of Indyref2, the Holyrood politicians may not be interested for some time;
- How can the current interest and momentum now aroused be maintained?

Appendix 9

Strategic statement by SCNP and APRS from John Mayhew, Project Manager, Scottish National Parks Strategy Project

Association for the Protection of Rural Scotland (APRS) is a charity which promotes the care of all of Scotland's rural landscapes. The Scottish Campaign for National Parks (SCNP) is a charity which promotes the protection, enhancement and enjoyment of National Parks, potential National Parks and other nationally outstanding areas worthy of special protection. Since 2010 APRS and SCNP have been jointly campaigning for the Scottish Government to produce a strategy for the establishment of more National Parks in Scotland. In 2013 APRS and SCNP published a substantial report, *Unfinished Business*, which summarised the long history of policy development related to National Parks in Scotland, set out the benefits which the two charities believe more National Parks would bring to Scotland and called on the Scottish Government to prepare a national strategy for more National Parks.

Selection Criteria

In the *Unfinished Business* 2013 Report APRS and SCNP set out the following criteria for areas suitable for National Park designation:

- Outstanding national significance for natural beauty, biodiversity, cultural heritage or landscape
- Distinctive and coherent character
- Land management patterns which demonstrate harmonious interaction between people and nature
- Opportunities for appropriate small-scale and quiet public enjoyment, consistent with conservation
- Suitability for integrated management

These criteria were based on the conditions set out in the National Parks (Scotland) Act 2000, but somewhat expanded in the light of several years' experience of the operation of that Act.

Seven Proposed National Parks

By applying the above criteria APRS and SCNP recommended National Park status for at least the following seven areas:

- Ben Nevis/Glen Coe/Black Mount
- Cheviots
- Coastal and Marine National Park
- Galloway
- Glen Affric
- Harris
- Wester Ross

These areas included all the terrestrial areas which had been proposed by the Ramsay Committee in 1945 and by the Countryside Commission for Scotland in both 1974 and 1990, and two of the coastal and marine areas which had been proposed by the Scottish Executive in 2007. They also included two areas representative of the landscapes of southern Scotland: Cheviots and Galloway.

As relatively small charities, APRS and SCNP did not have the resources to carry out a comprehensive technical landscape assessment of all the potential areas. The process of developing the criteria and then using them to derive the seven proposed areas did however benefit from the extensive knowledge of Scotland's landscapes held jointly by the trustees of APRS and SCNP and from their considerable shared levels of relevant professional expertise, including in architecture, countryside management, landscape architecture, town and country planning and recreation.

Appendix | Consultees for this study/2

Order of Designation

APRS and SCNP have neither allocated any comparative weighting between the seven areas nor stated any preferred order of priority for their designation; they simply believe that each of these areas merits National Park status. They consider that a pragmatic approach should be taken to the order in which these areas should be designated, recognising that there will inevitably be wide variations in the rate at which local support grows and detailed proposals are developed. Part of this approach involves accepting that priority might be given to areas where local support is strongest or where threats to the significance of the area are greatest.

Proposed Cheviots National Park

The case for and description of the proposed Cheviots National Park was set out in Unfinished Business as follows: The Scotland/England border runs along the ridge of the Cheviot Hills, so the southern flanks of the Cheviot Hills in England are included in the Northumberland National Park, yet the northern flanks in Scotland have only limited protection through Area of Great Landscape Value (AGLV) designation. However, the landscape quality of the northern side is as great as, if not greater than, that to the south, so there would be a great deal of sense in extending the Northumberland National Park into Scotland. This would be the first cross-border National Park in the British Isles, although this would not be particularly unusual, as there are several examples of cross-border National Parks elsewhere in the world. The Cheviot Hills feature extensive grassy moorlands with frequent rocky outcrops. The largely treeless valleys which cut into the uplands often allow open views to layered ridges of hills, giving visual depth to views into and within the area. Strong contrasts prevail between the remote, wild summits and the quieter, less dramatic valleys.

This description sets out the underlying rationale for the APRS/SCNP Cheviots National Park proposal being based around the core area of the northern Cheviots adjoining the Northumberland National Park, rather than around other high-quality Borders landscapes such as for example upper Tweeddale or the Berwickshire coast.

Subsequent Developments

Several developments related to this argument have occurred after the publication of Unfinished Business. The Cheviots AGLV has been replaced by the Cheviot Foothills Special Landscape Area (SLA), following a review of local landscape designations by Scottish Borders Council. It has been realised that a National Park in the Borders would not in fact involve “extending the Northumberland National Park into Scotland” nor would it be a “cross-border National Park”, as it would in fact have to be a separate National Park designated under the National Parks (Scotland) Act 2000. However, if a Cheviots National Park were to be established, it would be likely that it would wish to co-operate closely with the neighbouring Northumberland National Park, for example through seeking close integration between the National Park Plans for the two adjoining areas.

Also, although the initial SCNP/APRS proposal in Unfinished Business was for a National Park centred on the northern Cheviots, several other high-quality landscapes lie nearby in the Scottish Borders, including the Teviot Valleys SLA, the Tweed Lowlands SLA and the Eildon and Leaderfoot National Scenic Area (NSA). The proposed National Park could therefore reasonably extend out from its Cheviots core towards the Tweed valley to include the areas around Jedburgh, Kelso and Melrose, and possibly also south into upper Teviotdale and upper Liddesdale. The recently-established local campaign tends to favour the inclusion of at least some of these broader areas, so although it is open to discussion about the possible name it is currently using Borders National Park as a working title rather than Cheviots National Park.

