### **Public Document Pack**



# AUDIT AND SCRUTINY COMMITTEE MONDAY, 28TH AUGUST, 2017

A SPECIAL MEETING of the AUDIT AND SCRUTINY COMMITTEE will be held in the COUNCIL CHAMBER, COUNCIL HEADQUARTERS, NEWTOWN ST BOSWELLS on MONDAY, 28

AUGUST 2017 at 10.00 am

J. J. WILKINSON, Clerk to the Council,

24 August 2017

	BUSINESS					
1.	Apologies for Absence.					
2.	Order of Business.					
3.	Declarations of Interest.					
4.	SCRUTINY BUSINESS					
5.	Call-In: Union Chain Bridge (Pages 1 - 58)  Consider Call-in of the decision of the Executive Committee of 15 August 2017 on the Union Chain Bridge.  Papers attached: (a) the Call-in Notice; (b) Extract from the Minute of the Executive Committee of 15 August 2017; (c) Report on the Union Chain Bridge considered by the Executive Committee on 15 August 2017; and Background Information (d) Report on the Union Chain Bridge considered by the Executive Committee on 7 March 2017; and (e) Presentation to the Friends of the Union Chain Bridge by Professor Roland Paxton on 25 June 2014 (background information on the history of the Bridge).					
6.	Any Other Scrutiny Items Previously Circulated.					
7.	Any Other Scrutiny Items which the Chairman Decides are Urgent.					

### **NOTES**

- 1. Timings given above are only indicative and not intended to inhibit Members' discussions.
- 2. Members are reminded that, if they have a pecuniary or non-pecuniary interest in any item of business coming before the meeting, that interest should be declared prior to commencement of discussion on that item. Such declaration will be recorded in the Minute of the meeting.

**Membership of Committee:-** Councillors S. Bell (Chairman), H. Anderson, K. Chapman, J. A. Fullarton, S. Hamilton (Vice-Chairman), N. Richards, H. Scott, R. Tatler and E. Thornton-Nicol

Please direct any enquiries to Judith Turnbull 01835 826556 Email: judith.turnbull@scotborders.gov.uk

Item No. 5(a)

### Request for Call-In - 18 August 2017

### **Union Chain Bridge**

A Notice of Call-In in has been received from Councillor Paterson, as follows:

I would like to call in the Chain Bridge Report that went to the Executive meeting on Tuesday 15<sup>th</sup> August 2017. I will be the lead on the call-in and I will get 4 other Councillors to agree to this and e-mail to you. I want the call-in because:

- 1 The report and the discussion at the meeting did not make it clear if the expenditure was on the bridge in order to maintain it as a strategic roads asset or as a historic asset. Is this a vital bridge for the Borders public, or are we doing this for tourists?
- 2 The report wasn't clear on the costs and the benefits of alternative courses of action. It was not clear if the approved increased expenditure was the best Value for Money at this time.
- 3 The Extra £450k is identified as coming out of the future block funding for roads and bridges. There were no answers in the report or the discussion to the question of the priority for funding for this Bridge in comparison to other commitments. The Borders public need to know why we spend money on this bridge and not fix pot holes or upgrade some roads that are little more than a cattle track.

The signatories are:

David Paterson (Lead Member) Andy Anderson Heather Anderson Stuart Bell Harry Scott Elaine Thornton-Nicol

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### **EXTRACT FROM EXECUTIVE COMMITTEE MINUTE OF 15 AUGUST 2017**

- 3. UNION CHAIN BRIDGE REQUEST TO INCREASE FINANCIAL CONTRIBUTION
- 3.1 With reference to paragraph 6 of the Minute of 7 March 2017, there had been circulated copies of a report by the Service Director Assets and Infrastructure seeking approval to increase the funding for the Union Chain Bridge Project to £1M to support the application to Heritage Lottery Fund and match the commitment from Northumberland County Council. The Project Management Team Leader, Mr Ewan Doyle, explained that, since the update to the Executive Committee in March 2017, that stated the Heritage Lottery Fund application date of June 2017, there had been several developments on the project that had affected its progress and budget estimate, ultimately causing a delay in the application to Heritage Lottery from Northumberland County Council, as lead agents, until December 2017. There had been proactive consultation with Historic England over the past twelve months, which was required to support the Heritage Lottery Fund application. Unfortunately Historic England required a higher level of restoration to the original features than originally envisaged and there was also increased scope to the engineering works required. This had contributed to an estimated increase from the aspiration of circa £5M project to £7.8M, and ultimately creating a £900k funding gap. Northumberland County Council had approved a report to their Cabinet Committee to re-affirm their commitment to the project and increase their financial contribution over the next 3 years from £550k to £755k with an overall project contribution estimated at £1M. A matched contribution of £1M was also consequently expected from Scottish Borders Council. A table within the report outlined Northumberland County Council's revised proposed funding structure for the project. Representatives from the Heritage Lottery Fund indicated that there was still strong support for the project but that if the bid was submitted with the request for increase in funding the project would be considered at a national, rather than local, level and have to compete with other national projects.
- 3.2 In discussing the report Members were in support of the project to restore the bridge. recognising its historical significance and importance as a crossing point and link between two communities and tourist locations. It was recognised that if the Heritage Lottery Fund application was unsuccessful the authorities would be left with a declining asset which may require an increased contribution from both authorities for its repair or replacement, or a reduction in the bridge's capacity to carry vehicular traffic. Concern was expressed at the request for additional funding for the project and the proposal to allocate this from the Roads and Bridges capital block in future years, for which there would be many other competing demands. The delay in the application to Heritage Lottery Fund had allowed a much more technical investigation on the condition of the bridge, with only 25% of the estimated increase in cost due to heritage aspects. The Chief Financial Officer noted the risks relating to large funding packages which were reliant on multiple funding partners and explained that the £450k was being vired within the 2019/20 and 2020/21 Roads and Bridges capital block, meaning the current spend on Roads and Bridges was unaffected. There would be the opportunity for Members to revisit the quantum of the Roads and Bridges allocation when future years' budgets were being developed, subject to the overall resources available to the Council. Members supported the recommendations but indicated that they would be unlikely to support any further increase in contribution from Scottish Borders Council should this be requested in the future.

## DECISION AGREED:-

(a) to increase the financial commitment to the Union Chain Bridge Project by £450k, in line with the current agreement with Northumberland County Council; and

(b)	to approve the virements of £190k in 2019/20 and £260k in 2020/21 from Roads and Bridges capital block to the Union Chain Bridge.

(b)

### Item 5(c)



# UNION CHAIN BRIDGE - REQUEST TO INCREASE FINANCIAL CONTRIBUTION

### **Report by Service Director Assets & Infrastructure**

### **EXECUTIVE COMMITTEE**

### 15 August 2017

### 1 PURPOSE AND SUMMARY

- 1.1 This report seeks approval from the Executive Committee to increase the funding for the Union Chain Bridge Project to £1M to support the application to Heritage Lottery Fund and match the commitment from Northumberland County Council.
- 1.2 Union Chain Bridge has substantial historical significance as it was the longest suspension bridge in the world when opened in 1820, and is currently the oldest operational suspension bridge in the world still carrying vehicles. It is a Grade 1 structure in England and a Category A listed building in Scotland the highest designations.
- 1.3 Northumberland County Council and Scottish Borders Council are working in partnership to pursue Heritage Lottery Funding for a restoration project to repair and continue the usable lifespan of the bridge.
- 1.4 Since the update report to the Council's Executive Committee in March 2017, that stated the Heritage Lottery application date of June 2017, there have been several developments on the project that have affected its progress and budget estimate.
- 1.5 Northumberland County Council has made significant structural changes to their staffing levels, that has left the authority without the key personnel to complete the Heritage Lottery application process. Ultimately causing a delay in the application to Heritage Lottery until August 2017.
- 1.6 There has been proactive consultation with Historic England over the past twelve months, which is required to support the Heritage Lottery Fund application. Unfortunately Historic England do require a higher level of restoration to the original features than originally envisaged, contributing to an estimated increase from the aspiration of circa £5M project to £7.8M, and ultimately creating a £900k funding gap.

- 1.7 Northumberland County Council has approved a report to their Cabinet Committee to re-affirm their commitment to the project and increase their financial contribution from £550k to £1M, with the suggestion that Scottish Borders Council will do the same.
- 1.8 Scottish Borders Council's Project Management Team Leader has suggested actions by Northumberland County Council to mitigate the current fragmented approach to ensure that the August 2017 Heritage Lottery Fund submission date is achieved.

### 2 RECOMMENDATIONS

- 2.1 I recommend that the Executive Committee:-
  - (a) Agrees to increase the financial commitment to the Union Chain Bridge Project by £450k, in line with the current agreement with Northumberland County Council.
  - (b) Approves virement of £190k in 2019/20 and £260k in 2020/21 from Roads and Bridges capital block to the Union Chain Bridge.

### 3 BACKGROUND

- 3.1 Union Chain Bridge has substantial historical significance as it was the longest suspension bridge in the world when opened in 1820, and is currently the oldest operational suspension bridge in the world still carrying vehicles. It is a Grade 1 structure in England and a Category A listed building in Scotland; the highest designations.
- 3.2 The bridge has become structurally unsafe and may only be accessed by one light vehicle at a time. Scottish Borders Council and Northumberland County Council are jointly working up a project to refurbish the bridge to mark its 200th anniversary in 2020.
- 3.3 The current funding of the bridge maintenance is based on a 50/50 contribution between both Authorities, based on a maintenance agreement that dates back to a report of October 1996.
- 3.4 The draft Roads Asset Management Plan indicates that the condition of bridges and structures are continuing to deteriorate. Without significant investment within the next few years these assets will be more expensive to repair in future and it may result in the managed decline of the bridge. Over time the risks are:
  - Future repairs will be more expensive;
  - There is risk of increase claims being made against the Council;
  - The safe condition of these assets will be an issue;
  - Loss of an infrastructure connection between communities; and
  - There will be a loss of reputation.
- 3.5 The opportunity was identified in 2014 by Northumberland County Council to look at external funding opportunities to fully refurbish the bridge, targeting funding that promoted culture and heritage.
- 3.6 Northumberland County Council, as lead agents, have previously committed £550k from their budget to act as leverage to seek to pull together a funding package of not less than £4.6m. Scottish Borders Council are responsible for half of the structure and committed £550k of capital in 2015/16 as match funding to maximise the possible leverage.
- 3.7 The Heritage Lottery Fund are supportive of the project due to its substantial heritage value, but also the international significance and educational opportunities that can be achieved through a potential project.
- 3.8 An update report was presented to the Executive Committee on 7 March 2017 prior to the expected completion of the Stage 1 bid to Heritage Lottery Fund in April 2017.

### 4 PROGRESS UPDATE

4.1 The completion of the application to Heritage Lottery Fund for April 2017 was not achieved. The April target was put in place to allow final comments from stakeholders (including Heritage Lottery Fund) to be incorporated prior to the actual application submission date of 15 June 2017.

- 4.2 Northumberland County Council were still confident in April 2017 that the application could be complete by the submission date, with good progress being made on:
  - the Capital cost estimate incorporating the views of Historic England;
  - the Conservation Management Plan, and
  - the Activity Plan development
- 4.3 A meeting was rescheduled for the Project Board (containing officers from both authorities) on 16 May 2017 to review the final documentation for the Heritage Lottery Fund application. The meeting revealed that:
  - although the application had been advanced it was not in a position to be submitted to Heritage Lottery Fund on 15 June 2017.
  - The project estimate had increased from £5.643M (reported on 7 March 2017) to £7.8M. Keeping to the original funding structure this would mean that HLF would be expected to fund circa £6.1M;
- 4.5 It was also reported that the Northumberland County Council team had met with representatives from Heritage Lottery Fund to discuss the application. Feedback from the meeting was as follows:
  - There is still strong support for the project;
  - Heritage Lottery Fund can only decide you fund up to £2-3M at a local level, if the bid is submitted with a request of funding in excess of this figure then the project will be considered at a national level. From a national perspective this project would find it difficult to successfully compete with the level of outcomes that are currently proposed.
- 4.6 The Project Board were obviously disappointed with the status of the project at this point. Northumberland County Council were of the opinion that the application date should be delayed until December 2017 for the following reasons:
  - The bid for Heritage Lottery Funding has to be as strong as possible to maximise the possibility of being successful. With the increase financial contribution from Heritage Lottery Fund, the outcomes of the project have to be more aspirational in terms of heritage, economy and people. Extra time is required to make sure that the supporting information is in place for the application;
  - The Engineering team require time to identify areas of possible Value Engineering. This will need to be validated with Historic England and Historic Environment Scotland.
- 4.7 Also it was confirmed that with a new Administration at Northumberland County Council the project team needed to re-fresh the authorisation to continue with the project (including the Capital commitment).

- 4.8 Northumberland County Council committed to an increased financial commitment at the Cabinet meeting on 11 July 2017, based on:
  - a contribution from Historic England (not previously offered)
  - an increased contribution from Scottish Borders Council (without consultation with this Authority)
  - an increased contribution from the Friends of the Union Chain Bridge;
  - and the previously identified contribution from Historic Environment Scotland (commitment still to be obtained).

See **Table 1** Below and a copy of the report in **ANNEX 1**.

**Table 1** – Northumberland County Council proposed funding structure for the project

		Financial year					
Party	16/17	17/18	18/19	19/20	20/21	Total	
HLF grant	nil	£636,141	£735,000	£1,328,859	£2,300,000	£5,000,000	
Historic Scotland	nil	nil	£100,000	£300,000	£100,000	£500,000	
Historic England	nil	nil	nil	£200,000	nil	£200,000	
Friends of UCB	nil	nil	nil	£100,000	nil	£100,000	
NCC	£93,759	£151,241	£95,000	£400,000	£260,000	£1,000,000	
SBC	£35,000	£155,000	£150,000	£400,000	£260,000	£1,000,000	

- 4.9 It has been requested by Scottish Borders Council lead officer that an independent project manager be introduced into the project team to create a controlled approach to the delivery of the Heritage Lottery Fund application process and ensure that targets are met going forward. This approach has been agreed and an appropriate resource is being procured.
- 4.10 Northumberland County Council have also brought in some former Heritage Lottery Funding officers to deliver the changes required to the application so that it can compete on a national level.

### **5 IMPLICATIONS**

### 5.1 **Financial**

- (a) Scottish Borders Council has currently committed £550k to the project to match fund the previous commitment from Northumberland County Council.
- (b) The project team continue to challenge Historic England to deliver a solution that balances heritage aspirations against project budget.
- (c) To match the potential commitment from Northumberland County Council the current budget would have to be increased by £450K from the block allocation for Roads & Bridges as per Table 2 below.

Table 2 - Revised Capital Profile

	Financial year							
Heading	Expenditure to date	17/18	18/19	19/20	20/21	Total		
Existing Capital Budget	£35,000	£155,000	£150,000	£210,000		£550,000		
Roads & Bridges Block Allocation				£190,000	£260,000	£450,000		
TOTAL	£35,000	£155,000	£150,000	£400,000	£260,000	£1,000,000		

### 5.2 Risk and Mitigations

- (a) Despite the efforts to Value Engineer the current project to reduce the capital cost, it is unlikely that it can be reduced significantly due to the heritage requirements set by Historic England and Heritage Lottery Fund. The Project Board have looked to maximise the other available funding from 3<sup>rd</sup> Parties. If the funding request to Heritage Lottery Fund exceeds the £5M it is unlikely that the application will be successful.
- (b) If the Heritage Lottery Fund application was unsuccessful and the authorities would be left with a declining asset, what could be delivered for the remaining money available (circa £1.8M)?
  - Stripping out the heritage obligations of Heritage lottery Fund and Historic England, it would still be a £5M project to repair the bridge to secure the long term future of the structure.
  - However, as the bridge is listed there will still be heritage requirements set by Historic England and Historic Environment Scotland with any repair.
- (c) If the Heritage Lottery Fund application was unsuccessful future bids could still be submitted. However with the continued deterioration of the bridge and the risk of construction inflation the cost of a future project would increase, requiring an increased contribution from both Authorities.

### 5.3 **Equalities**

An Equalities Impact Assessment has been carried out on this proposal and it is anticipated that there are no adverse equality implications.

### 5.4 **Acting Sustainably**

If the future of the Union Chain Bridge is not secured there is a likelihood of a situation of managed decline and the reduction in its service to the local communities. This would have a localised negative effect on the economy of the communities and environmental impacts from increased journey distances.

### 5.5 **Carbon Management**

Not applicable.

### 5.6 **Rural Proofing**

Not applicable.

### 5.7 Changes to Scheme of Administration or Scheme of Delegation

Not applicable.

### **6 CONSULTATION**

- 6.1 The Chief Financial Officer, the Monitoring Officer, the Chief Legal Officer, the Chief Officer Audit and Risk, the Chief Officer HR and the Clerk to the Council have been consulted and any comments received have been incorporated into the final report.
- 6.2 Corporate Communications have also been consulted and any comments received have been incorporated into the final report.

### **Approved by**

Martin Joyce Service Director Assets & Infrastructure		Signature
Author(s)		
Ewan Doyle	Project manageme	nt Team Leader - 01835 825124

### **Background Papers:**

Previous Minute Reference: Executive Committee 7 March 2017

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

Contact us at Jacqueline Whitelaw, Scottish Borders Council, Council Headquarters, Newtown St Boswells, Melrose, TD6 0SA, Tel 01835 825431, Fax 01835 825071, email eitranslationrequest@scotborders.gov.uk.

# ANNEX 1 - Northumberland County Council - Cabinet Committee Report - 11 July 2017



COMMITTEE: CABINET

DATE: 11<sup>™</sup> JULY 2017

TITLE OF REPORT UNION CHAIN BRIDGE RESTORATION PROJECT

Report of: Paul Jones, Director of Local Services & Housing Delivery

Cabinet Member: Glen Sanderson, Environment and Local Services

### **Purpose of report:**

To seek approval for the submission of a Stage 1 Bid to the Heritage Lottery Fund in respect of the Union Chain Bridge Restoration Project, which seeks to undertake essential restoration works to this important heritage asset that will safeguard its future and status as the world's oldest single span suspension bridge still open to traffic and enhance its contribution to the local tourism economy. The report also seeks a financial commitment of £755,000 from the Council's capital programme over the 3 year period from 2018/19 to 2020/21 as part of the match funding required to support the delivery of this £7.8m project.

### Recommendations

That Cabinet approves the submission of a Stage 1 Bid to the Heritage Lottery Fund in respect of the Union Chain Bridge Restoration Project, and gives a firm commitment to a capital contribution of £755,000 towards the successful delivery of the project to be profiled as follows:

2018/19: £95,000 2019/20: £400,000 2020/21: £260,000

### Link to Corporate Plan

This report is relevant to the following priorities in the NCC Corporate Plan 2013-2017:

- Economic Growth
- Places and environment
- Stronger communities and families

### Key issues

- Northumberland County Council (NCC), together with Scottish Borders Council (SBC), has previously made a commitment to supporting the restoration of the Union Chain Bridge through match funding a potential Heritage Lottery Fund Grant.
- The Stage 1 bid to the Heritage Lottery Fund is to be submitted on 31st August 2017 and it will be necessary for both NCC and SBC to demonstrate a firm commitment to the required match funding.
- This match funding commitment needs to be demonstrated either in the MTFP or from future LTP allocations.
- It should be noted that the reasoning for pursuing an HLF grant was that the Bridge did not contribute significantly enough to the NCC Highway Network to be deemed a priority for LTP funding of this scale.

### **Background**

This internationally significant bridge, constructed in 1820 and spanning the River Tweed on the Anglo-Scottish border, 8km from Berwick, requires urgent conservation and engineering repairs to primary structural elements, in order to secure its future as a river crossing.

It has been on Historic England's 'Heritage at Risk' Register since 2013 as Priority Category: C, Condition: Poor, based upon several significant engineering problems.

The bridge comprises a single suspension span of 137m of timber construction supported from wrought iron chains by wrought iron hanger bars. If these vital repairs are not undertaken, the Bridge will close to vehicles, losing its World status as the oldest surviving suspension bridge carrying traffic, causing serious loss to the local community.

The Bridge was formerly included in the Tweed Bridges Trust and subsequent to the dissolution of the trust, the liability for maintenance and repair rests equally between Northumberland County Council and Scottish Borders Council.

There have been engineering and condition issues with the bridge for a number of decades, but given the low usage and minimal contribution to the highway network as a whole, these issues never became LTP priorities.

The condition of the bridge had been of concern to local stakeholders for a number of years resulting in NCC effectively being accused of neglecting the structure. Following the short term closure of the bridge in 2008 due to the repair of a fractured suspension hanger, pressure was increased on NCC by stakeholders and the then English Heritage to formulate longer term proposals for the care of the structure. This pressure was intensified with the advent of the 200th anniversary of the bridges' opening in June 2020.

As a condition of being given listed building consent to carry out the temporary repairs in

2008, the then English Heritage required that a Conservation Management Plan be produced. Such a plan was produced and published in 2010 and indicated that the cost of repairs to address deterioration alone was of the order of £3.4M before any of the engineering issues were dealt with. It was clear that to attend to all the issues in order to carry out a comprehensive restoration would require a funding commitment by NCC and SBC that would effectively be unaffordable given other LTP Priorities.

The Conservation Management Plan proved to be pivotal in starting to draw the various parties together in working towards a common goal. In the years that followed significant local, national and political support was gained mainly through the action of the "Friends of the Union Chain Bridge" group and it was concluded that the best chance of funding the repairs was to make an application to the Heritage Lottery Fund for the bulk of the costs of repairs.

There was political support for this decision from both NCC and SBC and consequently a figure of £500k was entered into the Medium Term Financial Plan (MTFP) to demonstrate a commitment to the project.

The current position represents the culmination of over a decade of involvement with heritage bodies and influential stakeholders, including the "Friends of the Union Chain Bridge" Group, a former MP/MSP, eminent professors of engineering, the Institution of Structural Engineers and the Institution of Civil Engineers.

We are currently preparing a Heritage Lottery Fund stage 1 bid document for submission in August and as such we need to be able to demonstrate a commitment by NCC and SBC for the required match funding. In order to strengthen our chances of a successful bid outcome it is essential that agreement is secured from the Cabinet in July 2017 to NCC's capital funding contribution, so that this can be evidenced in the HLF bid documentation for submission in August.

This bid document has been prepared after extensive joint working and consultations over the previous 12 months with Historic England, Historic Scotland and independent conservation architects. This has established the extent of work required, the balance between repair of existing fabric and replacement, the methodology for the works to be carried out which has, in turn, led to the ability to estimate the works cost. In addition there has been extensive work undertaken regarding the necessary educational and heritage aspects of the scheme to increase the attractiveness of the bid to the Heritage Lottery Fund and enhance its role as a visitor attraction to support the local tourism economy.

The current estimated total project cost breakdown, including works undertaken to support production of the stage 1 bid document, is as follows:

Activity	Cost
Initial development to establish outline proposals suitable to all parties, including Historic England and NCC Conservation team	£100,000
Development costs (technical, educational and heritage)	£1,700,000

Delivery costs	£6,000,000
Total	£7,800,000

The maximum available grant from HLF is £5M leaving a funding shortfall of £2.8M

It is expected that match funding contributions totalling £800,000 will be secured towards the project from a range of organisations, including Historic Environment Scotland, Historic England and the Friends of Union Chain Bridge. It is proposed that the remaining balance of the match funding contribution of £2m will be met 50/50 by NCC and SBC both contributing £1m each in total. NCC is currently seeking formal confirmation of the match funding contributions to demonstrate the full match funding package is available in support of the HLF bid.

The financial profiling of the NCC contribution is expected to be as follows:

		Financial year					
	16/17 17/18 18/19 19/20 20/21 Total						
NCC	£93,759	£151,241	£95,000	£400,000	£260,000	£1,000,000	

The NCC spend in 16/17 was funded from LTP and the ongoing work in 17/18 is currently being funded from LTP also. Therefore the future commitment required in the MTFP is £755K distributed as shown in the table, an increase in 255k over the existing MTFP budget allowance. The scheme will only proceed to construction if contributions are in place from the various funders, including the HLF Grant.

### **Implications**

Policy	None at this stage.
Finance and value for money	There would be a revenue cost associated with funding an MTFP commitment (unlike an LTP commitment) should the project be awarded the HLF grant and proceed to construction.
Legal	None at this stage.
Procurement	None at this stage.
Human Resources	None at this stage.
Property	Successful delivery of the scheme would ensure that this important heritage asset was removed from Historic England's 'at risk' register.
Equalities	None at this stage.
(Impact Assessment attached)	

Yes □ No □ N/A □	
Risk Assessment	None at this stage.
Crime & Disorder	None at this stage.
Customer Consideration	Successful delivery of the project would ensure this important heritage asset was safeguarded for the future, continued to be open to traffic for the benefit of the local community and supported the local tourism economy.
Carbon reduction	None at this stage.
Wards	Norham and Islandshires

### **Consultation**

The Director of Local Services & Housing Delivery, Head of Technical Services and Portfolio Holder for Environment and Local Services have all been consulted on the contents of this report.

There have also been significant consultations and engagement with SBC, stakeholders, Heritage Bodies and the HLF in the development of the project to date.

### **Background papers:**

None.

Report sign off.

Finance Officer	AM
Monitoring Officer/Legal	N/R
Human Resources	N/R
Procurement	N/R
I.T.	N/R
Director	PJ
Portfolio Holder(s)	GS

### **Author and Contact Details**

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### Item No 5(d)



### UNION CHAIN BRIDGE - UPDATE

**Report by Depute Chief Executive - Place** 

### **EXECUTIVE COMMITTEE**

### 7 March 2017

### 1 PURPOSE AND SUMMARY

- 1.1 This report provides the Executive Committee with an update on the progress of the project prior to the submission of the Stage 1 application to Heritage Lottery Fund in April 2017.
- 1.2 Union Chain bridge has substantial historical significance as it was the longest suspension bridge in the world when opened in 1820 and is currently the oldest operational suspension bridge in the world to have been designed to carry wheeled vehicles. It is a Grade 1 structure in England and a Category A listed building in Scotland the highest designations.
- 1.3 Northumberland County Council and Scottish Borders Council are working in partnership to pursue Heritage Lottery Funding for a restoration project to repair and continue the usable lifespan of the bridge.
- 1.4 Additional work has been undertaken in advance of the Stage 1 Heritage Lottery Fund application, but it has not altered the programme aspiration of completing the works for the 200<sup>th</sup> anniversary in 2020.

### 2 RECOMMENDATIONS

- 2.1 I recommend that the Executive Committee:-
  - (a) Notes the progress of the project to date.
  - (b) Agrees that a report is presented to Council prior to the submission of the Stage 2 Heritage lottery Fund in May 2018, to approve final budgets (capital and revenue) and the delivery programme.

### 3 BACKGROUND

- 3.1 Union Chain bridge has substantial historical significance as it was the longest suspension bridge in the world when opened in 1820 and is currently the oldest operational suspension bridge in the world to have been designed to carry wheeled vehicles. It is a Grade 1 structure in England and a Category A listed building in Scotland the highest designations.
- 3.2 The bridge has become structurally unsafe and may only be accessed by one light vehicle at a time. Scottish Borders Council and Northumberland County Council are jointly working up a project to refurbish the bridge to mark its 200th anniversary in 2020.
- 3.3 The current funding of the bridge maintenance is based on a 50/50 contribution between both Authorities, based on a maintenance agreement that dates back to a report of October 1996.
- 3.4 The draft Roads Asset Management Plan indicates that the condition of bridges and structures are continuing to deteriorate. Without significant investment within the next few years these assets will be more expensive to repair in future and it may result in the managed decline of the bridge. Over time the risks are:
  - Future repairs will be more expensive;
  - There is risk of increase claims being made against the Council;
  - The safe condition of these assets will be an issue;
  - Loss of an infrastructure connection between communities; and
  - There will be a loss of reputation.
- 3.5 The opportunity was identified in 2014 by Northumberland County Council to look at external funding opportunities to fully refurbish the bridge, targeting funding that promoted culture and heritage.
- 3.6 Northumberland County Council, as lead agents, have committed £550k from their budget to act as leverage to seek to pull together a funding package of not less than £4.6m. Scottish Borders Council are responsible for half of the structure and committed £550k of capital in 2015/16 as match funding to maximise the possible leverage.
- 3.7 The Heritage Lottery Fund are supportive of the project due to its substantial heritage value, but also the international significance and educational opportunities that can be achieved through a potential project.
- 3.8 It was originally programmed to submit the stage 1 Heritage Lottery Fund application in Summer 2016, but investigation works were brought forward to increase the level of certainty and agree restoration principles with Historic England and Historic Environment Scotland prior to the application. This has not affected the programmed aspiration of opening the refurbished bridge for the 200<sup>th</sup> anniversary in 2020.

### 4 PROPOSED PROJECT

- 4.1 When the project was identified with Heritage Lottery Fund the two Authorities were targeting a project not less than £4.6m. The current project objectives are as follows:
  - Re-open the refurbished bridge by Summer 2020 to coincide with the 200<sup>th</sup> anniversary;

- Engage the Friends of the Union Chain Bridge through the delivery process;
- Create opportunities for education through a coordinated strategy and on site information; and
- Increase the awareness of the bridge and the visitor provisions on site to make it a valuable addition to the other visitor attractions in Berwickshire.
- 4.2 The current project estimate is £5.643m to deliver the refurbishment of the bridge and the Heritage Lottery Fund requirements for culture/heritage and education. The high level breakdown is as follows:
  - £5.06m- delivery of refurbishment of the bridge;
  - £84k project development costs; and
  - £490k for the community activities, research, education, interpretation and associated visitor infrastructure.
- 4.3 The refurbishment of the bridge includes the following areas of work:
  - 1. Strengthening of anchorages
  - 2. Replacement of deck timbers
  - 3. Replacement of coupling links
  - 4. Replacing hangers
  - 5. Repairs to masonry
  - 6. Re-painting
  - 7. Alterations to handrail (to improve safety)
  - 8. Car parking at either end (will not be included in bid, but long term aspiration)
  - 9. Site interpretation and signage
  - 10. Community Event programme
  - 11. Research
  - 12. Education workshops and activities
  - 13. Interpretative leaflet and website
- 4.4 From discussions with Heritage Lottery Fund it is still the understanding that the £1m contribution (combined from both Authorities) is sufficient to leverage the £4,643m of funding (22%/78%). The remaining £50k from both Authorities is being committed to pay for consultants and surveys through the two stage application process.
- 4.5 Discussion will commence with Historic Environment Scotland regarding the potential to match fund the Scottish Borders Council contribution to the project, to reduce the Heritage Lottery Fund Contribution and increase the acceptability of the application. Unfortunately, Historic England does not match fund projects with Heritage Lottery Funding.

### **5 PROGRESS UPDATE**

5.1 It was originally programmed to submit the Stage 1 Heritage Lottery Fund application in summer 2016. Through discussions with Historic England it became apparent that we did not have enough information to define a strategy to refurbish the bridge, therefore they could not support the Stage 1 application.

- 5.2 Over the last six months Northumberland County Council have led an investigation and analysis strategy, which has increased the teams knowledge of the issues with the bridge and how they can be resolved. During this period discussions have been ongoing with Historic England to get to an agreement on refurbishment/conservation principles to allow them to support the Stage 1 Application.
- 5.3 It is currently planned to submit the Stage 1 application in April 2017 follow the agreement of conservation principles with Historic England, Historic Scotland and the two Authorities Heritage Officers.
- 5.4 Although there has been additional work undertaken in advance of the Stage 1 application there has been no time lost in the overall programme as this is work that would have been undertaken in advance of the Stage 2 application. This report proposes that a report is brought back to a Council Committee to approve the Stage 2 application prior to the programmed date of May 2018. The delivery programme is provided in **Annex 1**.

### **6 IMPLICATIONS**

### 6.1 Financial

(a) **Table 7.1** –Current Approved Capital Plan with Allowances for Timing Movements.

	2015/ 16 £000s	2016/ 17 £000s	2017/ 18 £000s	2018/ 19 £000s	2019/ 20 £000s	2020/ 21 £000s	2021/ 22 £000s	TOTAL £000s
Current Estimate	5	35	60	450	0	0	0	550

- (b) As the project detail develops in 2017 through the Heritage Lottery Fund Stage 2 process the costs and the profile will be refined, as it is likely that the 2018/19 estimate will need to be profiled over a longer period with a programmed completion date of summer 2020.
- (c) The submission of the Stage 1 application to Heritage Lottery Fund does not commit the partnering Authorities to the project. A successful Stage 1 application allows the development of the design and leverages budget from Heritage Lottery Fund towards this stage prior to the Stage 2 application. It is proposed to obtain Council Approval for the Submission of the Stage 2 application.
- (d) Through the Project Business Case process there was no information provided in relation to ongoing revenue commitment following the completion of the project. Unfortunately, this information is not available at this point in time as it will be determined by the agreed principles of the conservation/refurbishment defined by Historic England and Historic Environment Scotland. Heritage Lottery Fund will expect the refurbished bridge to be maintained to a high quality for 10 years after the funding period, so depending on how the project is permitted to repair the bridge by the historic bodies it will affect the future maintenance requirement of the partnering Authorities. This information will be analysed following further development of the design and prior to the Authorities approving the submission of the Stage 2 application in May 2018.

### 6.2 Risk and Mitigations

- (a) The Project Business Case highlights that the Union Chain Bridge is deteriorating and without the intervention of a large scale restoration project there is a risk of future closure and managed decline. The Heritage Lottery Fund provides an opportunity to leverage up to 90% funding for the refurbishment of the bridge, not only to secure its long term future, but also turn it into an important visitor attraction in the region.
- (b) There is a risk that the Stage 1 application may not be successful. However, the project team have had several meetings with Heritage Lottery Fund representatives who continue to be positive about the prospect of the project and we have work hard over the last twelve months with Historic England to gain their support for the project.
- (c) There is a risk that the project budget will exceed the current estimate and require additional funding by the partnering Authorities. Based on the current funding by the partnering Authorities the budget estimate would have to increase to more than £10m for it to exceed the Heritage Lottery Fund minimum of 10% Client contribution. This risk has been mitigated by the robustness of the current construction estimate, which has had an early contractor due diligence audit. Also, discussions will commence with Historic Environment Scotland to identify opportunities for funding to reduce the Heritage Lottery Fund intervention and make the project more attractive at the Stage 2 application.

### 6.3 **Equalities**

An Equalities Impact Assessment has been carried out on this proposal and it is anticipated that there are no adverse equality implications.

### 6.4 **Acting Sustainably**

There are no economic, social or environmental effects at this stage of the project.

### 6.5 **Carbon Management**

There are no effects on carbon emissions at this stage of the project.

### 6.6 Rural Proofing

Not applicable.

### 6.7 Changes to Scheme of Administration or Scheme of Delegation

There are no changes to be made.

### **7 CONSULTATION**

- 7.1 The Chief Financial Officer, the Monitoring Officer, the Chief Legal Officer, the Chief Officer Audit and Risk, the Chief Officer HR and the Clerk to the Council have been consulted and any comments incorporated into the final report.
- 7.2 The Chief Executive-Place, the Service Director Neighbourhood Services, Chief Officer –Roads, Service Director Assets & Infrastructure and Communications and Marketing Manager have also been consulted.

### Approved by

Philip Barr		
<b>Depute Chief</b>	<b>Executive -</b>	<b>Place</b>

Author(s)

Name	Designation and Contact Number
Ewan Doyle	Project Management Team Leader - 01835 825124

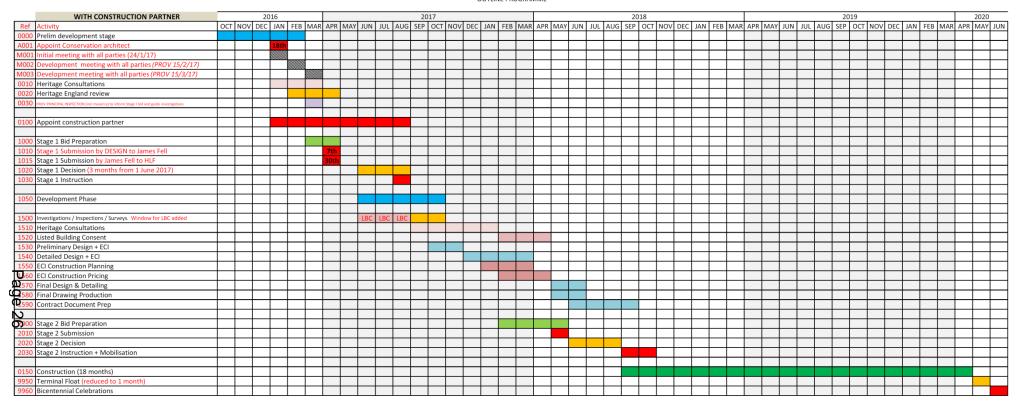
### Background Papers: Previous Minute Reference:

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

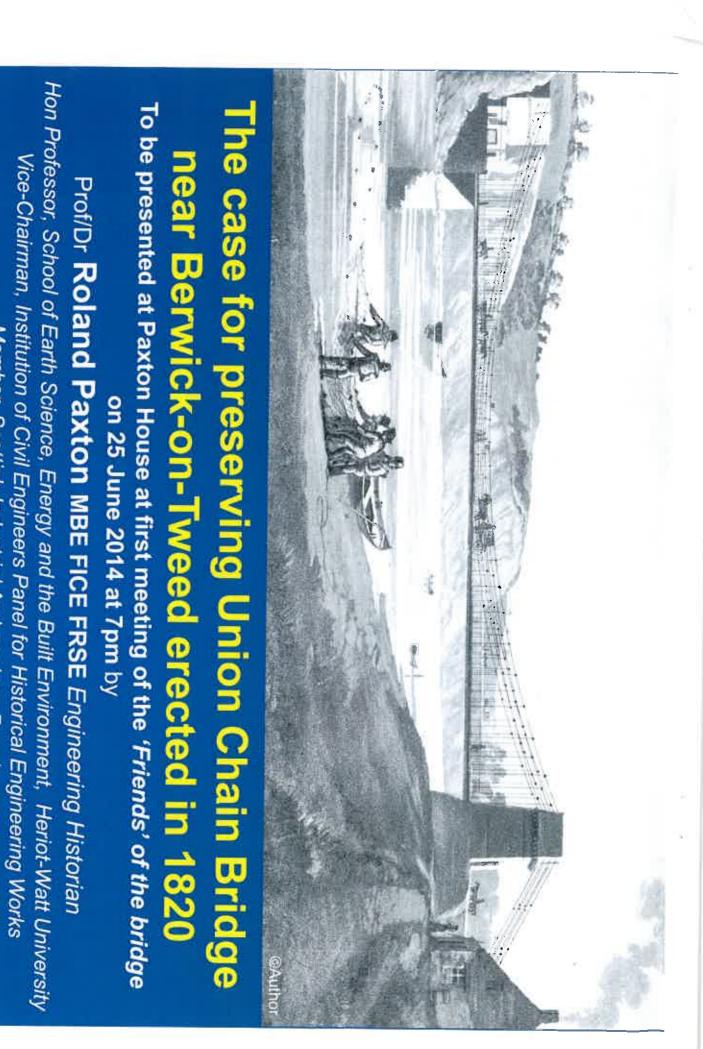
Contact us at Jacqueline Whitelaw, Environment and Infrastructure, Scottish Borders Council, Council Headquarters, Newtown St Boswells, Melrose, TD6 0SA, Tel 01835 825431, Fax 01835 825071, email e&itranslationrequest@scotborders.gov.uk.

### ANNEX 1 Current Delivery Programme – version dated 12/01/17

### UNION CHAIN BRIDGE REFURBISHMENT OUTLINE PROGRAMME



Updates from previous issue are in red



Member, Scottish Industrial Archaeology Panel

additional funding to maintain an historic monument and others. In cases where original traffic usage has Heritage, Historic Scotland, local authorities, owners budget and understandable that its owners will seek justify costly specialist maintenance from the roads Society by and large treasures the best of its built diminished, as at Union Bridge, it is difficult to heritage. In the UK this is a matter for English

Works [PHEW – formed 1978] which has a mission of refurbishment is on behalf of the Institution of Civil Engineers via its Panel for Historical Engineering was placed on English Heritage's History at Risk In 2013 because of its deterioration Union Bridge encouraging excellence in conserving the finest Register. My involvement in supporting its examples of historical engineering works'

# A gazetteer and guide book to inform anyone lisation" CIGIMASTERFON 2007







SCOTLAND HIGHLANDS AND ISLANDS

Roland Paxton and Jim Shipway



SCOTLAND LOWLANDS AND BORDERS

Roland Paxton and Jim Shipway

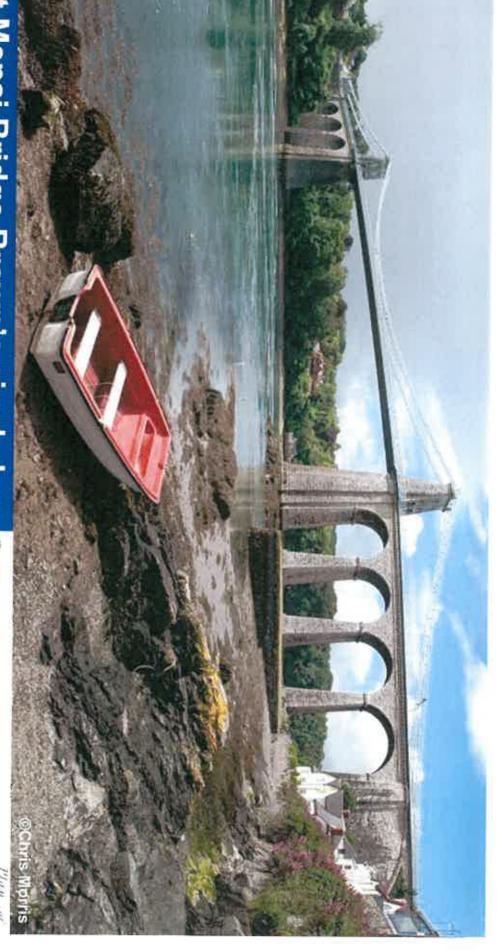
To help progress this aim these Institution publications record and place in context about 500 significant Scottish HEWs

UNION BRIDGE has the distinction of a place in the Of bridge types, suspension bridges are important progressive development of the world's longest, as the means of achieving the longest spans. vehicle-carrying, spans i.e.

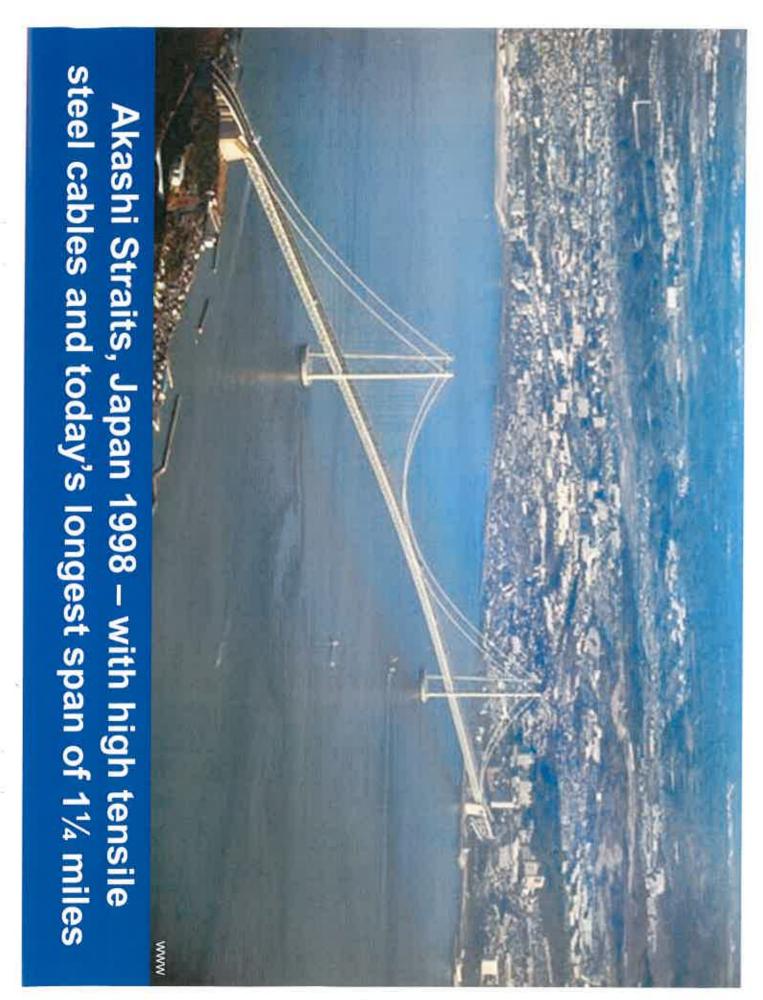
WHEELING, Ohio, USA (1849) 1010ft **BROOKLYN**, USA (1883) **1596**ft **MENAI, UK (1826) 580ft** UNION, UK (1820) 437ft

and today, AKASHI STRAITS, Japan (1998) 6532ft FORTH [exceptionally a girder bridge] (1889) 1710ft **GOLDEN GATE, USA (1937) 4200ft HUMBER, UK (1978) 4526**ft

At Menai Bridge Brown's single bar fore the advent of steel wire cables round, link influenced a develop-ment of the concept by Telford i.e. a link of 5 flat bars in parallel – a mode used later at Hammersmith Clifton, Budapest & Glasgow be-



Bar links less susceptible to corrosion than wire



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world's longest span, deserves to be preserved as: traffic usefulness, and from 1820-26 having had the Union Bridge, over and above its local and visitor

 the world's oldest operational suspension bridge English Heritage [Class 1];Historic Scotland [Category A] contributing to its high level of statutory protection by and product of eminent British engineers [attributes

a unique enhancement of the local environment

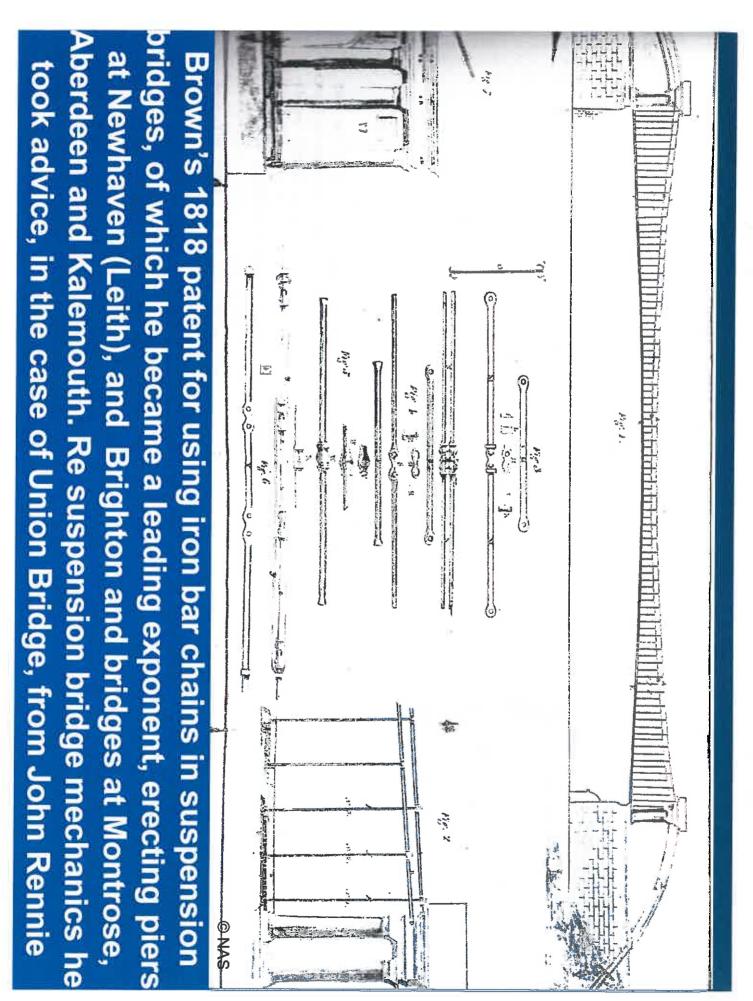
an international landmark in bridge development

an accessible display of outstanding bridge technology [with educational and tourist potential]

# LITERATURE, AMUSEMENT, AND INSTRUCTION. neson I rego excite neigneding north TOUR SERVICE SATURDAY, MARCH 1, 1823.

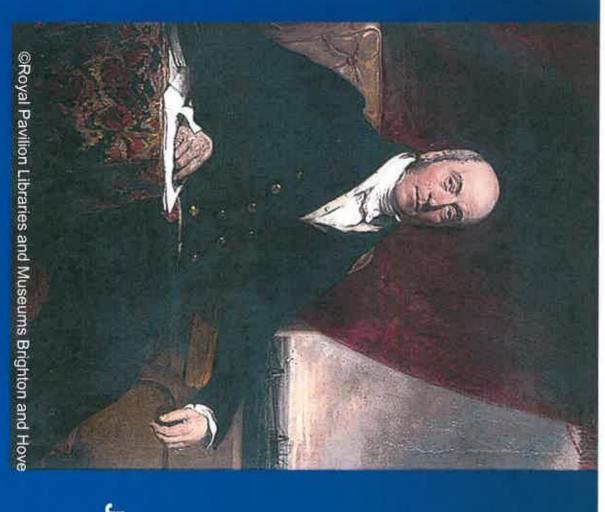
works of the Union-bridge were undertaken by Capt Brown for about £5,000 - a stone bridge must have distinguish the age in which we live ... the whole cost at least 4 times that sum' [based on R. Stevenson's results of mechanical science which particularly An 1823 account of 'one of those extraordinary

Description 1821, published in German, French and Polish by 1824]



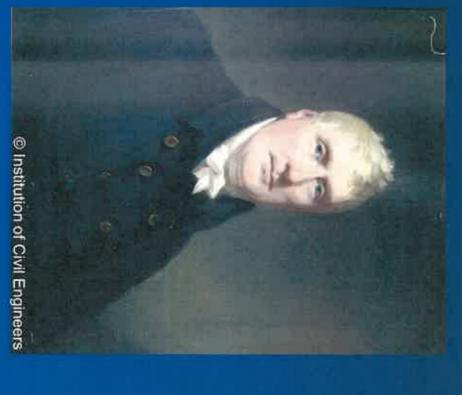
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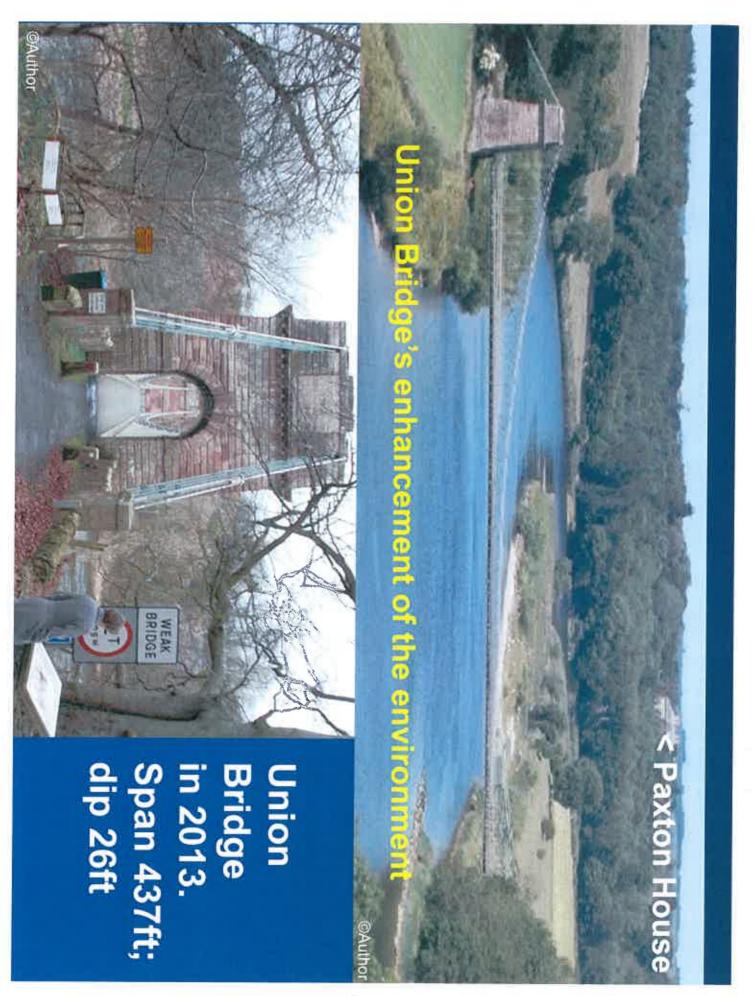
## Capt Samuel Brown (1774-1852) FRSE Naval officer & chain manufacturer at London & Newbridge, South Wales



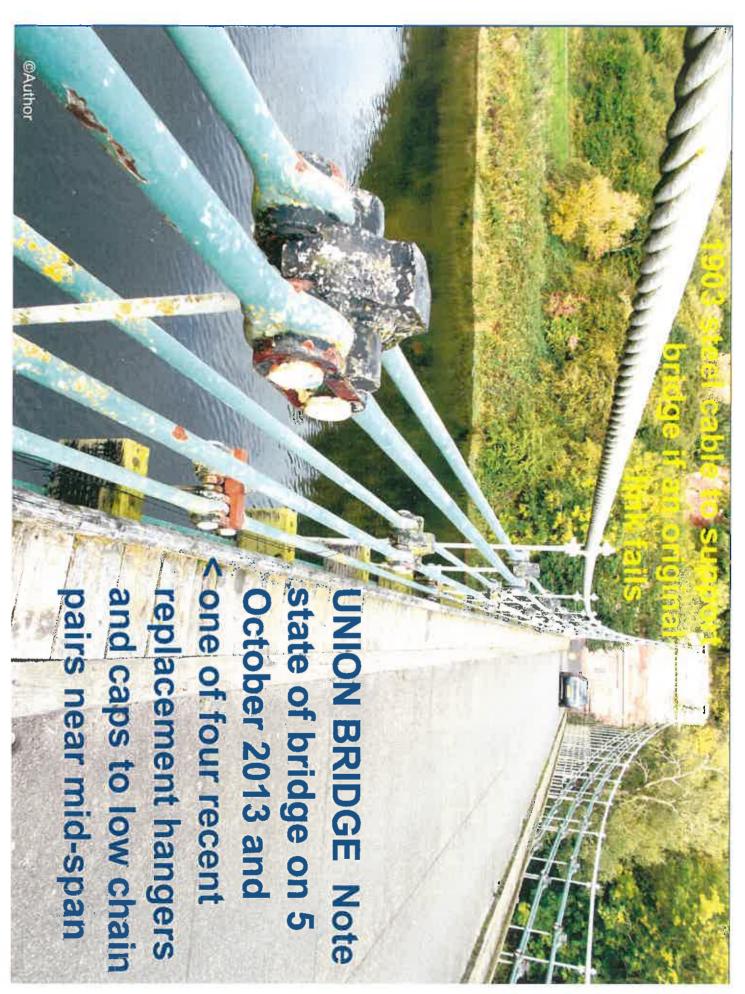
John Rennie (1761-1821) FRSE
Civil Engineer

UNION BRIDGE
ENGINEERS





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public support context to review several Scottish yet to be obtained it may be helpful in this and a As refurbishment funding for Union Bridge has projects of which PHEW has had experience:

Wellington Bridge, Aberdeen (1986-2006) Linlathen Bridge East, Dundee (2004-12) 'Innocent Railway' structures (1970s) Bridge of Oich, Aberchalder (1998) Carron Bridge over R. Spey (1993) Craigellachie Bridge (2005-14) Laigh Milton Viaduct (1995-96) Gattonside Bridge (1991) Forth Bridge (from 1986)

### innocent Railway he

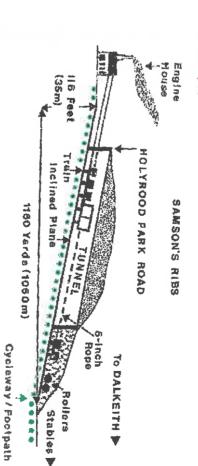
Interesting features of the original work which still exist are

### Inclined Plane

1,160 yards (1,060m) long, gradient 1 in 30 (3%)

in 1830-31 with two 25 HP steam engines at the top of the eastern portal. It was constructed in 1827-29 and equipped the stables area located about 600 yards (550m) beyond the incline. Descending trains were counter balanced by This extends from St Leonards Depot, through the tunnel to

### Regional Council 1985, and through the tunnel in 1989. Conserved by Lothian [Cyclepath opened south of tunnel in 1982, to St Leonards in ascending trains.



### **EDINBURGH AND DALKEITH RAILWAY** Inclined Plane (1831) — Vertical Profile

566 yards (518m) long, 20ft (6.1m) wide with semi-circular roof 15ft (4.6m) high at the centre

Stone. It was one of the earliest railway tunnels in the world This was constructed in 1827-29, and lined in Craigleith

### 1831 on Edinburgh & Dalkeith Railway Preservation of Braid Burn Bridge New Civil Engineer 3 April 2003



Historic bridge rescue wins commendation

THE RESCUE of an historically unique cast iron bridge, the only surviving remnant of the

or wood. When iron started to be used manufacturers couldn't make wrought iron on a sufficiently large scale and so used cast iron. This is a more brittle material, and there are few surviving examples," said Professor Roland Paxton, chairman of the ICE's panel for historical engineering works.

"The Braid Burn Bridge is made of four cast iron beams of a shape not known to remain in any other structure, so it was vital

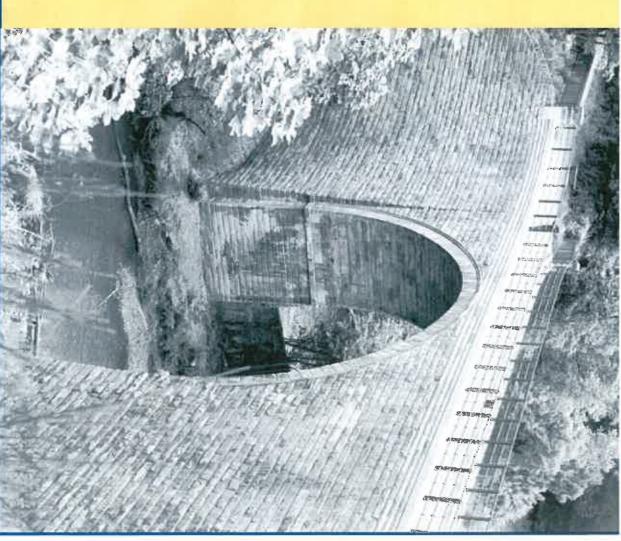


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GLENESK BRIDGE & DALKEITH **EDINBURGH** date of origin The case for an RAILWAY: DALKEITH. 1829-31

M.Sc., C.Eng., F.I.C.E. Roland A. Paxton. Senior Research Fellow Heriot-Watt University

category A listing] [1993 - resulting in



Glenesk Bridge - 16 years older than thought – conserved in 1993 by Midlothian Council/Edinburgh Green Belt Trust

## PHEW initiated FBVC [1985-2012] press campaign 1995 Forth Bridge tributes 1990 & £130m restoration 2012

PISGRACE: How part of our heritage is simply rusting away

### Sure. [full HSE survey order The key advice we received was: forced to bow to public pres-sure. [full HSE survey ordered] palgn "Paint Our Bridge" launched Railtrack Evening News the hard-hit-months afcambeen

was not enough to guarantee the struc-£500,000-a-year painting maintenance rust was gaining hold and the proposed ture's long-term future. Although not in danger of falling down,

mark is under severe threat . . . future of Scotland's most famous landday: "There is no longer any doubt. The We said in our front page editorial that

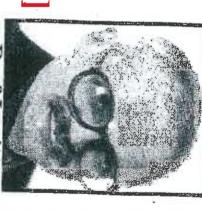
be relieved of responsibility and for an herited the bridge from British Rail - to We called for Railtrack - which in-

independent trust to be set up.

would welcome such a trust. insisting there was no threat to the ing - even embattled Railtrack, while bridge's structure in its hands, said it That received almost unanimous back-

But we had started the ball rolling.

sors Roland Paxton and Paul Jowitt. gineers, Heriot-Watt University Profes-Our expert team included leading en-



### **McGhee** CAMPAIGNING By James

WRITEROF

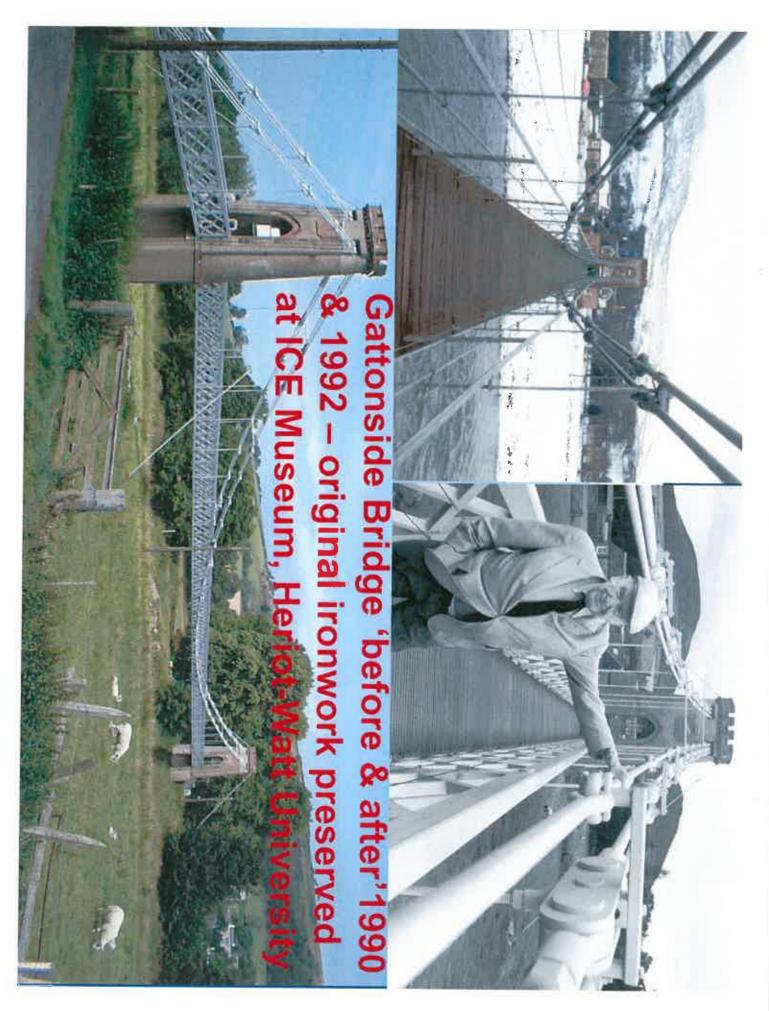
and its appearance does not encourage a a fantastic structure, but it looks awful on the Maid of the Forth that day: "This is lot of public confidence in the long-term Prof Jowitt summed up a nation's fears THE YEAR

will get worse if they carry on at the future of the bridge." Prof Paxton said: "I think the problem

present rate of spending."

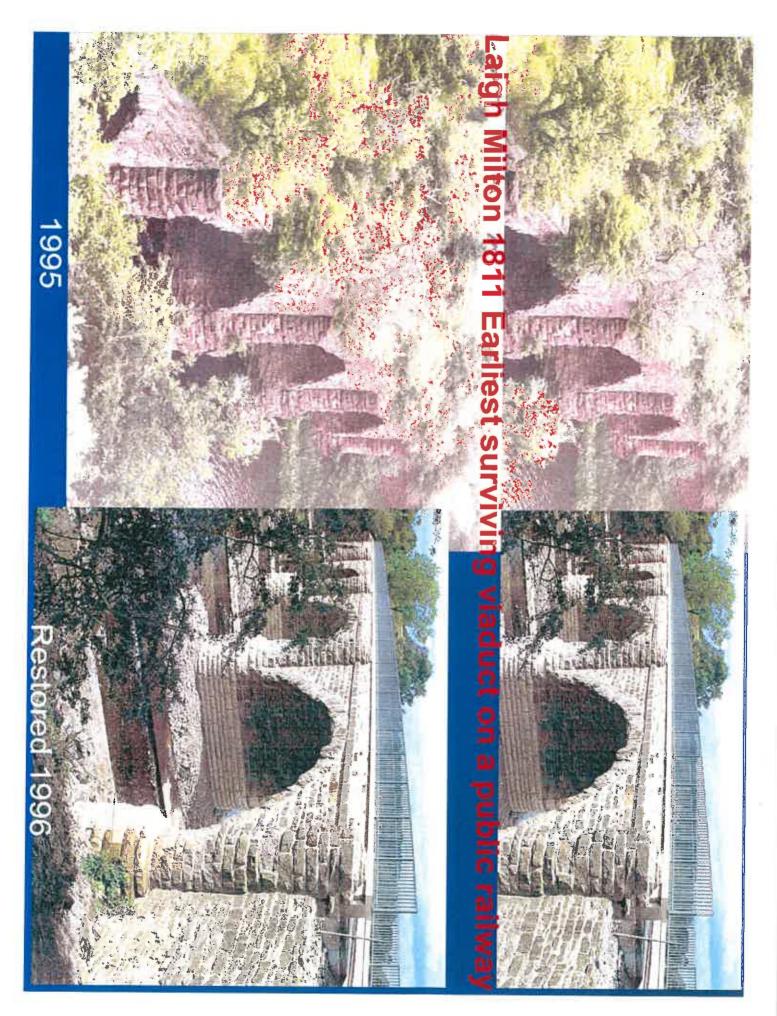
supports for seven years, spending its £500,000 budget on more crucial latticework metal. With more than £1 mileven start painting the bridge's main is a clear victory. to paint the main tubes at the same time as latticework, today's revelation lion to be spent this year and a pledge At that time Railtrack said it would not

backed particularly by Prof Paxton and MPs Eric Clarke (Midlothian) and Tam Dalyell (Linlithgow). But it took sustained campaigning,

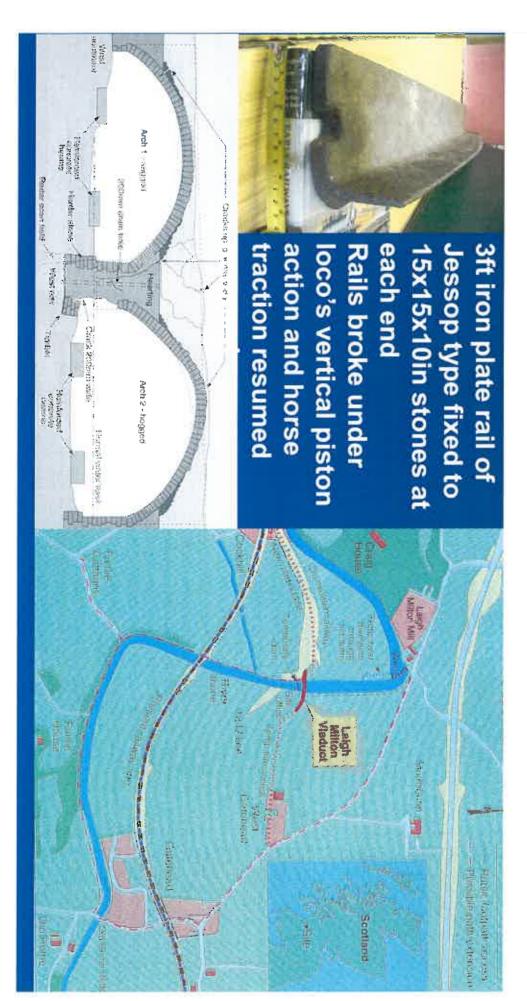


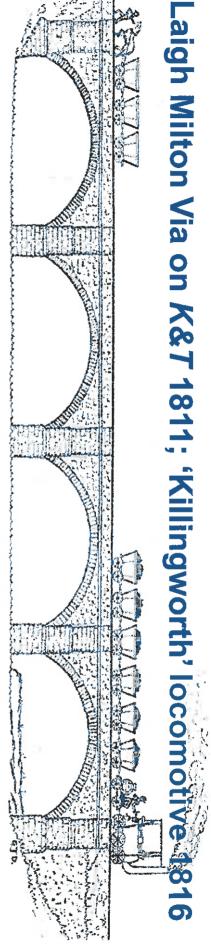
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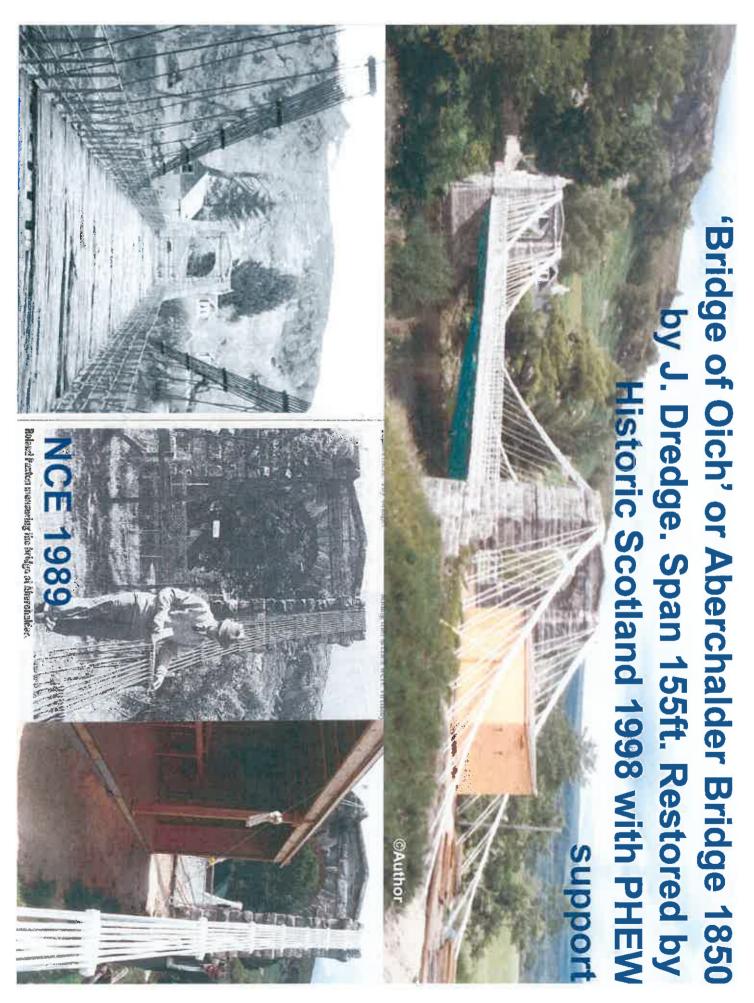




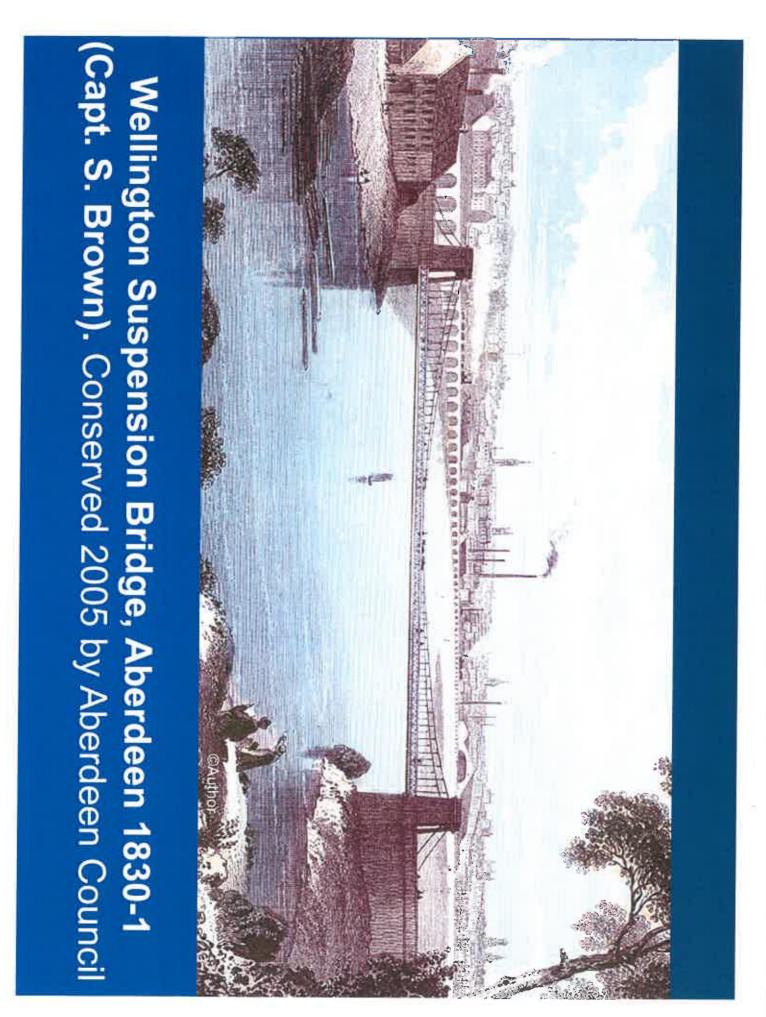
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# **LAIGH MILTON VIADUCT FUNDING 1995**

BOWATER 9500 CV/96	NATIONAL HISTORIC EUROPEASTRATHC STRATHC KYLE & CKYLE & CKYLE RUMARN ENTERPR
RUST & EXECUTRY UNIT SANCES all COMPANION, HEAD OFFICE GLASGOWG AND DEAD OFFICE GLASGOWG AND DEA	NATIONAL HERITAGE MISTORIC SCOTLAND HISTORIC SCOTLAND EUROPEAN UNION (via STRATHCLYDE REGION, KYLE & CARRICK DISTRKILMARNOCK & LOUDO ENTERPRISE AYRSHIRE
TRUST & EXECUTRY UNIT DESCRIPTION. HEAD OFFICE GLASSOWGLAND PROPERTIES TRATION, HEAD OFFICE GLASSOWGLAND PROPERTIES TO THE PROPERTIES TO THE GLASSOWGLAND P	NATIONAL HERITAGE MEMORIAL FUND HISTORIC SCOTLAND EUROPEAN UNION (via SRC Planning) STRATHCLYDE REGIONAL COUNCIL KYLE & CARRICK DISTRICT COUNCIL KYLE & CARRICK DISTRICT COUNCIL KILMARNOCK & LOUDOUN DISTRICT COUNCIL ENTERPRISE AYRSHIRE
pany for which I works  preliminary works  preliminary works	IAL FUND anning) UNCIL DUNCIL STRICT CO
TRUST & EXECUTRY UNIT PARCEJAILY-formed conservation  COMPANY for which I was secretary  Clydesdale Bank PLC  and preliminary works engineer  Pay Mossis David Y Caldwell Fairnes  Ore pound only  Engineer  For Cydesdale Bank PLC  NOZAC  HANAGER  HANAGER	m m m
THE OY I SALE	£400,000 £277,300 £277,300 £200,000 £63,000+ £65,000 £45,000 £15,000

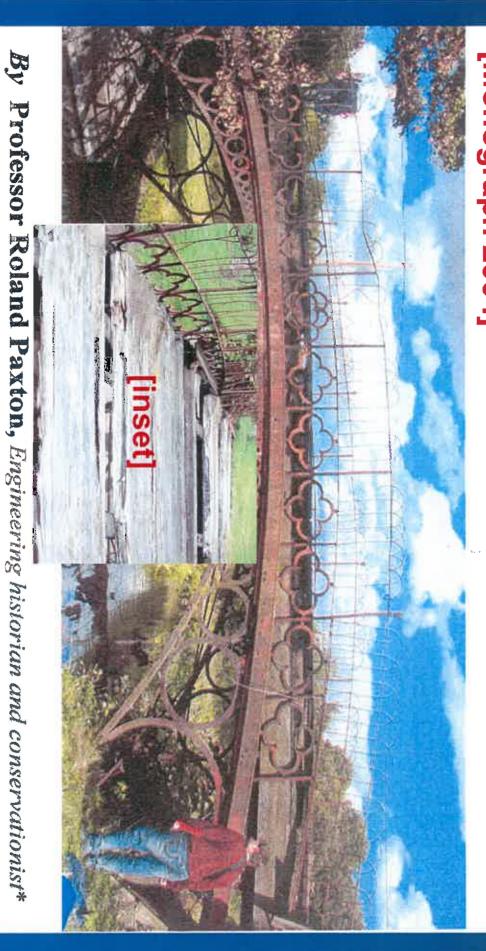


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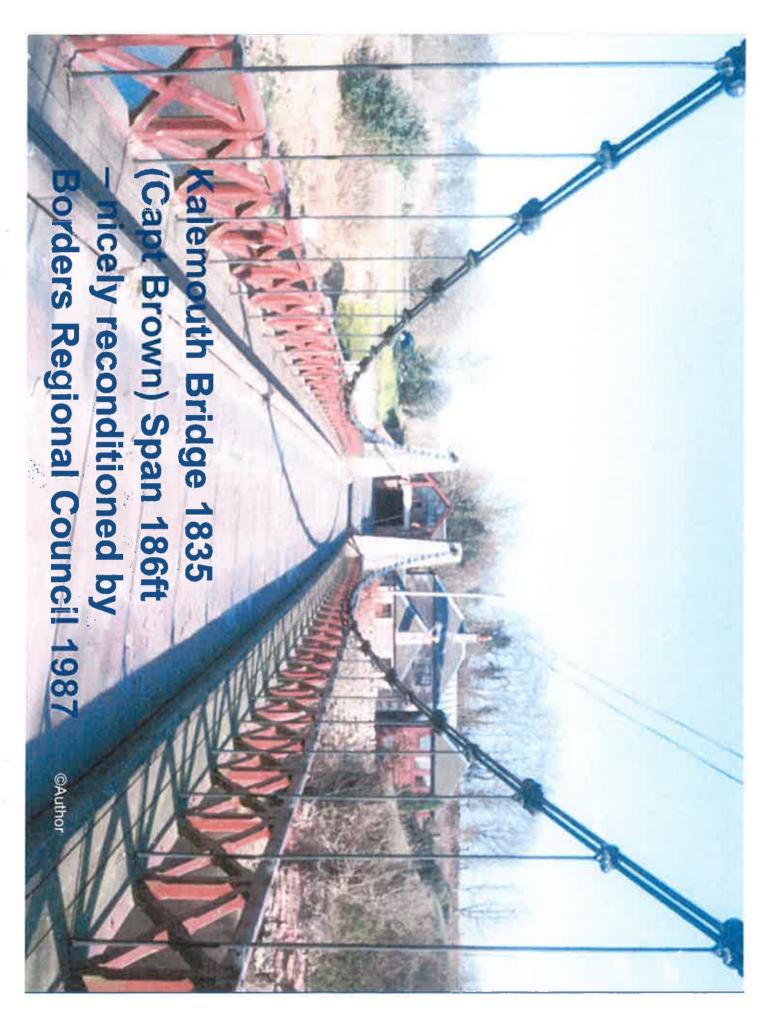
### [Monograph 2004] Dundee - Scotland's oldest surviving iron bridge? Thoughts on refurbishing Limiathen East Bridge,



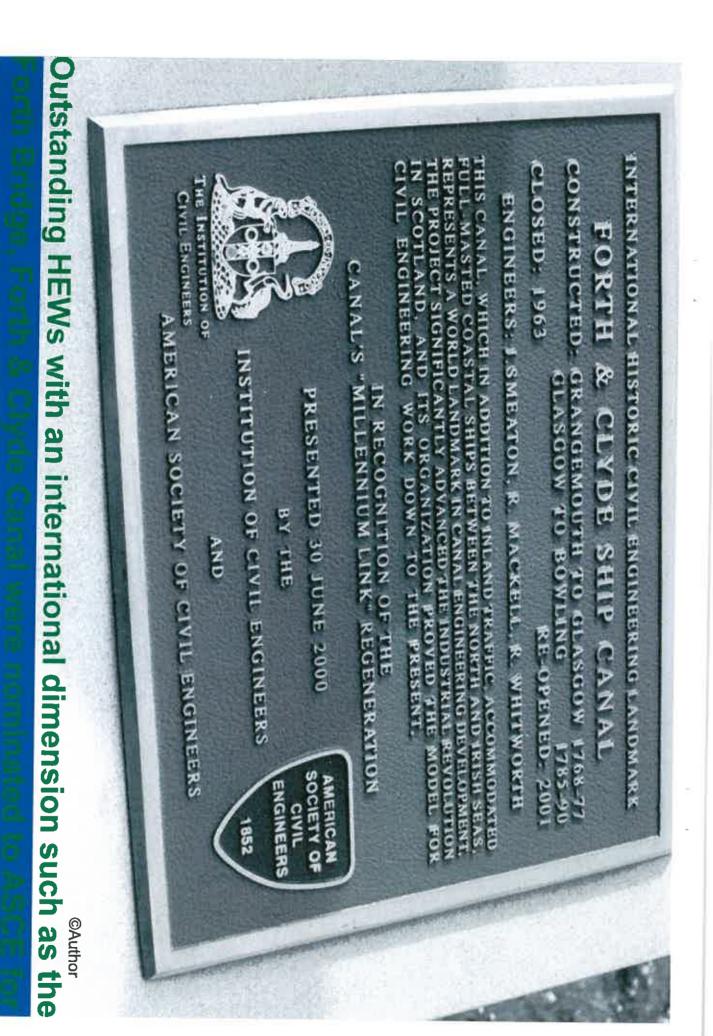
Presented to Dundee Civic Trust at Abertay University 29th January 2004



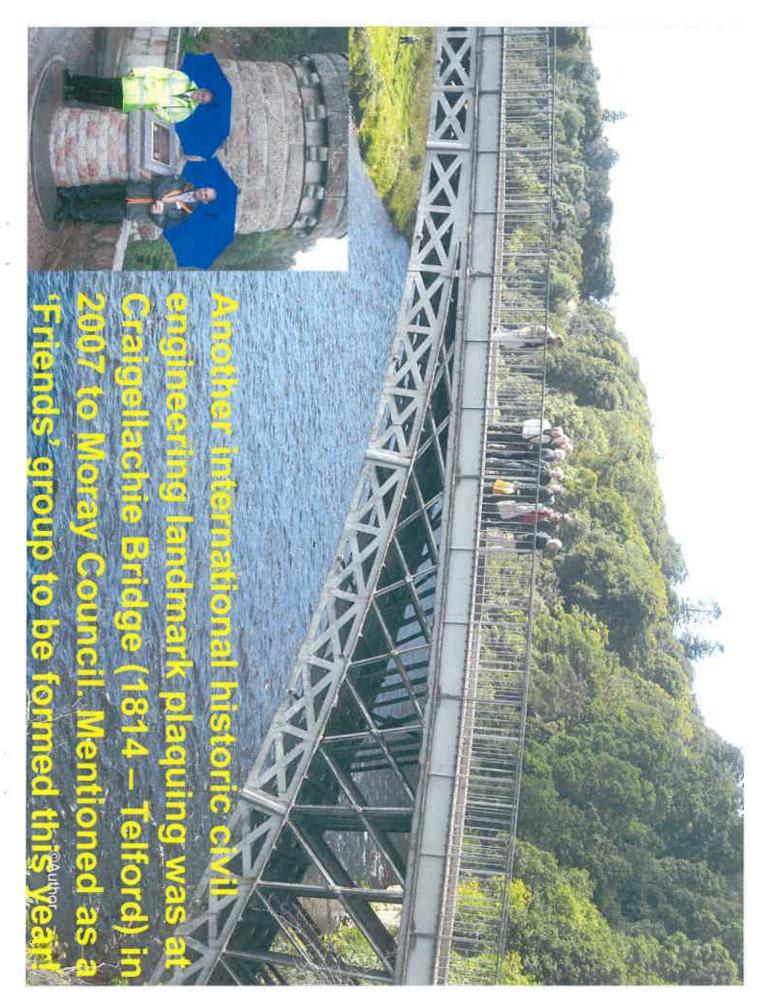
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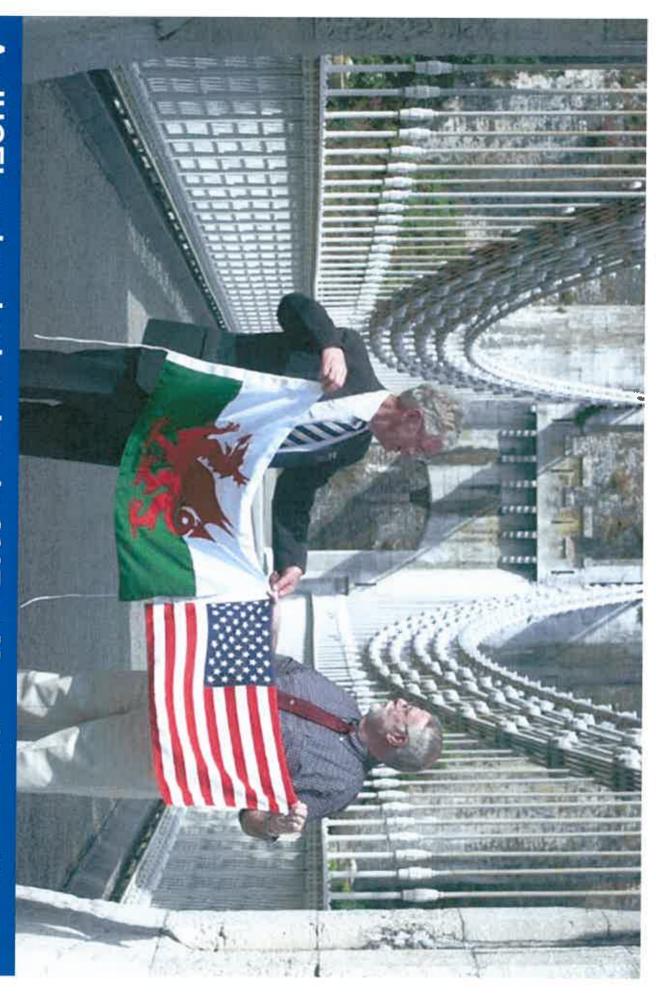
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# NORTHUMBER NO

## Northumberland County Council

County Hall . Morpeth . Northumberland . NE61 2EF . Web: www.northumberland.gov.uk

Professor R Paxton

Vice Chairman

Institution of Civil Engineers Panel for

Historical Engineering Works

Heriot-Watt University

Riccarton

Edinburgh

Your Ref Our Ref:

Enquiries to: Simon Rudman

E-mail:

01670 622967 Simon.Rudman@northumberland.gov.uk

Direct Line:

27 January 2014

EH1T& Conclude: The Institution recognises Union Bridge's outstanding the bridge as an International Historic Civil Engineering Landmark with Dear Professor Paxton a view to an ASCE/ICE presidential plaque unveiling at its bicentenary significance; strongly supports the Councils' aims as below; welcomes the formation of the 'Friends'; and plans if owners consent to nominate

# Extract from NCC letter re. Union Bridge 27 Jan. 2014

bicentennial celebration in 2020.

future of the structure with the ultimate goal of completing its refurbishment prior to the

Together with our colleagues from Scottish Borders Council we remain committed to securing the

PPP - Edinburgh: School of Earth Science, Energy and the Built Environment EH144AS Scotland 20 June 2014