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SCRUTINY COMMITTEE THURSDAY, 27 OCTOBER 2016

A MEETING of the SCRUTINY COMMITTEE will be held in the COUNCIL CHAMBER, COUNCIL HEADQUARTERS, NEWTOWN ST BOSWELLS on THURSDAY, 27 OCTOBER 2016 at 10.00 AM

J. J. WILKINSON,
Clerk to the Council,

20 October 2016

BUSINESS		
1.	Apologies for Absence	
2.	Order of Business	
3.	Declarations of Interest	
4.	Minute (Pages 1 - 12) Minute of the meeting of 22 September 2016 to be approved and signed by the Chairman. (Copy attached).	2 mins
5.	Social Work Duty Hub Presentation by Project Manager, Environment and Infrastructure and Customer Services Manager.	30 mins
6.	Maintenance of Bridges in the Scottish Borders (Pages 13 - 22) Report by Service Director – Asset & Infrastructure. (Copy attached).	25 mins
7.	Scrutiny Reviews (Pages 23 - 28) Update on subject included in the future Scrutiny Review Programme. (Copy attached).	10 mins
8.	Any other Items Previously Circulated	
9.	Any Other Items which the Chairman Decides are Urgent	
10.	Date of Next Meeting The next meeting is scheduled to be held on 24 November 2016	

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 G. Turnbull (Chairman), W. Archibald, K. Cockburn, A. Cranston, I. Gillespie, B Herd, W. McAteer, A. J. Nicol and J. Torrance

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**SCOTTISH BORDERS COUNCIL
SCRUTINY COMMITTEE**

MINUTES of Meeting of the SCRUTINY
COMMITTEE held in the COUNCIL
CHAMBER, COUNCIL HEADQUARTERS,
NEWTOWN ST BOSWELLS on Thursday,
22nd September, 2016 at 10.00 am

Present:- Councillors G. Logan (Chairman), W. Archibald, K. Cockburn, I. Gillespie,
B Herd, W. McAteer and A. J. Nicol.
Apologies:- Councillors A. Cranston and J. Torrance.
Also Present:- Councillors S Aitchison, D Paterson.
In Attendance:- Service Director Children & Young People, Chief Officer Education & Lifelong
Learning, Service Director Neighbourhood Service, Waste Manager,
Democratic Services Team Leader, Democratic Services Officer (J Turnbull).

1. MINUTE

1.1 There had been circulated copies of the Minute of 18 August 2016. With reference to paragraph 3.6 of the Minute of 18 August 2016, it was agreed that the following amendment be added to the Minute.

Paragraph 4.7, line 6 – change “non-competitive action” to “single tender action”.

1.2 It was noted, that the amendment had been incorporated in the final version of the Scrutiny Working Group’s report – ‘A Review of the Process in Respect of Decision-Making’.

DECISION

AGREED the Minute subject to the above amendment.

2. ASYMMETRIC WEEK

2.1 With reference to paragraph 2 of the Minute of the Meeting of 18 August, the Chairman welcomed Ms Donna Manson, Service Director Children and Young People; Ms Michelle Strong, Chief Officer Education and Lifelong Learning; Mr Paul Fagan, Depute Headteacher, Peebles High School and Ms Anne Marie Bready, Headteacher, Edenside Primary School, Kelso. The officers were in attendance to give a presentation on the implementation of the Asymmetric Week.

2.2 Mr Fagan began the presentation from a secondary school perspective. He explained that previously there had been a 30 period week which had been inherently inefficient because of teachers’ class contract time, resulting in 25 – 45 minutes of teaching time lost each week. The Asymmetric Week had introduced a 33 period week which had enabled efficient timetabling, facilitated the introduction of a greater number of courses for students and increased student support. Mr Fagan referred to Selkirk High School where there had been a reduction in the number of teachers. However, efficiencies in the Asymmetric Week had enabled the school to retain their existing timetable. The 33 period week had also meant that there was less need for supply teachers as there was greater flexibility within schools. More efficient timetabling has also resulted in savings for supply budgets.

2.3 Mr Fagan advised that feedback from eight secondary schools had shown an overwhelmingly positive response that the Asymmetric Week had increased breadth and choice for students. Mr Fagan gave an example of Eyemouth High School where, as a result of rurality, certain opportunities had not been taken up. With the introduction of the

Asymmetric Week the school had been able to utilise two additional periods, on a Wednesday afternoon, to enhance the learning experience for students, providing a leadership qualification, whilst protection class time.

- 2.4 Mr Fagan went on to advise that in respect of Peebles High School, all students now had a personal support period, with one learning support teacher assigned to every 15 students. The sessions had proved positive for students. However, the sessions would not have been possible under the 30 period week, when there had been insufficient teacher capacity.
- 2.5 Mr Fagan further advised that feedback received from four secondary schools showed that the Asymmetric Week had also had a positive impact on attainment. Jedburgh High School had used the additional time available to offer six periods of Higher education, previously this had been five. Peebles High School had seen increased attainment in literacy and numeracy; every student now having five periods of mathematics and additional tuition in English. Mr Fagan went on to advise that the Asymmetric Week afforded schools more flexibility and increased options. There was now a greater alignment of timetables with best practice shared between schools. Kelso High School and Jedburgh High School were working together as was Eyemouth High School and Berwickshire High School. Borders College had also aligned their timetable to secondary schools making their courses more viable in terms of increased attendance.
- 2.6 Mr Fagan concluded by stating that the Asymmetric Week had been a resounding success in Peebles High School. Students had an enhanced learning experience with supported learning and greater choice. As a result attainment had increased. Parents had also welcomed the increased choice. Staff morale had also improved, teachers using Friday afternoons for reflection and preparation for the following week.
- 2.7 Discussion followed and Members raised a number of questions. Ms Manson advised that HM Inspectors had not inspected secondary schools since the introduction of the Asymmetric Week. However, Scottish Borders Council (SBC) had carried out an inspection and had evidence to support the positive change the introduction of the Asymmetric Week had achieved for students and teachers. The change to school hours was discussed and Mr Fagan explained that initially there had been concern that a reduction in the lunchbreak from one hour to 50 minutes would affect access to lunchtime sporting activities. To mitigate against this, Peebles High School had improved access to lunch with "grab and go" meals, for students participating in lunchtime activities. There had also been a positive impact in terms of students' behaviour during lunchbreaks. Mr Fagan advised that it was a requirement that students received two periods of physical education each week, a 33 period week had allowed this to be increased to three periods per week. Ms Strong added that in addition, a number of schools now delivered school sports on a Friday afternoon. Mr Fagan acknowledged that the introduction of the Asymmetric Week had been cost neutral. However, now teacher capacity was used more efficiently, therefore providing greater opportunities for students.
- 2.8 Ms Anne Marie Bready, Edenside Primary School, was in attendance to give a primary school's perspective on the Asymmetric Week. She explained that the children's working day had moved to four longer days, Monday to Thursday 9 am to 3.30 pm, with a shorter day on Friday – 9.00 am to 12.50 pm. Edenside Primary School, had one of the larger school rolls with 325 pupils and had introduced staggered lunchbreaks for older and younger children. The schools' focus on the morning was literacy and numeracy. Teachers welcomed the extension in the afternoon, to three teaching blocks, to allow for interdisciplinary learning, art and science. Ms Bready advised that younger children did the bulk of their learning in the morning. The older children, with more learning stamina, continued into the afternoon. The Asymmetric Week enabled teachers to attend cross authority training on Friday afternoons e.g. motivational speaker sessions, GIRFEC and pastoral meetings without disruption to teaching time

- 2.9 Discussion followed and Members raised a number of questions. Ms Breadie advised that provision of additional childcare had not been viable with only three parents stating they would utilise the service. Parents planned ahead and family members assisted or they had a parents' rota for childcare. There had not been a huge demand for After School Friday Clubs; families choosing to make their own arrangements for childcare or choosing to maximise this time with their children. Ms Breadie acknowledged the public perception that teachers had more time off, explaining that teachers had a huge commitment to learning. Teachers used Friday afternoons to collaborate with other teachers and to discuss the needs of vulnerable children.
- 2.10 Councillor Aitchison, Executive Member for Education, was in attendance and thanked officers for their interesting presentation which highlighted that small changes could make a significant difference. Children were spending less time in school but results had improved. Friday afternoons were now spent with parents and grandparents which was positive for families and children. The Asymmetric Week had been a success; children and staff were more focused and motivated with increased opportunities for children.
- 2.11 The chairman thanked Councillor Aitchison and officers for their very informative and interesting presentation.

DECISION

NOTED the presentation.

3. MEMBER

Cllr McAteer left the meeting following consideration of the above item.

4. COMMUNITY RECYCLING CENTRES - UPDATE ON RE-USE/REMARKETING OF GOODS

- 4.1 With reference to paragraph 2 of the Minute of the Meeting of 18 August 2016, there had been circulated a report by Service Director Neighbourhood Services providing an update on the re-use/remarketing of goods received at Community Recycling Centres. Ms Jenni Craig, Service Director Neighbourhood Service and Mr Ross Sharp-Dent, Waste Manager were in attendance. Mr Sharp-Dent advised that over the last 10 years the Council had made significant changes to the way it managed waste with a focus on improving recycling performance and reducing waste going to landfill. As people moved towards a more circular economy, where they kept products and materials in use for as long as possible, this focus was likely to shift to waste prevention and re-use. Progress had been made by the Council in relation to re-use in the following areas:

- Supporting local re-use organisation
- Bulky Waste
- Waste Electrical and Electronic Equipment (WEEE)
- Selkirk Re-Use Pilot
- Just Cycle – Bicycle re-use
- Wood and Furniture re-use
- Textiles.

- 4.2 The Waste Resource Action Programme (WRAP) had undertaken re-use case studies and developed a best practice guide for Household Waste Recycling Centres (HWRC's). This confirmed that there were further opportunities to improve re-use at the Council's Community Recycling Centres. Mr Sharp-Dent highlighted that it was important to recognise that the Council faced a number of key challenges in improving re-use at Community Recycling Centres including : A lack of space for providing re-use facilities; a disconnect between the number of customers who wished to deposit items for re-use versus those that wanted to purchase re-used items; impending financial and legislative drivers which required a continued focus on recycling and diversion from landfill, at least in the short to medium term. It was clear that re-use was going to play an ever important

role as we moved towards a circular economy and this required the Council to continue to make progress and explore opportunities in this area.

- 4.3 Mr Sharp-Dent further advised that a number of re-use organisations, most of which had charitable status, operated across the Scottish Borders e.g. Homebasics, Berwickshire Furniture (BFR) and Just Cycle. The Council provided financial support as part of Service Level Agreements currently with Homebasics, Scrap Store and Book Donors. In return those organisations provided information on re-use, which supported the Council's recycling performance figures.
- 4.4 The Council also accepted Waste Electrical and Electronic Equipment (WEEE) at Community Recycling Centres. This equipment was uplifted free of charge under contract by a Producer Compliance Scheme (PCS). However, recent changes to WEEE's Code of Practice could mean that providers might be less inclined to support this concept going forward. Mr Sharp-Dent went on to discuss the Selkirk Re-Use Pilot whereby the Council provided a shipping container and a Service Level Agreement with Homebasics to provide them with large domestic appliances. This pilot had been successful. Unfortunately, not all recycling centres had the capacity to implement this scheme due to lack of space.
- 4.5 Mr Sharp-Dent referred to Galashiels Men's Shed where the Council provided bicycles for repair and re-use. The project had now developed into Just Cycle, a locally registered charity based at Tweedbank. Just Cycle recycled unwanted bicycles and made them available at an affordable price. The Waste Services section was working with Just Cycle to expand the number of bike donations at its waste facilities across the Borders. Selkirk Community Recycling Centre would be the next facility to accept bike donations.
- 4.6 Mr Sharp-Dent continued that the Waste Service section was exploring other re-use opportunities such as wood re-use. The Council had identified space at Galashiels Community Recycling Centre for storage of wood and it was hoped to commence this operation shortly. If this project was successful it would be extended to other sites. Mr Sharp-Dent went on to advise that 78% (119 tonnes) of textiles went for re-use. As part of the arrangement with Nathan Wastesavers, SBC received an income which supported wider waste services. SBC would continue to work with the third sector to identify and develop partnership working.
- 4.7 Councillor Nicol had circulated information regarding Oskars, a recycling facility in Paisley, and asked if SBC could introduce a similar scheme. Mr Sharp-Dent advised that Oskars provided a similar facility to Homebasics and BFR. He emphasised it was important that the Council continued to work in tandem with these organisations and utilise their expertise to ascertain which waste streams they were able to recycle.
- 4.8 Following discussion, a number of questions were raised. In terms of staff training, Mr Sharp-Dent advised that staff had a good knowledge of what was reusable. However, the material needed to be placed in separate, clean containers and not all sites had this storage capacity. The lack of space was a real challenge and would require investment. Ms Craig added that in terms of making a success of re-use and remarketing of goods, SBC needed to look at where investment was required and work with charitable organisations to draw down funding. Strengthening partnership working was a way to progress. With regard to the re-use of light bulbs from PPI schools in primary schools, Ms Craig would discuss with the Service Director Asset and Infrastructure and advise Members outwith the meeting. There was a discussion on the temporary closure of sites, without notice, when goods for recycling were being uplifted. Mr Sharp-Dent advised that a split level site enabled the site to remain open e.g. Hawick, Kelso and Selkirk sites. However, in Galashiels the site had to be closed for public safety. It was also not feasible to advise in advance when the site would be closed as the operator travelled to many sites and was unable to specify an exact time for collection. However, site managers did try to minimise disruption. Hopefully, in the future, sites would be improved to allow operators to access the site without requiring closure to the public. Mr Sharp-Dent

concluded by advising that organisations such as Homebasics provided significant benefits in terms of recycling and re-use of goods. However, these organisations were voluntary. Most of their funding came from Zero Waste Scotland and was limited. Recycling and re-use was the right way to progress but this was not a statutory requirement. However, SBC would continue to facilitate recycling and re-use by working closely with organisations, to continue to develop and progress the service across the Borders.

- 4.9 Councillor Paterson, Executive Member for Environmental Services, was in attendance and stated that community recycling centres did a fantastic job. Feedback from the public was extremely positive. He referred to Hawick Men's Shed Organisation who were repairing and recycling old furniture. He emphasised the importance of recycling and re-use continuing, supported by SBC.
- 4.10 The Chairman thanked officers for the interesting presentation. After further discussion it was agreed that SBC's Waste Management Member Officer Working Group be asked to consider ways in which Council could facilitate and encourage arm's length organisations to continue and expand this valuable upcycling/recycling facility.

DECISION

(a) NOTED:-

- (i) The progress made in providing re-use facilities at Community Recycling Centres;**
- (ii) The challenges in providing re-use facilities at the Council's Community Recycling Centres; and**
- (iii) Supports the continued development of re-use facilities at Community Recycling Centres, where affordable and practicable.**

AGREED to RECOMMEND that the Waste Management Member Officer Working Group be asked to investigate initiatives to facilitate Arm's Length Organisations continuing and expanding the valuable re-use and remarketing facility at the Council's Community Recycling Centres, as part of their consideration of the new Waste Management Plan.

5. SCRUTINY REVIEWS

- 5.1 With reference to paragraph 2 of the Minute of 18 August 2016, there had been circulated copies of the updated list of subjects which Scrutiny Committee had been asked to review and which included the source of the request, the stage the process had reached and the date, if identified, of the Scrutiny meeting at which the information would be presented. In addition, Members were also asked to consider further subjects for inclusion on this list for presentation at future meetings of the Committee. When deciding whether subjects would be reviewed by the Scrutiny Committee, Members required a clear indication from the initiator of the request as to which aspects of the subject they wished to be reviewed. This would enable the Committee to determine whether the subject was appropriate for consideration.
- 5.2 The Democratic Services Team Leader explained the current status of the reviews listed and Members discussed a number of the items on the timetable. It was agreed to progress the review of the Community Empowerment Act on 26 January 2016, together with the review on Timber Transportation. Councillor Gillespie advised that he would liaise with the Service Director Children and Young People regarding a suitable date for the review on Home Schooling. Councillor McAteer had requested the review on Policies and Procedures for Competitive Marketing and Management of Information be presented this year, and this was agreed. Members were keen that all reviews were timetabled before the end of their current term of office.

DECISION

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

6. **DATE OF NEXT MEETING**

The next meeting of the Scrutiny Committee would take place on Thursday, 27 October 2016.

DECISION

NOTED.

The meeting concluded at 11.45 am

Scrutiny Committee – Review Subjects 2016/17

Timetabled for Scrutiny Meetings

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date
Councillor Nicol	Review of Bridges Assets. The review should include the condition of bridges on the register and the processes for inspection and maintenance.	Presentation by Martin Joyce, Service Director Assets and Infrastructure.	27 October 2016
Councillor Torrance	Social Work Duty Hub.	Graeme Dobson, Project Manager, Les Grant, Customer Services Manager.	27 October 2016.
Scrutiny Committee	Drugs and Alcohol Strategy.	Elaine Torrance, Chief Social Work Officer; Tim Patterson, Joint Director of Public Health, Fiona Doig.	24 November 2016
Scrutiny Committee	Policies and Procedures for Protective Marking of Documents and Management of Information.	Information Governance Board to make presentation.	24 November 2016
Lib Dem Group	Implications of the Community Empowerment Act on the Council – <i>“there may be multiple implications of the Community Empowerment Act e.g. disposal of assets either SBC or Common Good, the transfer of local services to community groups who wish to take them on, future provision of allotments etc.”</i>	Presentation from Shona Smith, Communities & Partnership Manager and Douglas Scott, Senior Policy Advisor on Communities and Partnership.	26 January 2017.
Scrutiny	The impact of third party use on the Local Authority’s road network, e.g. timber transportation and wind turbine transportation.		26 January 2017

Review Subjects to be considered/awaiting further information

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date
Councillor Gillespie	Home Schooling. To consider the requirement for a change in the law to ensure health assessments for home schooled children are carried out. Also to investigate parents undertaking an examination to ensure that they were adequate educators for primary secondary school education.	Donna Manson, Service Director Children & Young People will provide private updated.	Private Briefing for Members in September/October 2016. Cllr Gillespie to discuss with Ms Manson and advise at next meeting.
Councillor Archibald	Artificial sports pitches. Briefing paper to be brought forward on existing artificial pitches in the Scottish Borders, to include information on the use costs, benefits and issues of these facilities.	Presentation from Rob Dickson, Corporate Transformation and Services Director.	Deferred until report considered by Executive Committee.
Royal Burgh of Peebles & District Community Council	This issue relates to how (and under what circumstances) community consultation is designed, planned and managed and how the processes by which Council canvasses the views of local communities can be facilitated and improved upon. In particular, use the example of the process that led to the decision by the Council's Executive Committee to agree that Victoria Park, Peebles is the preferred location for a 3G pitch.	Presentation from Rob Dickson, Corporate Transformation and Services Director.	Removed. (Paragraph 2.2 of the minute of 18 August 2016 refers).

Reviews Completed 2015/16

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date
Councillor Nicol	Recycling Centres. Update on remarketing of goods for recycling at Community Recycling Centres, including how other authorities approached this.	Presentation by Jenni Craig, Service Director Neighbourhood Services and Ross Sharp-Dent, Waste Manager.	22 September 2016. Completed.
Councillor Cockburn	Asymmetric Week	Presentation by Donna Manson, Service Director Children & Young People, Ms M Strong, Chief Officer Education & Lifelong Learning; Mr P Fagan & Ms A M Bready, Headteachers.	22 September 2016. Completed.
Ettrick and Yarrow Community Council	Great Tapestry of Scotland Working Group – Report	Report by Scrutiny Committee Working Group, presented by Councillor Mountford	18 August 2016. Completed.
Greenlaw and Hume Community Council	To consider outsourcing success stories from this Council and elsewhere in Scotland in particular where the service has been outsourced to a third sector organisation	Presentation by Kathryn Dickson, Procurement & Payment Services Manager.	18 August 2016. Completed.
Councillor Torrance	School Transport and Escorts	Presentation by Dona Manson, Service Director Children and Young People.	28 April 2016 Completed.
Scrutiny Committee	Following the review on road repairs maintenance, presented to the January meeting of Scrutiny Committee. There was a further report to the March meeting on the implications on the capital and revenue budgets of the trunk status of the A72 and A7. Scrutiny Committee requested a further report identifying the revenue and capital costs of works to individual roads in the roads infrastructure.	Report from Asset Manager.	28 April 2016. Completed.

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date.
Councillor Logan	Support for Highly Able Learners in Schools	Presentation by Donna Manson, Service Director Children & Young People.	28 April 2016. Completed.
Scrutiny Committee	Financing arrangements for the Transport Interchange in Galashiels – to include subsidy arrangements and departure charges.	None	24 March 2016. Completed.
Councillor Archibald	Equalities Legislation. Consideration on the Council's up to date grant application form and information on how legislation is applied to local festivals, in particular where the Council awards grants.	None.	24 March 2016. Completed.
Councillor Bhatia	Protection of Private Water Supplies – “in relation to Planning e.g. when a planning application is granted which requires an additional private supply or taking water from an existing private supply, how do existing householders ensure that their supply is protected? This may be purely a civil matter or the Council may have a role. This is further exacerbated with large forestry/windfarm applications.”	Recommendation to be considered by Executive Committee on 22 March 2016.	18 February 2016. Completed.
Ettrick and Yarrow Community Council. Allocation of budgets for rural maintenance and repairs.	To review extent to which the SBC budget for road repairs and maintenance is sufficient to meet need and the not unreasonable expectation that roads will be maintained in a safe condition. Within this context, to particularly examine how the allocation of budget for rural roads is arrived and whether more should be allocated.	Recommendation considered by Executive Committee on 8 March 2016 – accepted.	28 January 2016. Completed.
Graeme Donald	Religious Observance } Policy } These were } presented together at	None – briefing session	29 October 2015. Completed.
Scrutiny Committee	Faith Schools } } the same meeting.	None – briefing session.	29 October 2015. Completed.
Councillor Turnbull	Fees for taxi licensing – the amount paid to outside bodies in administering taxi licensing and how the fees for a licence in the Borders compare with those of neighbouring authorities.	Information emailed to Cllr Turnbull from Licensing Team Leader on 5/10/15. Cllr Turnbull does to wish to pursue further.	14 October 2015. Completed.

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date.
Scrutiny Committee	Attainment levels in Schools in Deprived Areas.	None – briefing session.	24 September 2015. Completed.
Scrutiny Committee	Mainstream Schools and Children with Complex Additional Support Needs	None – briefing session.	24 September 2015. Completed.

Reviews Completed 2014/15

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



MAINTENANCE OF BRIDGES IN THE SCOTTISH BORDERS

Report by Service Director Assets & Infrastructure

SCRUTINY COMMITTEE

27 October 2016

1 PURPOSE AND SUMMARY

- 1.1 **This report provides information to Members on the Council's bridge assets, including a list of all bridges in the Scottish Borders, current processes for inspection and maintenance, planned investment, key issues around bridge condition and plans for improvement.**
- 1.2 Scottish Borders Council (SBC), under the requirements of the Roads (Scotland) Act 1984, is responsible for maintaining over 1100 bridges and 155 culverts across the region, many of which are ageing and in need of repair, but are of critical importance to the Scottish Borders, both economically and socially.
- 1.3 The current SBC Roads Asset Management Plan helps the Council deliver the road services and details what is required to manage the road network assets, including bridges. However, ensuring that all bridges are inspected regularly to assess condition and then undertaking necessary works is increasingly difficult in the current financial climate.
- 1.4 The current planned investment in bridges and the process around identifying planned maintenance works is presented along with future planned actions around performance reporting.

2 RECOMMENDATIONS

- 2.1 **I recommend that the Scrutiny Committee :-**
 - a) **Notes the size of the bridges asset and the challenges this presents;**
 - b) **Notes the current process for carrying out inspections, for assessing the current condition of the bridges asset and the process used in identifying planned maintenance works;**
 - c) **Notes the improvements being considered to improve data on the overall condition of the bridges asset and subsequent prioritisation.**

3 BACKGROUND

- 3.1 Under the Roads (Scotland) Act 1984, SBC has a duty to maintain roads, bridges and street lighting that are on the list of public roads in the Scottish Borders. This includes over 1100 bridges and 155 culverts spread across a large geographic area. The table below shows the large variety of structures and the number of each:

Table 1 - SBC Road Structures Inventory			
Type of Structure	Construction Type	Single Span	Multi Span
		No.	No.
Bridges	Masonry Arch	562	63
	Brickwork Arch	50	5
	Concrete Beam / Slab	25	14
	Steel Composite	66	21
	Concrete Box / Pipes	67	19
	Corrugated Pipes	29	
	Others	164	21
	Total		963
Culverts (1.0 - 1.5m diameter)	Masonry Arch	73	
	Concrete Pipe	49	
	Corrugated Pipes	10	
	Others	23	
	Total		155

Note: 57 of these bridges are 'shared' with Network Rail - both parties carry out inspections with SBC responsible for maintenance of any footway and carriageway surfaces. Network Rail are responsible for the structure. Several bridges are also shared with Northumberland County Council, for example Union Chain Bridge and the liability for these falls equally on both Authorities.

- 3.2 Bridges have, like other SBC infrastructure assets such as roads, a limited life and their repair and renewal become necessary due to wear and tear, damage, inclement weather and so on. Additionally, the older bridges were not designed to deal with current volume and weights of traffic, which may lead to more expensive repair requirements.
- 3.3 In order to manage the roads asset (including bridges) more effectively and address Corporate Priority 7 (*Develop our property and assets*), SBC approved a Roads Asset Management Plan (RAMP) in 2014 that identifies the current roads network assets (including bridges) and develops a framework to enhance existing good practice and improve the effectiveness of the operation of the network. The RAMP is designed to

provide the technical detail and operational standards for helping the Council deliver the road service and requires the Managers of road network assets (including bridges) to:

- Carry out inspections
- Record and assess condition
- Ascertain required works
- Identify maintenance and service standards
- Prioritise works programmes
- Design prioritised works
- Issue contracts documents and instruct works
- Site supervision and control

3.4 The RAMP is now one of the key strategic plans to be delivered by the Assets and Infrastructure Service and is the specific responsibility of the Infrastructure team within that Service. However, as with other services across SBC and indeed Local Authorities in Scotland, resource constraints mean that decisions about prioritisation need to be taken to ensure that, first and foremost, public safety is protected but that appropriate network investment enhances the Scottish Borders, both socially and economically.

4 INSPECTION OF BRIDGES

4.1 The Code of Practice for Management of Highway Structures (CoPMHS) recommends that Councils adopt the standards contained within the Code, and specifically for bridges this means:

Table 2 – Structures Inspection Details - CoPMHS		
Inspection Type	Frequency	Notes
General Inspections (GI) (A visual examination of all parts of a structure without using access equipment)	biennially	General Inspections to be carried out for all bridges & culverts of 1m diameter and greater.
Principal Inspections (PI) (a close examination within touching distance to all parts using access equipment)	6 yearly	The Principal Inspections to be undertaken on those larger structures that have been identified as requiring a greater level of assessment.

4.2 Principal Inspection of a bridge asset uses a "Bridge Inspection Pro-Forma" to record a range of information as follows:

- Deck elements
- Abutments / spandrel walls
- Waterproofing / expansion joints
- Carriageway surface
- River bed / wing walls

With the variety in size and nature of more than 1100 structures time taken to undertake a single Principal Inspection can vary between 1 hour and 1 day.

- 4.3 Prior to the formation of the Infrastructure team within the Assets and Infrastructure Service, "Planned Works" were assessed by the previous Bridges Team members following the completion of the recommended inspection process. Prioritisation of works were assessed using the relevant inspection information, along with engineering judgement, knowledge and experience of the condition of the entire Bridge Stock.
- 4.4 Historical inspection information from 2009/2011 is mainly used to make current prioritisation decisions within the Infrastructure team, collated from previous General Inspections and Principal Inspections. However, some works may be prioritised due to specific customer concerns raised about bridge condition, or reports from other Council Officers. Bridge structures tend to degrade slowly so the risk of having no inspection data since 2009/11 is relatively low.
- 4.5 The recognised process leading to the prioritisation of works within the RAMP is based around a clear process of inspection, assessment and prioritisation. Information from inspections on condition is transferred into a programme that generates the Bridge Condition Index (BCI) figures which can then be reviewed for each structure.

This then provides:

- a list of structures requiring work which are prioritised;
- an assessment of the annualised depreciation of the bridge stock;
- an indication of the level of funding required to alleviate this decline.

Although this current recognised process still requires some degree of judgement from engineering professionals, it does give a more comprehensive and transparent basis for decisions to be made.

- 4.6 However, restructuring and budget pressures have meant that the inspections recommended under the CoPMHS have generally not been undertaken since 2009/2011. Whilst the use of data and the RAMP process does ensure that SBC meets its statutory duties, the risks faced by both SBC and road users would be better managed by more regular and planned inspections, in line with CoPMHS recommendations. However, the risks have been recognised within the RAMP and there is a key action to *improve the data inventory of all bridges* (sitting with the Infrastructure team) and a recognition that additional resources would be required to deliver this enhanced inspection regime.

5 INVESTMENT IN BRIDGES

- 5.1 The approximate 'core' annual budget allocation by Scottish Borders Council to bridges is made up as follows:
- Capital allocation of £400,000 per annum
 - Revenue allocation, from Neighbourhood Services and Asset Management budgets of £418,000 per annum
- 5.2 However, on an annual basis, the Council submits financial returns to CIPFA on Whole Government Accounts and part of this requirement allows the Council to report information on investments made on the various asset groups. Actual investment in the bridges asset for financial year 2014/15 is shown in the table below and is considerably higher than the

£818k annual allocation indicated in Section 5.1 (above). This is a result of undertaking the replacement of Carlowse Bridge, Tweedsmuir and associated road diversion works at a cost of £550,846.

Table 3 – Investments	£	%
Total	1,220,953	100%
Planned Maintenance - preventative	£7,000	0.5%
Planned Maintenance - Corrective*	£847,825	69%
Routine Cyclic Maintenance	£57,499	5%
Routine - Reactive Repairs (emergency)	£57,499	5%
Routine - Reactive Repairs (non-emergency)	£244,530	20%
Routine - Inspection & Survey	£6,600	0.5%

Actual investment in the bridges asset for financial year 2015/16 is shown below and again, is higher than the £818k budget due to funding of the replacement Selkirk Footbridge at £700,000 and bridge repairs linked to the major flood events of January and February 2016, £268,452;

Table 4 – Investments	£	%
Total	1,899,931	100%
Planned Maintenance - preventative	£12,000	0.6%
Planned Maintenance - Corrective	£1,224,768	64.5%
Routine Cyclic Maintenance	£61,088	3.2%
Routine - Reactive Repairs (emergency)	£61,088	3.2%
Routine - Reactive Repairs (non-emergency)	£272,535	14.4%
Routine - Inspection & Survey	£0	0%
Improvements	£268,452	14.1%

5.3 The tables above show the actual investments made by SBC (which is considerably higher than the £818k allocated through the financial planning process) and there will always be unplanned events that increase pressure on resources. For example, the storms of December 2015/January 2016 resulted in extensive damage to the roads asset, including the bridges asset. This included:

- Significant damage to Bowanhill Bridge required complete replacement;
- Several culverts required renewal such as Haysike;
- Several bridges had major scour to piers and abutments.

5.4 A number of funding streams have been accessed to deal with the overall

costs as follows:

- Scottish Government Capital Fund for Repairs - £500k
- Re-prioritisation of Capital Plan - £2.4m (£440k for bridges)
- Bellwin – the UK Government’s scheme that supports Council’s in times of Emergency, administered by Scottish Government for Scotland
- The Council’s own Emergency Reserves (£508k incl Roads)

6 CONDITION OF BRIDGES

6.1 At present, the list of planned works within the Infrastructure team is primarily compiled from 2009/11 condition information. Works of considerable scale, value (economically and socially) or that are required due to a public safety issue are carried out using Capital Funding, and smaller refurbishment works, reactive works and routine works are funded from the Revenue Budget.

The extreme floods of last winter necessitated inspection of a number of bridges on the Rivers Tweed, Ettrick, Yarrow and Teviot and some of their tributaries. These inspections have proven to be very useful in providing staff with a better awareness of the condition of a number of bridges.

Knowledge and establishment of the safe load carrying capacity of the Council’s bridges is critical to their effective management. This is particularly so in the context of the many abnormal load movements that take place associated with major wind farm developments, etc. Currently staff are relying upon inspection data from 2009/2011 and records of previous load carrying assessments to determine which bridges are safe to carry heavy loads, but as previously stated in section 4.4, risks are relatively low.

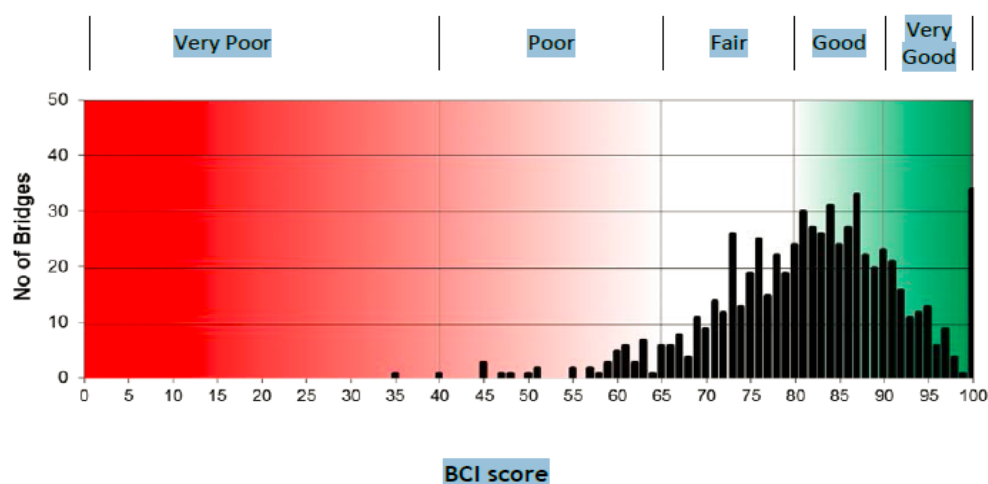
6.2 Performance Information on Bridges

The following table is recommended by the Society of Chief Officers on Transport in Scotland (SCOTS) as a template to be used by Authorities across Scotland. The current SBC Roads Review, due to report to Council in November 2016, includes work underway to address the known gaps around the robustness of performance information on inspections undertaken and condition of bridges, and resources should be identified to carry out inspections in line with the CoPMHS recommendations.

Table 5	Performance measures	Level
Structures Condition	BP1 - Percentage of principal inspections carried out on time	100%
	BP2 - Percentage of general inspections carried out on time	100%
	BP3 - Bridge Stock Condition Indicator (BCIav)	TBA
	BP4 - Bridge Stock Condition Index	TBA

	(BCIcrit)	
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- 6.3 The aspiration is that SBC meets the target levels set by SCOTS around inspections (both GI and PI) and the inspection work done through Bellwin (referred to in section 6.1) has provided a starting point on which Officers can build, but there will be resource challenges around achieving the 100% target and as things stand, Officers would be unable to populate BP3 & 4 (in table above) currently without data.
- 6.4 The following which for clarity, has been extracted from Highland Council Bridges data, is a potential way in which bridge stock condition could, in the future, be presented and could be integrated into the quarterly performance reporting to Executive Committee under Corporate Priority 7 (*Developing our Assets and Resources*) :



7 FUTURE AREAS OF FOCUS IN RELATION TO BRIDGE ASSETS

- 7.1 In order to work towards the SCOTS targets and a regular inspection regime to enhance availability of current data, prioritisation and decision making, it will be necessary to invest in Principal Inspections and £100k has been proposed for 2016/17 covering a limited number of bridges.
- 7.2 Most recently issues highlighted by staff and the public have arisen over the condition on two bridges, Clackmae, on the back road between Earlston and Lauder, and Melrose Bridge (known locally as Lowood Bridge), on the link road between Melrose and the Langlee area of Galashiels. Officers have engaged two consultants AECOM and Fairhurst's to carry out detailed surveys, cores and assessment of the bridges and to bring forward recommendations on repair.
- 7.3 Early indications show that Clackmae is in very poor condition, which has necessitated the placement of traffic lights and narrowing of the bridge to hopefully reduce further deterioration. Engineers are assessing the extent of repairs required, but these may be significant, circa £500k.
- 7.4 Melrose Bridge, which carries significant traffic movement between Melrose and east area of Galashiels, is also showing signs of deterioration, the parapet walls have a severe lean, the north arch has significant cracking and both arches have extensive areas of mortar loss. Engineers are

assessing the extent of repairs required together with whether a weight limit is required on the structure prior to repair works being carried out. The cost of repairs will be significant for this structure, access will be particularly difficult and any closures to the bridge will have significant impact on the surrounding area, repairs could be circa £800k.

- 7.5 The recent works identified as required on both Clackmae and Melrose bridges are examples of risk to SBC which has not been identified. This creates pressures on SBC, and demonstrates that the annual core budget may be insufficient to perform the required level of inspections and undertake all of the works required, competing as it does against other Council priorities.

8 CONCLUSIONS

- 8.1 Within the Asset and Infrastructure Service, the need to inspect bridges in line with the CoPMHS recommendations has been recognised, and the current Roads Review should identify some additional resources in order that this can be carried out, in line with the priorities within the RAMP, with a balanced approach to risk and planned investment.
- 8.2 On an annual basis, following inspection, officers will complete on an annual basis, the performance reporting table as promoted by SCOTS and look to integrate this into the existing performance reporting to Executive Committee.
- 8.3 Principle Inspections will populate the major investment plan for the bridges asset, linked to the Capital Financial Plan. However, distribution of funds will continue to be targeted towards those bridges which the Infrastructure team considers to be in urgent need of repair. Until such time as officers have a fully developed inventory of asset condition, this consideration will continue to be determined, using existing condition data, adhoc inspections, engineering knowledge and experience.

9 IMPLICATIONS

9.1 Financial

The 'report' is supported by the agreed Capital Plan of the Council.

9.2 Risk and Mitigations

There is a risk that, by not carrying out regular inspections as per the CoPMHS, condition of the bridges asset remains unquantifiable. There is a risk that a bridge may fail causing serious injury or loss of life, and require road closures to be implemented perhaps leading to long diversions and significant disruption to communities in the Scottish Borders. There is also the risk that repair costs will significantly increase with time.

Whilst the perception that the current risk to the public is minimal, the recommended bridge inspections are required to demonstrate that the risk to the Council is minimised.

The most recent internal audit carried out on the RAMP noted progress and implementation of the agreed actions.

9.3 Equalities

There are no direct equalities issues as a result of this report

9.4 Acting Sustainably

The implementation of the RAMP review will consider any economic, social or environmental effects of potential investments made in the road asset.

9.5 Carbon Management

There are no direct carbon management impacts as a result of this report.

9.6 Rural Proofing

The implementation of the RAMP will consider the impact on rural communities and take recognition of condition of bridges on roads which are the only route to these communities.

9.7 Changes to Scheme of Administration or Scheme of Delegation

There are no changes which are required to either the Scheme of Administration or the Scheme of Delegation as a result of the proposals in the report.

10 CONSULTATION

10.1 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.

Approved by

Martin Joyce

Service Director – Asset & Infrastructure

Signature

Author(s)

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Background Papers: None

Previous Minute Reference: None

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.

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Scrutiny Committee – Review Subjects 2016/17

Timetabled for Scrutiny Meetings

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date
Councillor Nicol	Review of Bridges Assets. The review should include the condition of bridges on the register and the processes for inspection and maintenance.	Presentation by Martin Joyce, Service Director Assets and Infrastructure.	27 October 2016
Councillor Torrance	Social Work Duty Hub.	Graeme Dobson, Project Manager, Les Grant, Customer Services Manager.	27 October 2016.
Scrutiny Committee	Drugs and Alcohol Strategy.	Elaine Torrance, Chief Social Work Officer; Tim Patterson, Joint Director of Public Health, Fiona Doig.	24 November 2016
Scrutiny Committee	Policies and Procedures for Protective Marking of Documents and Management of Information.	Information Governance Board to make presentation.	24 November 2016
Lib Dem Group	Implications of the Community Empowerment Act on the Council – <i>“there may be multiple implications of the Community Empowerment Act e.g. disposal of assets either SBC or Common Good, the transfer of local services to community groups who wish to take them on, future provision of allotments etc.”</i>	Presentation from Shona Smith, Communities & Partnership Manager and Douglas Scott, Senior Policy Advisor on Communities and Partnership.	26 January 2017
Scrutiny	The impact of third party use on the Local Authority’s road network, e.g. timber transportation and wind turbine transportation.		26 January 2017

Review Subjects to be considered/awaiting further information

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date
Councillor Gillespie	Home Schooling. To consider the requirement for a change in the law to ensure health assessments for home schooled children are carried out. Also to investigate parents undertaking an examination to ensure that they were adequate educators for primary secondary school education.	Donna Manson, Service Director Children & Young People will provide private updated.	Private Briefing for Members in September/October 2016. Cllr Gillespie to discuss with Ms Manson and advise at next meeting.
Councillor Archibald	Artificial sports pitches. Briefing paper to be brought forward on existing artificial pitches in the Scottish Borders, to include information on the use costs, benefits and issues of these facilities.	Presentation from Rob Dickson, Corporate Transformation and Services Director.	Deferred until report considered by Executive Committee.
Royal Burgh of Peebles & District Community Council	This issue relates to how (and under what circumstances) community consultation is designed, planned and managed and how the processes by which Council canvasses the views of local communities can be facilitated and improved upon. In particular, use the example of the process that led to the decision by the Council's Executive Committee to agree that Victoria Park, Peebles is the preferred location for a 3G pitch.	Presentation from Rob Dickson, Corporate Transformation and Services Director.	Removed. (Paragraph 2.2 of the minute of 18 August 2016 refers).

Reviews Completed 2015/16

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date
Councillor Nicol	Recycling Centres. Update on remarketing of goods for recycling at Community Recycling Centres, including how other authorities approached this.	Presentation by Jenni Craig, Service Director Neighbourhood Services and Ross Sharp-Dent, Waste Manager.	22 September 2016. Completed.
Councillor Cockburn	Asymmetric Week	Presentation by Donna Manson, Service Director Children & Young People, Ms M Strong, Chief Officer Education & Lifelong Learning; Mr P Fagan & Ms A M Bready, Headteachers.	22 September 2016. Completed.
Ettrick and Yarrow Community Council	Great Tapestry of Scotland Working Group – Report	Report by Scrutiny Committee Working Group, presented by Councillor Mountford	18 August 2016. Completed.
Greenlaw and Hume Community Council	To consider outsourcing success stories from this Council and elsewhere in Scotland in particular where the service has been outsourced to a third sector organisation	Presentation by Kathryn Dickson, Procurement & Payment Services Manager.	18 August 2016. Completed.
Councillor Torrance	School Transport and Escorts	Presentation by Dona Manson, Service Director Children and Young People.	28 April 2016 Completed.
Scrutiny Committee	Following the review on road repairs maintenance, presented to the January meeting of Scrutiny Committee. There was a further report to the March meeting on the implications on the capital and revenue budgets of the trunk status of the A72 and A7. Scrutiny Committee requested a further report identifying the revenue and capital costs of works to individual roads in the roads infrastructure.	Report from Asset Manager.	28 April 2016. Completed.

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date.
Councillor Logan	Support for Highly Able Learners in Schools	Presentation by Donna Manson, Service Director Children & Young People.	28 April 2016. Completed.
Scrutiny Committee	Financing arrangements for the Transport Interchange in Galashiels – to include subsidy arrangements and departure charges.	None	24 March 2016. Completed.
Councillor Archibald	Equalities Legislation. Consideration on the Council's up to date grant application form and information on how legislation is applied to local festivals, in particular where the Council awards grants.	None.	24 March 2016. Completed.
Councillor Bhatia	Protection of Private Water Supplies – “in relation to Planning e.g. when a planning application is granted which requires an additional private supply or taking water from an existing private supply, how do existing householders ensure that their supply is protected? This may be purely a civil matter or the Council may have a role. This is further exacerbated with large forestry/windfarm applications.”	Recommendation to be considered by Executive Committee on 22 March 2016.	18 February 2016. Completed.
Ettrick and Yarrow Community Council. Allocation of budgets for rural maintenance and repairs.	To review extent to which the SBC budget for road repairs and maintenance is sufficient to meet need and the not unreasonable expectation that roads will be maintained in a safe condition. Within this context, to particularly examine how the allocation of budget for rural roads is arrived and whether more should be allocated.	Recommendation considered by Executive Committee on 8 March 2016 – accepted.	28 January 2016. Completed.
Graeme Donald	Religious Observance } Policy } These were } presented together at	None – briefing session	29 October 2015. Completed.
Scrutiny Committee	Faith Schools } } the same meeting.	None – briefing session.	29 October 2015. Completed.
Councillor Turnbull	Fees for taxi licensing – the amount paid to outside bodies in administering taxi licensing and how the fees for a licence in the Borders compare with those of neighbouring authorities.	Information emailed to Cllr Turnbull from Licensing Team Leader on 5/10/15. Cllr Turnbull does to wish to pursue further.	14 October 2015. Completed.

Source	Issue/Description	Stage	Scrutiny Committee Meeting Date.
Scrutiny Committee	Attainment levels in Schools in Deprived Areas.	None – briefing session.	24 September 2015. Completed.
Scrutiny Committee	Mainstream Schools and Children with Complex Additional Support Needs	None – briefing session.	24 September 2015. Completed.

Reviews Completed 2014/15

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