

# MUNICIPAL YEAR 2019/2020 REPORT NO. 178

## MEETING TITLE AND DATE:

Cabinet: 28<sup>th</sup> JANUARY  
2020

## REPORT OF:

Executive Director – Place

Contact officer and telephone number:

Stephen Skinner 020 8132 0752

Email: Stephen.skinner@enfield.gov.uk

Agenda – Part:1

Item: 7

## Subject:

**Business Case for Capital Funding for  
Highways, Street Scene and Parks  
Infrastructure 2020/21 - 2029/30**

**Wards: All**

**Key Decision No: KD5044**

## Cabinet Member consulted:

Cllr Guney Dogan

## 1. EXECUTIVE SUMMARY

- 1.1 The business case for a sustained level of funding for highways and street scene was approved by Cabinet on 13 February 2019. The Council's 10-year Capital Strategy and Capital Programme 2020/21 to 2029/30 includes an allocation of £6.45m for this work in 2020/21, with an inflationary increase over future years.
- 1.2 This report sets out the business case and seeks approval for a sustained level of funding up to 2029/30 for the following additional areas: flood risk management projects, bridge renewal projects, play areas and other parks infrastructure assets, and alleygating.
- 1.3 The Council's 10 year Capital Strategy and Capital Programme 2020/21 to 2029/30 is an agenda item for Cabinet on 28<sup>th</sup> January 2020. The allocations indicated within this report are contained within the 10 year programme.

## 2. RECOMMENDATIONS

- 2.1 To approve the business case for a sustained level of capital funding on an annual basis as shown in this report for:
  - Match funding for flood risk management projects
  - Bridge renewal projects
  - Play areas and other infrastructure (paths and fences) in Parks
  - Alley-gating
- 2.2 To approve the 2020/21 capital budgets below and for their inclusion in the Capital Report to Council:
  - £6.45million for highways and street scene.
  - £250k for Match funding for flood risk management projects
  - £200k for Bridge renewal projects
  - £200k for Play areas and paths in Parks
  - £80k for Alley-gating
- 2.3 To delegate authority to the Cabinet Member for Environment and Sustainability to approve programmes and schemes within the approved capital allocations for 2020/21 and future years.

### 3. BACKGROUND

- 3.1 On 13<sup>th</sup> February 2019, Cabinet approved the business case for a sustained level of capital funding for highways and street scene of £6.45m per year up to and including 2021/22 as shown in the Council's Indicative Programme. The Council's 10-year Capital Strategy and Capital Programme includes an allocation of £6.45m for this work in 2020/21 with an inflationary increase over future years until 2029/30.
- 3.2 The business case presented the need for essential funding to provide an ongoing and sustained maintenance programme to ensure that Enfield's publicly maintained highways and street scene assets are maintained to an acceptable standard. Table 1 below shows the specific work programmes and the proposed funding for 2020/21 that were identified within the business case.

Item Description	Proposed Allocation for 2020/21 (£000)
Carriageways- Renewal / Resurfacing Programme	£2,450
Carriageways – Defect Repairs	£455
Footways – Renewal / Resurfacing Programme	£1,350
Footways – Defect Repairs	£1,360
Structures & Watercourses	£550
Verge and Shrub Beds	£50
Highway Trees	£110
Street Nameplates	£25
Minor Highway Improvements	£100
Alley Gating * Previous allocation of £100k now re-allocated as extra £50k to carriageways and £50k to footways since allocation for alleygating now identified separately.	£0*
<b>Total</b>	<b>£6,450</b>

Table 1

- 3.3 This report identifies a business case for areas of capital funding that are additional to the previously approved business case of £6.45m for highways and street scene as shown in table 2 below. The areas of capital expenditure identified below have been included in the Council's 10-year Capital Strategy and Capital Programme within the report to Cabinet on 28<sup>th</sup> January 2020.

Activity	Annual Funding (£'000)
Match funding for flood management projects	£250
Bridge renewal projects <i>NB £200k has been identified for 2020/21 and then separate reports will be presented for individual projects in future years.</i>	£200*
Play areas and paths in Parks	£200
Alley-gating	£80
<b>Total</b>	<b>£730</b>

Table 2

### 3.4 Match Funding for flood risk management projects

3.4.1 Under the Flood and Water Management Act Enfield is responsible as a Lead Local Flood Authority for reducing the risk of flooding from surface water, ground water and ordinary watercourses. Enfield's Local Flood Risk Management Strategy sets out key actions to fulfil its responsibilities, a key feature of which includes constructing sustainable drainage schemes (SUDS) such as wetlands and rain gardens.

3.4.2. Enfield has historically provided a capital budget for this type of work which was primarily used to maintain and improve the existing drainage network, including culvert maintenance. However, it is recognised that we need to continue to maintain Enfield's existing flood management assets and provide funding to support new partnership projects and therefore, in recent years, capital has been increasingly used as match-funding to support external funding applications for flood alleviation projects such as the creation of wetlands, rain gardens and other sustainable drainage schemes. The approved business case of £6.45m for highways and street scene includes an allocation of £200k to fund essential flood management and drainage maintenance work, however, specific, large projects such as the Enfield Chase Restoration scheme will require additional funding.

3.4.3. Enfield has a good track record of submitting bids and attracting funding for this type of Blue/Green infrastructure project from external organisations such as DEFRA, the Environment Agency and Thames Water. Our work in this area is attracting a very high level of interest both at a regional and national level and it is recognised that there are increasing opportunities to attract an increased level of match funding in the future as Enfield's programme grows in scale and momentum

3.4.4. Table 3 below summarises the main types of Blue/Green Infrastructure measures that can attract external funding (or internal Enfield funding from other departments) and the main funding sources.

<b>Blue-Green Infrastructure Measure</b>	<b>Funding *</b>	<b>Evidence Base</b>
SuDS (retrofit to Highways, Housing or other public sector land)	<ul style="list-style-type: none"> <li>• Thames Water</li> <li>• TfL (LIP and Liveable Neighbourhoods)</li> <li>• Cycle Enfield</li> <li>• Road Safety (Quieter Neighbourhoods)</li> <li>• Highways drainage, tree replacement and footway schemes</li> <li>• Regeneration</li> </ul>	London Strategic SuDS Pilot Study (led by Enfield) – draft Technical Report demonstrates flood and non-flood benefits associated with dispersed SuDS
Constructed Wetlands in Parks and Open Spaces	<ul style="list-style-type: none"> <li>• GLA Greener City Fund</li> <li>• Thames Water Community Investment Fund</li> <li>• Rivers Trust</li> <li>• Commercial partners (such as Coca-Cola)</li> </ul>	Thames21 study underway – this will investigate flood risk and water quality benefits associated with delivering 15- 20 new wetlands in Pymmes Brook and Salmons Brook catchments
Natural Flood Management	<ul style="list-style-type: none"> <li>• GLA Greener City Fund</li> <li>• Forestry Commission (tree planting)</li> <li>• Natural England</li> <li>• Countryside Stewardship</li> </ul>	Salmons Brook NFM project – aim is to deliver NFM measures and evaluate performance, currently in year 2 of 4, full-time Project Delivery Officer started in 2018

\* to CIL/S106, Watercourses capital funding, EA/Defra Grant in Aid and Thames Regional Flood and Coastal Committee Local Levy which apply to all BGI projects

Table 3

3.4.5. The following specific opportunities have been identified for funding flood risk management projects in 2020/21:

- £150k for Enfield Rural Catchment Project: This project enables a huge area of land to be modified in a way that enables Natural

Flood Management techniques to be employed that would otherwise not be viable. This project is the subject of a separate Cabinet report which has identified the need for £150k of Enfield funding which will attract over £1m of external funding.

- £80k towards SuDS/wetlands: Thames Water are proposing to make £150k available to each local authority in April 2020 for SuDS/wetlands construction. It is estimated that this will require approximately £80k of match funding from Enfield to make a viable project.

#### 3.4.6. Reservoirs:

The Council has a statutory duty to inspect and maintain reservoirs within the borough. Bodies of water such as the lakes within Grovelands and Trent Parks are classed as reservoirs. In recent years, the statutory inspections have required works costing £10k - £20k per year although specific one-off projects such as raising the level of the spillway at Grovelands reservoir have cost considerably more. It is therefore recommended that an annual capital budget of £20k is provided, which previously has not been funded.

- 3.4.7. It is therefore recommended that an additional capital allocation of £250k is made available in 2020/21 to fund the above projects. It is also recommended that this level of additional funding be provided on an annual basis over a 10 year period to attract further external monies in order to implement flood risk management projects in accordance with Enfield's Local Flood Risk Management Strategy.

### 3.5 Bridge Renewal Projects

- 3.5.1 As a highway Authority the Council is responsible for over 340 bridges and other structures such as retaining walls and culverts. In addition, there are over 40 small footbridges in parks.

3.5.2 Enfield has an aging bridge stock and many of these bridges are reaching the end of their serviceable life. Officers manage and inspect Enfield's bridges using asset management practices in accordance with national Codes of Practice. Enfield's bridges are maintained in a serviceable condition through a range of activities such as regular inspections and responsive maintenance which is prioritised on a risk-based approach.

- 3.5.3 On 13<sup>th</sup> February 2019, Cabinet approved a business case for an allocation of £350k in 2020/21 as part of the overall £6.45m for highways and street scene to support of the Council's duty under the Highways Act to maintain bridges. In previous years this has typically funded lower cost maintenance schemes and smaller footbridge replacement schemes in order to maximise the benefit of limited funding, but it does not allow for any larger bridge repair or replacement projects to be taken forward.

- 3.5.4. The £350k has typically been broken down to £250k for maintaining highway structures and £100k for parks bridges. The total asset value of public road bridges has been estimated at £258m, which doesn't include parks bridges. Expenditure of £250k on bridge maintenance per year therefore only represents an annual investment of 0.1% of asset value.
- 3.5.5. Enfield uses a bridge management database which has been developed by Engineers from the London boroughs with input from specialist consultants. Enfield's Engineers inspect individual elements within a bridge and allocate a score based on its structural importance and condition. These are then aggregated to give an overall condition index for each bridge. Enfield's Engineers have identified 29 bridges and highway structures that are either:
- reaching the end of their serviceable life and require significant maintenance or replacement/decommissioning.
  - have critical elements which require significant maintenance due to their condition
- 3.5.6 It is currently not possible to calculate a value of the cost of the scheme work required because, for each structure, a feasibility and costed options study is required to determine the most appropriate course of action. This report therefore recommends an additional £200k in 2020/21 to enable officers to undertake targeted feasibility studies on the highest priority structures, which will then enable a recommended proposal to be developed on an individual bridge by bridge basis and for these to be submitted for approval of the funding. The Council's 10-year Capital Programme makes provision for £3.2m of expenditure on bridge schemes but it is not possible to clarify which years the funding will be required until detailed proposals have been developed. Future reports will be submitted to clarify this.
- 3.5.7 The priority for undertaking feasibility studies for each bridge may change within the overall programme as they continue to be managed through the normal process of inspections and monitoring.
- 3.5.8 During the 1990's Enfield benefited from the DfT-funded bridge assessment programme. This enabled Enfield to replace some of its older bridges which did not meet the strength requirements to carry 40 Tonne lorries, for which they were never designed. TfL still funds a bridge strengthening and replacement programme but there is insufficient funding to cover all boroughs' requests (the allocation was £4m in 2019/20 for 32 boroughs but funding was prioritised to London's strategic bridges). There is a possibility that TfL's allocation may increase in future years and, if Enfield was to have fully prepared proposals, it would then be able to submit funding requests to TfL should the opportunity arise.

## 3.6 Parks Infrastructure

3.6.1 The London Borough of Enfield has 130 parks and open spaces and 92 play areas (excluding housing sites). Responsibility for play areas in parks and infrastructure in parks such as paths, paved areas and fences was transferred to Highway Services in April 2019. These assets are therefore managed using an asset management approach similar to highway assets ensuring that they are maintained in a serviceable condition through a range of activities such as regular inspections and responsive maintenance which is prioritised on a risk-based approach. Officers are part of the way through undertaking a full up-to-date condition survey in order to establish a prioritised schedule for planned maintenance, which will supplement reactive maintenance activities arising from regular safety inspections. Results identified so far have highlighted the need to fund the renewal of some aged pieces of play equipment and the maintenance/renewal of paths/fences in poor condition as described below.

3.6.2 Play Areas – The 92 play areas (excluding those within Housing sites) have a total of 1,234 separate pieces of play equipment (assets). Every asset is inspected on a daily/weekly basis, quarterly and annual basis at a prescribed level of detail. Defective equipment must be repaired or decommissioned/removed/replaced when it is damaged or has come to the end of its life. Results from inspections listed on the asset management software, ‘Playmapping’, show 44 assets will come to the end of their life by 2020. It is estimated that £100k will need to be spent on replacement of life-expired items, and potentially £50k on equipment failures where replacement is required. In addition, the Council incurs costs arising from vandalism of playground equipment.

3.6.3 Park Paths – Enfield has approximately 210km of footpaths within its parks. A recent legal ruling identified that a path in a park, where it is properly constructed and surfaced, should be counted as a ‘highway maintainable at public expense’ in accordance with the Highways Act. Highway asset management processes must therefore be adopted to demonstrate compliance with relevant codes of practice, supported by the appropriate level of funding for planned maintenance activities over future years.

3.6.4 A detailed survey was undertaken several years ago which identified that 55km of paths required urgent maintenance. Approximately half of this work has now been completed from previous capital allocations, but the lack of capital funding last year has meant that there is again a growing backlog of structural maintenance required. For example, during the last three months paths and paved areas in the following parks have been identified as requiring substantial maintenance:

- Oakwood Park
- Grovelands Park
- Broomfield Park
- Trent Park – Limes Avenue

- Trent Park Car Park
- Forty Hall Woodland Path

The Council regularly receives complaints about the condition of these assets and the estimated cost of this work alone is estimated to be approximately £600k.

3.6.5 Parks Fencing – There is approximately 90km of fencing in and around Enfield’s parks with a gross replacement cost of £9.5m. Some lengths of fencing have been replaced on a reactive basis, but a more planned approach needs to be taken as part of a longer term strategy. If this fencing was to be renewed over a 25 year period, it is estimated that an annual budget of £380k would be required, however, consideration will be given to removing dilapidated fencing where it is safe and appropriate to do so.

3.6.6 It is recognised that the sums of capital funding identified for parks assets above are significant and will present a pressure on the Council’s capital strategy and programme. An annual allocation of £200k is therefore identified in the 10-year capital programme.

### **3.7 Alley Gating**

3.7.1 There is strong evidence that alley gating reduces burglary and disorder and increases the perception of safety and satisfaction within the area of residence. Police statistics indicate that a sizeable number of burglaries are associated with access to the rear of properties as these are usually hidden from the public view. Installation of gates improves security to all properties which back onto the alley.

3.7.2 There were 2,664 residential burglaries in the Borough in the 12 months ending October 2019, compared to 2,400 in the previous year. This is an increase of 11%. This is significantly above the London residential burglary rate which recorded an increase of 2% in the same period.

3.7.3 In recent years an allocation has been made available to fund alley gating schemes from within the overall capital allocation for highways and street scene, however it is proposed that a separate annual budget of £80k be specifically allocated to fund alley gating projects and this has been included in the 10-year capital programme.

## **4. ALTERNATIVE OPTIONS CONSIDERED**

It is recognised that the level of funding required exceeds the level of funding available taking into account the many other pressures and priorities for the Council. Alternative levels of funding would allow programmes to be progressed at different rates with corresponding implications on the maintenance backlog. Like all authorities, Enfield therefore deploys a combination of asset management techniques to

deal with this scenario, including reactive and programmed treatments and, in the worst case scenario, closure/decommissioning.

## **5. REASONS FOR RECOMMENDATIONS**

Confirmation of the capital budgets identified within this report will allow the Council to continue with its programme of maintaining the condition of assets in a serviceable condition through a range of asset management techniques, thereby supporting our ability to comply with legal obligations and codes of practice.

## **6. COMMENTS FROM OTHER DEPARTMENTS**

### **6.1 Financial Implications**

6.1.1 Total budget required for the 2020/21 highways, streetscene and parks infrastructure capital programme is £7.2m. This will be wholly funded from borrowing. The assets to be acquired in this programme generally have a minimum lifespan of 25years. The council's current average cost of borrowing is 3.5% and therefore total interest cost on this level of borrowing (£7.2m) over a 25year period will be £3.72m. Total repayments covering both principal and interest costs will be £0.437m per annum.

6.1.2 Annual maintenance costs arising from this programme will be funded from existing highways revenue budgets.

6.1.3 The highways, streetscene and parks capital programme has historically been supported by grants from external bodies such as DEFRA, Environment Agency, GLA and Thames Water. This is expected to continue with the 2020/21 programme.

### **6.2 Legal Implications**

6.2.1 Section 1 of the Localism Act 2011 permits the Council to do anything that individuals generally may do provided it is not prohibited by legislation and subject to public law principles.

6.2.2 The Council has a duty under Section 41 of the Highways Act 1980, to maintain the highway structures within its boundaries. The Council's duties in respect of highways under the Highways Act 1980 extends to bridges within its area.

6.2.3 In addition recent case law demonstrates that public paths in parks properly constructed and surfaced fall within the remit of a highway maintainable at public expense under the Highways Act 1980 [Barlow v Wigan Council [2019] EWHC 1546 (QB)]

- 6.2.4 The Council has a duty as a Lead Local Flood Authority (LLFA). The Flood and Water Management Act 2010 requires LLFAs to act in a manner that is consistent with the Local Flood Risk Management Strategy. The proposals in this report will help to implement the actions identified in the Local Flood Risk Management Strategy.
- 6.2.5 The report recommendations are in accordance with these powers and duties.

*(Legal imps provided by MOC on 12 November 2019 based on a report circulated on 8 November 2019).*

### **6.3 Property Implications**

None

## **7. KEY RISKS**

An adequate level of funding which supports a properly planned and sustained programme of maintenance works is essential in reducing the Council's risk of related personal injury, damage and accident claims, and in providing a defence if and when claims are submitted.

## **8. IMPACT ON COUNCIL PRIORITIES – CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD**

### **8.1 Good homes in well-connected neighbourhoods**

By improving infrastructure such as bridges and reducing flood risk, this proposal will contribute to the aim of creating good homes in well-connected neighbourhoods

### **8.2 Sustain strong and healthy communities**

Well maintained parks demonstrate a strong commitment to local communities and encourages residents to visit parks thereby benefitting from an improved quality of life.

### **8.3 Build our local economy to create a thriving place**

Reducing flood risk and providing well managed parks helps to create a thriving place for residents to live.

## **9. EQUALITIES IMPACT IMPLICATIONS**

- 9.1 Local authorities have a responsibility to meet the Public Sector Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. It is important to consider the needs of the diverse groups with protected characteristics when designing and delivering services or budgets so people can get fairer opportunities and equal access to services.
- 9.2 The Council's budget is not subject to a single Equality Impact Assessment, as it is far too complex for this approach. Instead, Equalities implications will be considered as part of the Portfolio Report approving individual programmes once this allocation has been approved.

## **10. PERFORMANCE AND DATA IMPLICATIONS**

The delivery of these works will be managed from inception to completion in accordance with the Council's processes for programme and project management. The contractor's delivery will be managed through appropriate contract monitoring and management arrangements.

## **11. HEALTH AND SAFETY IMPLICATIONS**

- 11.1 Enfield has a duty under s41 of the Highways Act to maintain a safe and usable highway for all users. Having a sustained programme of highway maintenance is an essential part of the overall maintenance strategy. Adequately funded maintenance regimes are crucial to ensure acceptable levels of safety for all asset groups, where neglect could lead to significant consequences. The consequences of potholes and paving trips are widely reported whereas the potential safety implications associated with the management of bridges, play equipment and other parks infrastructure can be particularly catastrophic.
- 11.2 A sustained level of funding will therefore support the ongoing management and maintenance of Enfield's highway network and associated assets and, as far as reasonably practical, ensure the safety of Enfield's residents.

## **12. PUBLIC HEALTH IMPLICATIONS**

- 12.1 Parks and open spaces are an essential public health asset. Parks must be maintained to a safe, accessible standard for all users to ensure that health benefits are realised.
- 12.2 Play areas are an essential health benefit for children and a vital learning tool for social and motor skills. This benefit increases in densely populated urban areas with fewer opportunities for outdoor play.

- 12.3 Well maintained paths are of particular benefit to people of all ages and abilities.
- 12.4 Where appropriate parks fencing should be maintained to provide a physical barrier to hazards and create dog free zones which can make areas more attractive, particularly to those with small children.