

## LONDON BOROUGH OF HAMMERSMITH & FULHAM

**Report to:** Cabinet

**Date:** 07/03/2022

**Subject:** Hammersmith Bridge – Essential Work Leading to Strengthening and Restoration Project

**Report of:** Councillor Wesley Harcourt, Cabinet Member for the Environment

**Report Author:** Bram Kainth, Chief Officer for Public Realm

**Responsible Director:** Sharon Lea, Strategic Director of Environment

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### SUMMARY

Hammersmith Bridge (the Bridge) was re-opened to pedestrians, cyclists and river traffic on 17 July 2021 following a significant period of closure. This decision was taken (with the advice of the Case for Continued Safe Operation (CCSO)) after the completion of extensive investigations by London Borough of Hammersmith & Fulham (LBHF) engineers that included the introduction of a pioneering temperature control scheme.

In order to maintain expeditious progress, the Council commissioned independent external advice on the design solutions for the stabilisation of Hammersmith Bridge and the preferred option was approved by the Leader of the Council on 16 August 2021. Cabinet on 6 December 2021 approved the stabilisation project, which should be completed in 2022.

Progress must be maintained for the full re-opening of the Bridge to all motorised traffic - in line with the Strategic Transport aspirations of the Department for Transport, Transport for London and the Council. In this regard, there are essential works on the concept design and technical ground investigations that need to be completed during the year whilst the stabilisation works are progressing. This will ensure that the future project to strengthen the Bridge can be undertaken with greater expediency, effectiveness and minimisation of technical risks.

This report sets out the details of this work and proposals for the commencement of the work through preferred external technical experts and suppliers. This expenditure will be incorporated as part of the overall expenditure for the full restoration of the Bridge.

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### RECOMMENDATIONS

1. To approve a new capital budget of up to £3.5m in 2022/23 to progress concept design and associated works leading to the strengthening and restoration works to be initially funded by Council borrowing (increase to the Capital Financing Requirement).

2. To approve the procurement approach set out in paragraph 4 given the specialist nature of the works.
3. To approve the appointment of the preferred technical experts to complete the work for the amounts set out in paragraph 4, subject to a client held contingency being used where required.

**Wards Affected:** All

<b>Our Values</b>	<b>Summary of how this report aligns to the H&amp;F Values</b>
Building shared prosperity	The commencement of this preparatory work will continue to promote the confidence of residents and businesses that are based in the Borough and will support continued future economic growth
Doing things with local residents, not to them	The projects to stabilise and strengthen the Bridge are being undertaken with extensive public engagement through public meetings and media
Being ruthlessly financially efficient	The completion of this preparatory work will minimise future financial risks by providing greater certainty of the technical matters to restore the Bridge. In line with government announcements, this is expected to be two thirds funded by DfT and TfL
Taking pride in H&F	The work will eventually lead to the full restoration of a historic asset that is much valued and appreciated by residents
Rising to the challenge of the climate and ecological emergency	The current diversion of traffic (with greater consequential carbon emissions will be reduced) as will long term levels of traffic through a potential future road charge for users of the Bridge

## **Financial Impact**

In line with government announcements, central government and TfL are expected to fund two-thirds of the total stabilisation and strengthening project costs and this is expected to be formalised in a proposed Memorandum of Understanding (MoU).

In advance of the confirmation of this funding, the Council is planning to fund this capital expenditure of £3.5m through borrowing (by an increase in the Council's Capital Financing Requirement). The annual revenue costs of this spend is estimated at £140,000 based on expected Public Works Loan Board (PWLB) rates and includes a Minimum Revenue Provision of 2%. This would reduce by two thirds once expected grant funding is confirmed.

There is a risk that should the strengthening works not progress following the proposed concept design and technical ground investigations, then any expenditure will need to be written off to revenue. Should strengthening progress but a different design solution is selected then the expenditure on the concept design and other costs associated with the preferred option of £1.6m will need to be written off to revenue.

The Council is developing the Outline Business Case for submission to the DfT and TfL for the full stabilisation, strengthening and restoration of the Bridge. This seeks to justify the expenditure of public funds and the development of a toll or road charging scheme to finance the Council's contribution to the project. In the event such a scheme is implemented, the Council's additional revenue costs set out above may be funded by a future toll or road charging arrangement. In the absence of a toll or charge, these costs will need to be met through general fund and incorporated into the Council's Medium-Term Financial Planning process.

Sukvinder Kalsi, Finance Officer, dated 24 January 2022

Verified by: Emily Hill, Director of Finance, dated 31 January 2022

## **Legal Implications**

The proposed appointments of FM Conway (to be subcontracted to Fosters/COWI), FM Conway and WSP (to be subcontracted to Peter Davidson) are for values above the current thresholds of £213,477 for public services contracts for the purposes of the Public Contracts Regulations 2015 (PCR). The Council is therefore subject to the advertisement and competition requirements set out in the PCR.

The Council has five call-off contracts with FM Conway. These were called-off under framework agreements set up by the Royal Borough of Kensington & Chelsea in which LBHF was named as a participating body. The contract for Highway Bridge and Structural Maintenance Works includes provision for consultancy work. There are significant advantages in appointing Fosters/COWI to undertake this work because of their previous involvement. It is proposed therefore to commission this work from FM Conway under the current call-off arrangements on the understanding that the work will be sub-contracted to Fosters/COWI.

The work in connection with crowd loading assessments which is proposed to be awarded to Mott Macdonald, is below the threshold for a public services contract. The Council is not therefore obliged to follow the advertising and competition requirements set out in the PCR in relation to this award.

The proposed award to FM Conway in relation to geotechnical investigations is proposed to be awarded under the existing call-off arrangements referred to above.

The localised traffic modelling work to be undertaken by Peter Davidson is proposed to be awarded to WSP under the Transport for London framework for traffic and transport modelling on the basis that it will be subcontracted to Peter Davidson. Since this framework has been let in accordance with the provisions of the PCR and LBHF is entitled to call-off under it this proposed method of procurement is in compliance with the PCR.

The proposed awards to Fosters/COWI, FM Conway and Peter Davidson are all high value contracts for the purposes of the Council's Contract Standing Orders. The proposed award of works to FM Conway are under an existing call-off contract under a framework agreement. The proposed award to Peter Davidson is under a third-party framework which is a permitted means of procuring contracts of this value under CSO 19.

Verified by: John Sharland, Senior Solicitor (Contracts and Procurement)

Dated: 31 January 2022

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## Background Papers Used in Preparing This Report - None

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### DETAILED ANALYSIS

1. A range of technical projects need to be completed in preparation for the strengthening work. These are detailed in the table below:

Project	£ '000
Concept Design <ul style="list-style-type: none"><li>• fully evaluate the engineering/technical/logistical aspects of the preferred project design</li><li>• to develop and test any prototype models</li><li>• to assess the longevity and life cycle maintenance costs</li><li>• develop and secure all necessary planning consents</li></ul>	1,500
Crowd Loading Assessments <ul style="list-style-type: none"><li>• to evaluate the technical load limits of the preferred project</li></ul>	100

Project	£ '000
Geo Technical Investigations <ul style="list-style-type: none"> <li>ground investigations of the riverbed</li> <li>investigation of the existing pier and pedestal foundations</li> </ul>	700
Localised Traffic Modelling (part of strengthening and restoration works) <ul style="list-style-type: none"> <li>to assess the potential local usage of the Bridge (with a potential road charge)</li> <li>to determine the wider regional traffic flow impacts</li> </ul>	300
Procurement Plans (as necessary) <ul style="list-style-type: none"> <li>to develop and agree the procurement options and strategy for the full strengthening and restoration works</li> <li>undertake any necessary market engagement to evaluate the options to progress the works</li> </ul>	500
Provisional Contingency (for unforeseen additional works and investigations that may be necessary)	400
<b>Total</b>	<b>3,500</b>

- The details of the work that will be undertaken (including the number of engineering days, materials and other costs) will be evaluated extensively by Council officers to ensure that these are consistent with other projects and work undertaken previously by the preferred contractors.
- The Council is already working with the proposed technical experts on a range of work relating to Hammersmith Bridge and the additional proposed works are either an extension of existing work or are complementary tasks. These technical experts were previously selected based on the following key requirements:
  - nationally recognised experts with substantial experience of providing strategic advice for complex transport projects (including technical engineering expertise)
  - significant recent experience in the delivery of similar highways and transport related projects within the country and internationally
  - provision of competitive rates for services that would ensure value for money (and based on previous comparable work undertaken for the Council)
  - to secure the services in an expeditious manner given the links of this work to the existing stabilisation project that is in progress (and due to be completed in 2022)

- to reduce any additional costs (both financial and from time delays) that could be incurred so that the continuing impact on residents, businesses and visitors to the Borough is minimised
4. The officers of the Council considered a range of options to secure these services including the use of national government procurement frameworks and a specific competitive procurement process. After consideration (with due regard to the factors set out in paragraph 3 above), it is proposed that the contracts with the following consultants/contractors.
- Concept Design – FM Conway subcontracted to Fosters/COWI (March 2022 to October 2022)
  - Crowd Loading – Mott McDonald (March 2002 to June 2022)
  - Geo-Technical Investigations – FM Conway (March 2022 to December 2022)
  - Localised Traffic Modelling – WSP subcontracted to P Davidson (March 2022 to December 2022)

### **Reasons for Decision**

5. The decisions are based on the following considerations:
- the proposed work will ensure that the development of the strengthening project is based on a strong evaluation of the technical and infrastructure issues
  - it will minimise the technical and financial risks for the procurement of future contractors (in due course) for the completion of the strengthening works
  - it will reduce the time interval between the completion of the stabilisation works and commencement of the strengthening works (as this work will be completed whilst the stabilisation project is being completed)
  - it will benefit from the insight and complement the work that is underway on the stabilisation (especially the geo-technical investigations)

### **Equality Implications**

6. The Bridge has only been initially opened to pedestrians and cyclists and the stabilisation works have now commenced. The completion of this essential work will support the completion of the full restoration works in due course so that the Bridge can be utilised by all residents/businesses/visitors of the Borough as well as wider usage from across London and nationally. Additional details on the positive/negative and neutral impacts will be set out in future reports on the full restoration of the Bridge for motorised traffic.

### **Risk Management Implications**

7. The completion of this work will improve the long-term prospects for the safe and expeditious completion of the strengthening work. It will assist in de-risking aspects of the construction and delivery of the project. As the work is progressed, a Risk Register will be maintained, and risks evaluated including any necessary mitigation/recovery plans that may be required. Appropriate project oversight and governance will need to be exercised to ensure that risks

and mitigations are reviewed on a regular basis, along with the delivery of the works.

8. Consultation on insurance requirements for this essential work are in progress and financial provision will need to be made by the Council when this is established.

Verified by: David Hughes, Director of Audit, Fraud, Risk & Insurance

Dated: 12 January 2022

### **Climate and Ecological Emergency Implications**

9. It is likely that the full re-opening the Bridge (including to motorised traffic) will potentially reduce the overall impact on the environment as it should reduce the mileage and emissions from previous users that are having to use longer and alternative diversion routes to cross the Thames River.

Verified by: Hinesh Mehta, Strategic Lead – Climate Emergency

Dated: 31 January 2022

### **Local Economy and Social Value**

10. The stabilisation and strengthening of the Bridge will have major strategic and economic benefits for residents and businesses. These details will be set out more clearly in the Outline Business Case that is being compiled for the DfT.

### **Consultation**

11. The proposals relating to the Bridge continue to be subject of Planning Consultations and Consents. There is ongoing consultation on the proposals with DfT, TfL and engagement with local residents.

### **LIST OF APPENDICES**

None