
REPORT FOR: CABINET

Date of Meeting:	18 June 2020
Subject:	Headstone Manor Park Flood Alleviation Scheme
Key Decision:	Yes
Responsible Officer:	Paul Walker, Corporate Director - Community
Portfolio Holder:	Councillor Varsha Parmar - Portfolio Holder for Environment
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	Headstone North
Enclosures:	Appendix A – Business case Appendix B – Plan of proposal Appendix C – Risk Register

Section 1 – Summary and Recommendations

This report seeks Cabinet approval to directly award a contract to Ground Control Limited for the Delivery Phase of a flood alleviation scheme in Headstone Manor Park to protect homes in Headstone and North Harrow areas.

Recommendations:

Cabinet is requested to:

1. Make the direct award of the construction phase of this flood alleviation scheme to Ground Control Limited. This contractor is

already on site completing a phase of the works.

2. Increase the Capital Programme allocation for the Headstone Manor project by £250,000 to reflect the additional external funding secured from the Environment Agency.

Reason: (For recommendations)

Due to the current Covid19 pandemic it is not feasible to run a competitive procurement exercise, however, the non-delivery of the flood alleviation work presents a risk to the Council and the environment.

Consequently the recommendation of this report is to make a direct award of the contract to Ground Control who are already onsite delivering the HLF project and is supported by the Procurement Team. The value of the procurement is under the threshold set by the Public Contract Regulations 2015 for works and therefore is not subject to their full scope.

This project in partnership with the Environment Agency (EA) will deliver on the target of 300,000 homes better protected set by the Government in 2015 during the current 6 year funding cycle.

The Council will fulfil its statutory responsibilities set out in the Flood and Water Management Act (FWMA) 2010 and the policies in our Local Flood Risk Management Strategy (LFRMS).

Section 2 – Report

Introductory paragraph

Following the summer of 2007 severe floods and the subsequent review by Sir Michael Pitt, the Government was given royal assent for the Flood and Water Management Act in 2010, giving responsibility for the management of surface water flood risks to Local Authorities as Lead Local Flood Authorities (LLFAs).

Due to further severe flooding in 2014 and 2015 the Government provided the Environment Agency with £2.6bn, and a target of better protecting 300,000 homes nationally within a 6 year funding cycle.

In 2013 the EA Financial Scheme of Delegation had approved a Strategic Outline Case shortlisting an option for a flood storage area in Headstone Manor Park.

The appraisal stage of this project assessed the potential impact of a flood alleviation scheme in Critical Drainage Area (CDA) 66 set out in the Council Surface Water Management Plan and the Local Flood Risk Management Strategy for Harrow. The main objective was to provide a cost effective, viable option that reduces surface water flood risks to people and properties,

maximises environmental outcomes and is adaptable to the potential effects of climate change.

This project will build on the current National Lottery Heritage Fund and GLA Headstone Manor Park restoration project that includes deculverting and realigning of the Yeading Brook to improve flow conveyance and protect the investment to the historic buildings.

The Council will benefit from a £0.968m investment from the EA and the flood alleviation scheme will protect homes in the Headstone and North Harrow area where there are significant flooding problems along the Yeading Brook corridor and connecting surface water network.

Options considered

The construction work for the National Lottery Heritage Fund project is currently on site and being undertaken by Ground Control Ltd following an award of contract from a competitive tendering process.

The current health crisis has compromised the ability of the Council to fairly and effectively undertake a further tendering process on the related Flood Alleviation Scheme and advice from procurement has been that a direct award to the existing contractor that is already doing similar work would be the best way forward because it would save time and there is high confidence in the ability of the contractor to deliver by the deadline for the funding on 31st March 2021 and undertake work to the required standards.

The benefits of awarding the FAS project to the incumbent contractor delivering the HLF project will be to save on preliminaries, ensure the overall prices are competitive through checking against the existing tendered rates, to shorten the mobilisation period for work and reduce inconvenience to park users.

The same team will deliver the FAS and there will be continuity in project management and community engagement on the projects. In terms of relations the park user group and contractor staff and operatives are already familiar with each other and have established effective working relations.

The predominant watercourse within CDA 66 is the Yeading Brook in Headstone Manor Park which is undergoing significant site-wide regeneration, which includes works to provide flood risk benefits by restricting the flow of the Brook leaving the site and reducing the flooding downstream.

The EA then allocated Flood Defence Grant in Aid (FDGiA) to the scheme which was added to the 6 year funding plan and passed to Harrow LLFA to develop a detailed methodology and submit an Outline Business.

The project has now received technical and financial approval from the EA National Team to be delivered by 31st March 2021 with funding split from Thames Regional Flood and Coastal Committee (TRFCC) and EA Flood Defence Grant in Aid (FDGiA)

The hydraulic modelling of CDA 66 identified parts of Headstone and North Harrow at high risk of surface water flooding. Restricting flood flow from the Park will reduce the occurrence of flooding within the CDA. As part of an economic appraisal, seven different options were considered that included 'Do Nothing', 'Do Minimum' (catchment-wide ongoing maintenance only to existing assets) and single smaller localised 'Do Something' interventions in discrete areas and combinations of all.

Each option was built into the hydraulic model and tested for a range of high and low return period storm events and damage assessments for the options and the baseline case ('Do Minimum'). These have been calculated following the procedure outlined by the HM Treasury.

The option for the larger flood storage area in the park was recommended as the preferred way forward because it achieves the highest benefit / cost ratio of the 7 option combinations. It also requires the least amount of additional funding contributions to be generated in the HM Treasury partnership funding calculator scores when comparing the predicted baseline surface water flood risk extents. The preferred option, which then went through assessment of five layout scenarios to further ensure the best benefit / cost ratio, has been approved on a technical and financial basis by the EA.

Details of the business case can be seen in appendix A.

Current situation

The main issue is that the borough is mostly urbanised and the runoff volumes generated by impermeable areas have to be contained in either watercourses or the sewer network. There are 80kms of rivers in Harrow of which 50% are in culvert and the other 50% open channel, 70 small to medium flood defences and 15 flood storage areas.

These assets are maintained on a high to low priority and many located where open channel becomes culverted. This change is generally to accommodate new development, however results in a reduction in storage capacity, an increase in impermeable areas, and an increase in the vulnerability of low topographical areas and former floodplains. These systems have limited potential to accommodate additional flows and future flood risks are predicted to increase due to climate change trends.

The Infrastructure Team has collaborated with the Planning Policy Team and have included robust flood management policies in our Development Management Policies to prevent new development increasing flooding elsewhere through stringent requirements to reduce post-development runoff rates and, where possible, volumes. However, projects such as these are still needed to mitigate legacy flood risk from the effects of Culverting Rivers, building in floodplains and climate change.

The EA's Headstone Flood Alleviation Scheme (FAS) study identified that a storage area in Headstone Manor Recreation Ground was a potential option to alleviate flooding in the catchment. The study produced a Strategic Outline Case and used results from a 2015 Initial Assessment exercise and the 2008

River Crane fluvial flood model. The mapping suggested that 225 properties were at risk of fluvial flooding and 61 were at “very significant” risk within the study area.

The current National Lottery Heritage Fund project includes the creation of a reed bed and sedimentation pond and de-culverting of a 100 metre section of the Yeading Brook to provide attenuation of the runoff volumes for lower return period storm events draining from the north of the catchment.

Why a change is needed

The hydraulic modelling of CDA 66 identified Headstone and North Harrow to be at severe risk of flooding. This is due to it being located in a low topographical point downstream of the Yeading Brook culvert which is close to the surface and therefore more prone to flooding above ground level.

The objectives of the FAS are to provide a cost effective, viable option that reduces risks to people and properties, in the Headstone and North Harrow area and maximises environmental outcomes and is adaptable to climate change. The identified preferred option is the construction of a flood storage area within the south west area of the park.

The proposed scheme comprises the construction of a storage basin with a flood storage volume of approximately 20,000 m³, to reduce flow leaving site and reduce the capacity pressure on the existing sewer and river network downstream. Works upstream already in progress as part of the National Lottery Heritage Fund (NLHF) and Greater London Authority (GLA) Green Capital Grant project comprise a sedimentation pond and reed bed, to attenuate some of the flood flows in a 1 in 40-year storm event and provide environmental enhancement. All of these works will further extend the educational opportunities being provided as part of the NLHF project, demonstrating the importance of the sustainable use and management of water to schools across the borough, local residents and park visitors alike.

In addition to this the Headstone FAS works will be designed to reuse excavated material to improve the football pitches and provide natural aesthetic earth landforms and raised footpaths. This will provide a more interesting aspect to the Park and will be complimentary to the current NLHF / GLA funded Parks for People and Green Capital project.

This approach is one of sustainable flood risk management, reducing the need for maintenance and re-establishing the river corridor allowing the river to flood naturally. This involves de-culverting watercourses where possible, safeguarding areas of open space to use as flood storage areas and reducing fly-tipping to reduce the likelihood of blockages.

The plan of the Headstone Manor flood alleviation scheme proposals can be seen in appendix B.

Implications of the Recommendation

Delivering the project will increase the standard of protection to local properties previously at risk of flooding and reduce the risk of flooding within the study area and the associated flood damage. The level of flood risk prevention is valued at £861k.

Staffing/workforce

The scheme will be project-managed using existing staff resources within the Infrastructure Team and also utilising the resources of the Council's engaged consultants and contractors.

Performance Issues

Following the EU Floods Directive 2009, the UK incorporated into law on 10 December 2009 the Flood Risk Regulations (FRR). This contained 4 key points for the Council to prepare a Preliminary Flood Risk Assessment (PFRA), flood hazard and risk maps, a Local Flood Risk Management Plan (LFRMP) and duties to cooperate with other risk management authorities.

On 8 April 2010 the FWMA became law making all Councils a LLFA. The key points required the EA to create a national flood and coastal erosion risk management strategy, and the LLFA's to create a LFRMS.

The Act implements some of the 94 recommendations of the Pitt review (2008), which was commissioned following floods in the summer of 2007 and sets out a broad management strategy from the local to national level, for the management of floods and the risks of coastal erosion enabling the EA and Local Authorities to carry out flood risk management works.

In 2015/16 the Government made £2.6b available through Flood Defence Grant in Aid (FDGiA) and Harrow was the first West London borough to deliver a FDGiA funded flood defence and river restoration project at Newton Park in 2018 to raised local flood protection.

The Headstone Manor Flood Alleviation Scheme will also raise local flood protection and failure to deliver this scheme that has technical and financial approval from the EA National Team and TRFCC will prevent the Council fulfilling its Statutory obligations to deliver on strategies and policies that have previously been approved by Cabinet and are also fundamental to our Local Plan and Development Management Policies.

Environmental Implications

The proposed scheme will improve water quality by increasing dissolved oxygen through improved BOD level and reduce silt within the moat and river networks. The project will also achieve significant improvement to biodiversity, habitat, amenity, air quality, sports facilities, health and well-being.

- As part of the Headstone FAS appraisal work, the following environmental benefits have been calculated using the 'Benefits of SuDS Tool'. These are in addition to other quantified such as amenity, education, health and recreation benefits.
- Air Quality = £13.9k
- Biodiversity (habitat creation) = £119.6k
- Water Quality = £680.7k

Ward Councillors' comments

The ward councillors have been fully engaged regarding the project and fully support the implementation of the scheme.

Risk Management Implications

There are risks to delivery of the scheme associated with public acceptance of the scheme, ensuring a safe and serviceable design and a safe method of construction that mitigates hazards to the public. These risks are addressed through the established risk management procedures. *A separate risk register can be seen in Appendix C.*

The project will seek to reuse site won clean natural occurring material including excavation arisings and timber to create earth landforms and log walls which may provide financial savings as opposed to sending these materials to landfill. The contract for this work will be a JCT Intermediate with Contractor Design Portion (CDP) which enables us to modify these aspects of the design to reduce costs.

Procurement Implications

Due to the current Covid19 pandemic it is not feasible to run a competitive procurement exercise, however, the non-delivery of the flood alleviation work presents a risk to the Council and the environment.

Consequently the recommendation of this report is to make a direct award of contract to Ground Control and is supported by the Procurement Team. The value of the procurement is under the threshold set by the Public Contract Regulations 2015 for works and therefore is not subject to their full scope.

Legal Implications

The estimated total value of the contract is below the relevant EU threshold of £4,551,413, for works contracts and therefore the full scope of the Public Contracts Regulations 2015 (PCR) do not apply to this contract. Rule 7.2 of the Council's Contract Procedure Rules (CPR) requires that all tender opportunities for Works, Supplies and Services over £25,000 must be advertised openly.

However, it is possible to waive this requirement under Rule 13 of the CPR in exceptional circumstances where good and sufficient reasons have been

demonstrated. The Council must satisfy itself that requirements under its CPR meet the general treaty principles of equal treatment, transparency, and proportionality and other statutory duties and that the duty to achieve best value have been met.

Financial Implications

The Project has received both technical and financial approval from the Environment Agency for Flood and Coastal Risk Management Grant in Aid funding and further partnership contributions of Local Levy from the Thames Regional Flood and Coastal Committee totalling £967,755, consisting of the following.

- Original funding approval of £717,755 in October 2019
- Additional levy of £250,000 approved in April 2020

The latest estimated costs of the project are £1.468m, which is to be met from funding secured from Environment Agency (£0.968m) and BCIL (£0.5m). This project is included in the 2020/21 Capital Programme approved by Cabinet and Council in February 2020.

At the time of the annual budget report, the additional funding of £250,000 was yet to be confirmed; therefore the value included in the Capital Programme excluded this sum. As this additional external funding has now been approved by Environment Agency, it is proposed that the Capital Programme is increased to reflect this.

Equalities implications / Public Sector Equality Duty

The Council has had due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it as required under section 149 of the Equality Act 2010. The proposals described above do not adversely impact upon persons within any of the protected categories.

Council Priorities

1. Improving the Environment and Addressing Climate Change

By raising flood protection and building flood defence infrastructure the Council will be better protecting homes that will reduce associated flood damages, maximise environmental outcomes and mitigate the effects of climate change. Both projects will transform this to a destination park that will obtain a Green Flag standard and will be cleaner newer park generating more outdoor interest for both physical and mental well-being. We plan to where possible reuse all site won materials to mitigate our carbon and waste footprint in line with our Local Plan Policies and LFRMS Action Plan.

2. Tackling Poverty and Inequality

There are strong inclusive community sports and environmental voluntary groups in this park that help to maintain and make the park safe for families. These improvements will be important links to provide a platform for education and participation to the outdoor environment, and sports for those who might otherwise not have access.

3. Building Homes and Infrastructure

The FAS will not just improve flood risk to homes but also along the Yeading Brook corridor which includes an important east-west and west-east transport routes and an important Met Line station at North Harrow so that infrastructure and business continuity can be maintained. It will also ensure that roads are clear from flooding so Harrow residents can go about their normal business and more importantly our blue light emergency services are not hindered in any way.

4. Addressing Health and Social Care Inequality

In addition to raising flood protection levels all of our parks and open space projects aspire to improve physical and mental health and well-being by providing better footway and cycle ways, bridges to connect with Harrow View West and Wealdstone town centre providing better access to the outdoor environment including activity plans enabling active learning participation to all.

5. Thriving Economy

The Council approach to flood defence projects embraces the cooperation sought within the FRR and has enabled us to secure 60% of the funding from external partners. This project has been developed using the latest computational hydraulic modelling to determine the optimal design.

Section 3 - Statutory Officer Clearance

Name: Jessie Man



on behalf of the *
Chief Financial Officer

Date: 28/05/20

Name: Sarah Inverary



on behalf of the *
Monitoring Officer

Date: 28/05/20

Name: Nimesh Mehta



Head of Procurement

Date: 28/05/20

Name: Paul Walker



Corporate Director

Date: 01/06/20

MANDATORY

Ward Councillors notified:

YES

EqIA carried out:

YES

EqIA cleared by:

Dave Corby,
Community – Equality
Task Group (DETG)
Chair

Section 4 - Contact Details and Background Papers

Contact:

Michael Bradshaw

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Background Papers:

1. Scheme General Arrangement Drawing Headstone Manor FAS
2. F1920_0195 Headstone Manor OBC Approved

**Call-In Waived by the
Chair of Overview and
Scrutiny Committee**

NO