

## LONDON BOROUGH OF HAMMERSMITH & FULHAM

**Report to:** Cabinet

**Date:** 10/10/2022

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

**Report of:** Cabinet Member for Public Realm – Councillor Sharon Holder

**Report Author:** Ian Hawthorn – Assistant Director – Environment Special Projects and Highways

**Responsible Director:** Bram Kainth – Strategic Director of Environment

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### SUMMARY

Hammersmith Bridge (the Bridge) is one of the world's oldest suspension bridges which is why it is also one of Britain's most expensive to repair. It is a Grade II\* listed structure made out of wood and wrought iron with the suspension held in place by cast iron pedestals. It is part of Britain's engineering heritage and a national landmark. The Bridge was closed to motor vehicles on 10 April 2019 and to pedestrians, cyclists and river traffic on 13 August 2020 following the discovery of dangerous micro-fractures in the cast iron pedestals that hold the suspension system in place. It was re-opened to pedestrians, cyclists and river traffic on 17 July 2021 following the introduction of a pioneering temperature control system and extensive investigations by world-leading engineers working for The London Borough of Hammersmith & Fulham (LBHF). The council is now working towards the full strengthening and restoration of the Bridge.

On 6 December 2021 Cabinet agreed to deliver the Phase 1 stabilisation business case at speed, in good faith and at risk to the sum of £8.9m in anticipation of subsequent funding being reimbursed by DfT and TfL. That funding has now been received. The stabilisation work, which is due to be completed by the end of 2022, will ensure the Bridge remains open for pedestrians, cyclists and river traffic. On 7 March, Cabinet authorised a further £3.5m spend, as required by DfT officials under the HM Treasury Green Book five case model, for project development, traffic modelling, and design work on the Fosters + Partners/ COWI proposal for a temporary truss solution. This funding was again agreed in good faith and at risk to expedite the process.

Further work towards the Phase 2 full strengthening and restoration of the Bridge and its re-opening to motor vehicles is now required in line with the Strategic Transport aspirations of the DfT, TfL and the Council. These essential works required to move to the next stage are: the removal of the two gas mains off the Bridge and diversion on an alternative route, the planning application for the innovative truss option, and further development of the contract and procurement of the full restoration so it is ready to progress once the stabilisation work is completed. 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. Once again it is proposed to fund these works in good faith and at risk in order to expedite the process in anticipation of DfT and TfL subsequently contributing their one-third shares.

## RECOMMENDATIONS

1. To approve a new capital budget of up to £5m in 2022/23, to be funded from borrowing (increase to the Capital Financing Requirement), pending confirmation of two thirds funding contributions from the Department for Transport (DfT) and Transport for London (TfL).
2. To approve this budget to fund:
  - I. a diversion of a Cadent gas mains off and away from the bridge.
  - II. the progression and obtainment of a planning application for a potential temporary truss.
  - III. the further progression of contract/procurement development for options for the full refurbishment of Hammersmith Bridge.

**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	All works projects are being undertaken with extensive public engagement 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.
Taking pride in H&F	The work will eventually lead to the full restoration of a national engineering landmark 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.
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## Financial Impact

In line with government announcements, central government (DfT) and TfL are expected to fund two-thirds of the total stabilisation and strengthening project costs, with the LBHF portion of costs being ultimately funded from bridge users through charges. In advance of the confirmation of this funding, the Council will fund this capital expenditure of £5m through borrowing (by an increase in the Council's Capital Financing Requirement). The annual revenue cost of this spend is estimated at £200,000 based on expected Public Works Loan Board (PWLB) rates and includes a Minimum Revenue Provision of 2%. This would reduce by two thirds upon the receipt of the contributions from DfT and TfL.

Should the strengthening works not progress following these proposed works, this expenditure will need to be charged to revenue, with the Council's share (£1.7m) being funded from the Corporate Demands and Pressures Reserve.

The Council is completing the Full 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.

Kellie Gooch, Head of Finance (Environment), dated 10 August 2022  
Verified by Sukvinder Kalsi, Director of Finance, dated 10 August 2022

## Legal Implications

The works for which this capital budget is being sought are essential for the project for the strengthening and restoration of the bridge.

The diversion of the gas main is work which can only be undertaken by Cadent who maintain and operate the gas network. Given that the diversion is essential for the project to proceed there is no alternative to these works being carried out.

The work to progress to planning permission is also necessary at this stage. The consultants advising the Council have substantial knowledge of the project and are already working on it.

The market engagement work is important in informing the Council about the appetite within the market for the project and how to shape the procurement to achieve best value for money and maximise its efficiency and effectiveness. It will feed into the procurement strategy for the strengthening and restoration works. It is recommended that this type of pre-market engagement takes place before all procurements of major projects.

John Sharland, Senior Solicitor (Contracts and Procurement), dated 8 August 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:

Gas Mains	£ 2.6M
<p>Cadent Gas - The removal of the current gas main on the bridge and installing alternative mains route to maintain supplies</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> 2.6km of open cut new main</li> <li><input type="checkbox"/> 78m x 63mm/250mm LP</li> <li><input type="checkbox"/> 2.6km x 250mm MP</li> <li><input type="checkbox"/> Works associated with connections to two governors</li> <li><input type="checkbox"/> Steel Bridge crossing @ Beverley Brook</li> <li><input type="checkbox"/> Abandonment of c. 300m MP and c. 300m LP on Hammersmith Bridge</li> </ul>	
Planning and Procurement	£ 2.4M
Work required to develop the planning application for the temporary truss including working with key stakeholders Richmond Council, PLA, EA, MMO and Historic England. (Estimated)	£1M
<p>Procurement Plans (as necessary)</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> to develop and agree the procurement options and strategy for the full strengthening and restoration works</li> <li><input type="checkbox"/> undertake any necessary market engagement to evaluate the options to progress the works</li> <li><input type="checkbox"/> there will be a need to undertake further investigations and surveys to mitigate the Latent Defect risks in advance of any procurement exercise. This should help to ensure that extra risk allowance is not added by the tenderers.</li> </ul>	£1M
Provisional Contingency (for unforeseen additional works and further investigations that may be necessary)	£0.4M
<b>Total Estimated Cost</b>	<b>£5M</b>

2. 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 and Cadent Gas.
3. Only Cadent Gas can undertake works on their assets.
4. 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 2023)
- 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

### **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. The gas main is a key requirement of both current options (Fosters/ Cowi and the existing TfL proposal) for full restoration.
- 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)

### **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 on both sides of the Bridge 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.

David Hughes, Director of Audit, Fraud, Risk & Insurance  
Dated: 16 August 2022

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

9. 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 currently use longer and alternative diversion routes to cross the Thames River.

Hinesh Mehta, Strategic Lead – Climate Emergency  
Dated: 9 August 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 on both sides of the river and the wider region. These details will be set out more clearly in the Full Business Case that is being delivered 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