

**Report for:** Cabinet - 5<sup>th</sup> December 2023

**Title:** Procurement of Contractor for Stanhope Bridge Replacement Works

**Report authorised by:** Barry Francis, Director of Environment and Resident Experience

**Lead Officer:** Alex Rogers, Project Manager, Highways and Parking Service

**Ward(s) affected:** Highgate and Crouch End

**Report for Key/  
Non-Key Decision:** Key Decision

## **1. Describe the issue under consideration.**

- 1.1 The existing bridge structure that carries the Parkland Walk over Stanhope Road, N6, has surpassed its design life with such significant defects that it is uneconomical to repair. Following structural inspection, a period of monitoring and a feasibility exercise, the Council decided in 2019 to progress with the bridge replacement option as a long-term solution.
- 1.2 The scheme is fully funded in the Council's current approved General Fund capital programme Scheme 314 – Parkland Walk Bridges.
- 1.3 This report seeks approval for award of the "Stanhope Road Bridge Replacement Works" contract, following an open tendering exercise, to **Bidder 1** to a total value of **£3,036,620.93** as permitted under CSO 9.07.01(d).
- 1.4 The construction sum to the winning bidder does not include scheme risk and contingency budget. A contingency and risk budget has been set aside and is fully funded, details of which are included within the (exempt) Part B of this report.

## **2. Cabinet Member Introduction**

- 2.1 Parkland Walk is a disused railway line that is currently managed as London's longest local nature reserve. The walk comprises two parts - Parkland Walk South which runs from Finsbury Park to Highgate, and Parkland Walk North, which runs from Highgate to Alexandra Palace Park.
- 2.2 There are ten bridges along Parkland Walk which are the responsibility of the London Borough of Haringey. Following structural inspection and assessment, Stanhope Road Bridge was identified as needing urgent intervention with replacement being the most appropriate option.

- 2.3 The recommendations within this report for the appointment of the preferred bidder to deliver the Stanhope Road Bridge replacement works ensures that this essential scheme is delivered.
- 2.4 This project will go towards improving the overall quality of Haringey's green transport network and encouraging active travel, as well as enhancing resident experience by providing a connection to green spaces.
- 2.5 The proposed replacement structure will also improve accessibility by means of a ramp to provide step-free access from Stanhope Road up to the Parkland Walk.

### **3. Recommendations**

It is recommended that Cabinet:

- 3.1 Approves the award of the contract for 'Stanhope Road Bridge Replacement Works' to Bidder 1 for the sum of **£3,036,620.93** +VAT as permitted under Contracting Standing Order (CSO) 9.07.01(d).
- 3.2 Approves the additional provisional sum making up the scheme risk and contingency, as detailed within the (exempt) Part B of this report.
- 3.3 Authorises the issue of a letter of intent (LOI) for the amount detailed within the (exempt) Part B of this report, as permitted under CSO 9.07.3.

### **4. Reasons for decision**

- 4.1 There are significant defects to the masonry abutment and signs of movement to the substructure of Stanhope Road bridge. The structure was placed under a movement monitoring regime to track the deterioration in these defects and temporary props were installed to provide additional support. Ongoing monitoring since 2020 shows there is a continued decline in the condition of the bridge structure, with critical defects expected to be reached by 2027.
- 4.2 A competitive tendering exercise was undertaken to secure a contractor to deliver the "Stanhope Road Bridge Replacement Works". Through this process, Bidder 1 scored the highest and demonstrated that it should be awarded the contract.
- 4.3 The tender sum submitted by Bidder 1 is less than the pre-tender estimate prepared by an external cost consultant and is therefore deemed to be good value.
- 4.4 By awarding the contract to Bidder 1, the Council is securing the delivery of the "Stanhope Road Bridge Replacement Works". It is intended that the works be conducted between February 2024 and November 2024.
- 4.5 The works delivered by the scheme are essential to replace the existing bridge that has passed its design life and will minimise maintenance costs in the long term. The works will also result in the removal of the existing height restrictions

under the bridge to future-proof the structure and reduce the risk of vehicle strike.

4.6 As part of the scheme delivery, an access ramp compliant with the Equality Act 2010 will be installed to the east embankment to allow step free access from Stanhope Road up to the Parkland Walk.

4.7 The new bridge will also create a better environment for walking along Stanhope Road by removing the existing footway restrictions caused by the structural propping located on the eastern footway under the bridge (see below images). This is important as Stanhope Road is a busy route for pedestrians that is frequently used by school children attending the nearby schools.



*Figure 1: View looking north along Stanhope Road showing temporary structural props on east footway.*



*Figure 2: View looking south along Stanhope Road showing temporary structural props on east footway.*

## **5. Alternative options considered.**

### **Option 1 – Do nothing. Do not appoint a contractor to undertake this work.**

- 5.1 Pursuing this option will fail to address the critical defects identified during the bridge inspection and assessment process. Ongoing monitoring since 2020 shows that the bridge is in a deteriorating state and cannot be left in its current condition. Without intervention, the bridge will become unsafe and require closure of the Parkland Walk and Stanhope Road to all traffic. It is essential to public safety that the defects are addressed.
- 5.2 There are risks associated with not undertaking the repairs - a delay to address the issues will result in increased costs by addressing further deterioration through emergency works.
- 5.3 This option is not recommended.

**Option 2 – Do not proceed with the bridge replacement scheme. Carry out repairs instead.**

- 5.4 Alternative options to replacing the structure were considered during the feasibility design stage. There are significant risks associated with the feasibility options for retaining the existing abutments - those options included brickwork repairs and construction of a new bearing shelf, as well as the installation of anchors or underpinning the abutments with piles and needle beams.
- 5.5 Repairing the substructure is a complex operation; it is difficult to predict how the bridge abutments will behave in the future and further remedial works/demolition could be required. This is due to the unknown extent of the cracks within the abutments and the medium/high susceptibility of the bridge to changes in the moisture content of the soil. Furthermore, it was found to be difficult to establish the geometry and extent of the cracks within the bridge during investigations without risking further destabilisation of the substructure.
- 5.6 In all situations, the bridge deck requires jacking up and lifting off the structure to install new bearing shelves and bearings, followed by reinstallation of the bridge deck. Replacing the bridge deck will achieve a 120-year design life of the structure and remove the need for repairs for the foreseeable future.
- 5.7 This option is not recommended.

**Option 3 – Do not proceed with the bridge replacement scheme. Demolish the structure and replace with an ‘at-grade’ pedestrian crossing.**

- 5.8 Alternative options to replacing the structure were considered during the feasibility design stage. Whilst demolishing the structure minimises any ongoing future maintenance costs, it fails to provide a connected active travel corridor along the Parkland Walk and detracts from the green space.
- 5.9 A community consultation undertaken during the project development in December 2020 identified that 86% of respondents wanted the bridge retained and not removed.
- 5.10 Replacing the structure with an ‘at-grade’ crossing increases the risk of harm to pedestrians and cyclists crossing the public highway. Secondly, it will be difficult to achieve an accessible ramp without significant ground works that will be costly and disruptive to the nature reserve setting and will likely require additional trees to be felled to accommodate the significant earthworks.
- 5.11 By removing the bridge and replacing with graded ramps, the Parkland Walk will be split, and a barren area will be created in the green corridor. This will have a detrimental effect on local fauna that inhabits the nature reserve.
- 5.12 This option is not recommended.

#### **Option 4 – Return to the market to re-tender.**

- 5.13 The project is time-sensitive due to continuing deterioration of the defects and the bridge cannot be left in its current condition. Without intervention, the bridge will become unsafe and require closure of the Parkland Walk and Stanhope Road to all traffic – representing additional costs to the Council with no realisable benefit. It is essential to public safety that the defects are addressed.
- 5.14 The open tender process generated five bona fide bidders, all of which were within the pre-tender estimate prepared by an external cost consultant.
- 5.15 Through their response to the tender quality questions, Bidder 1 clearly demonstrated that it could undertake the project and understood the Council's requirements. Bidder 1 also submitted a price in line with the pre-tender estimate and competitor bids.
- 5.16 It is considered that there is nothing to gain by returning to the market. Prices are most likely to increase through inflation and additional costs will arise from safety measures associated with a failing structure.
- 5.17 This option is not recommended.

#### **6. Background information**

- 6.1 The proposals are to build a new bridge structure carrying the Parkland Walk over Stanhope Road to replace the existing structure that has passed its design life and failed a structural assessment.
- 6.2 Stanhope Road Bridge forms part of the Parkland Walk local nature reserve and carries pedestrians and cyclists over the public highway. The existing structure consists of a modern, late-20th century, single span, steel deck, which replaced the original bridge span for the former railway line, and is supported on its original, late-19th century, brick masonry abutments.
- 6.3 The existing stepped access from Stanhope Road to the Parkland Walk does not meet current design and accessibility standards and does not allow access for all users.
- 6.4 Structural assessment of the existing bridge revealed that the structure is no longer fit for purpose. In particular, the abutments failed the structural assessment and there are clear signs of bearing failures at the east abutment. The structure is currently under a movement monitoring regime to track the deterioration in these defects and temporary props have been installed to provide additional support. Ongoing monitoring since 2020 shows there is a continued decline in the condition of the bridge structure, with critical defects expected to be reached by 2027.
- 6.5 Feasibility studies conducted on the bridge concluded that, given the extensive structural defects, it would not be financially viable to repair the bridge as the lifespan of the works would be unknown and no warranty given. Therefore,

replacement is the most appropriate option as this will provide a standard design life expectancy of 120 years for the bridge.

- 6.6 The proposed bridge replacement scheme calls for the demolition of the existing bridge and construction of a new footbridge with associated access ramp, stepped access, and landscaping to blend in with the surrounding local nature reserve.
- 6.7 The Equality Act 2010 in England requires service providers and councils to make reasonable adjustments to accommodate people with disabilities. Therefore, the replacement bridge scheme has been designed to include an accessible ramp to provide step-free access from Stanhope Road up to Parkland Walk, in keeping with requirements of the planning permission.
- 6.8 The scheme has been designed to be sympathetic to the surrounding nature reserve with the inclusion of a range of planting schemes and fauna habitats that increase the biodiversity of the site. The design includes a water feature that uses surface runoff to create an aquatic habitat for plants and fauna.
- 6.9 The western section of the site is within the Highgate Conservation Area and, as such, whilst needing to have due respect for the listing of the Parkland Walk as a nature reserve, the scheme also has to respect the urban aesthetic of Stanhope Road itself and the industrial heritage of the original use of the Parkland Walk as a railway.
- 6.10 Stanhope Road connects Highgate to Crouch End, and the W5 high-frequency bus route operates on this section. The new bridge will ensure long term reliability of the network.
- 6.11 The scheme was developed through extensive co-design with local stakeholders, community groups and councillors and secured planning permission in December 2021.

### **Funding**

- 6.12 The scheme is fully funded in the Council's current approved General Fund capital programme, Scheme 314 – Parkland Walk Bridges.
- 6.13 This budget includes staff costs, site investigation and design fees which have been carried out ahead of the construction works to minimise the risks.

### **The procurement process.**

- 6.14 A competitive tendering exercise, led by the Council's Strategic Procurement Team, was undertaken. The invitation to tender was uploaded to the HPCS on 6th July 2023 and issued to all suppliers via the Find-a-Tender service.
- 6.15 Five contractors submitted a tender bid by the stipulated deadline date of 14<sup>th</sup> September 2023.

- 6.16 The tenders were checked for completeness and compliance. All five tender submissions were found to be compliant and were therefore evaluated on the criterion of 50% quality and 50% price.
- 6.17 A panel of evaluators, made up of two Council officers and one member of the external design team, conducted the quality evaluation exercise in accordance with the criteria set out in the invitation to tender (ITT) document. This was followed by a moderation meeting led by Strategic Procurement to agree on consensus scores.
- 6.18 A minimum threshold was applied to the 'quality' scoring. Any tenderer who scored less than 30% of the overall 'quality' weighting of 50% was not considered for award. The quality threshold was set due to the complex nature of the project and to ensure that the tenderer properly understood the Council's requirements.
- 6.19 A parallel commercial/pricing evaluation was undertaken independently, led by Potter Raper, the appointed quantity surveyor and cost consultant for the project.
- 6.20 Following the two evaluations, the combined scores (price and quality) were added to provide an overall total weighted score for the tender, confirming Bidder 1 as providing the winning submission.
- 6.21 Full details of the tender scores are included in the exempt Part B of this report.
- 6.22 The project will be awarded under the Infrastructure Conditions of Contract – Measurement Version August 2011.

## **7. Contribution to the Corporate Delivery Plan 2022-2024 High-Level Strategic outcomes**

- 7.1 **Theme 1: Resident experience, collaboration and participation** - our future ambition envisions a borough where we tackle complex challenges and address inequalities by working together.
- 7.2 The award of this contract will give a direct contribution to this strategic outcome, as it demonstrates the Council's commitment to providing access for all to this important nature reserve. The design team has been working collaboratively with stakeholders through a co-design process to develop the changes required to facilitate access for more users of the Parkland Walk.
- 7.3 **Theme 2: Responding to the climate emergency** - our vision for Haringey is a borough which successfully meets the challenges presented by a changing climate. Haringey Council has an already established target for a net-zero carbon borough by 2041, set out in the Climate Change Action Plan, adopted in 2021.



- 7.4 The award of this contract is essential to ensure accessibility for all and all the benefits that come with access to green space, encouraging more trips by foot or bike along the Parkland Walk.
- 7.5 **Theme 4: Adults, health & welfare** - our vision is for Haringey to be a place where everyone can live healthy and fulfilling lives and feel connected and safe in communities where people support each other.
- 7.6 This project contributes to both active people and active place priorities by providing an improved and accessible environment for informal activity.
- 7.7 The scheme also contributes to Theme 4 “Greater use of leisure centres and parks, by a wider section of the community, to help everyone pursue and maintain a healthy lifestyle.”
- 7.8 **Theme 7: Culturally rich borough** - our vision is for Haringey to be a place where arts, culture and heritage is celebrated, inspiring our residents and visitors and connecting them to our place and each other.
- 7.9 The award of this contract is essential to ensure accessibility for all and all the benefits that come with access to this designated nature reserve and its historical legacy as a railway.

## **8. Carbon and Climate Change**

### **Reducing energy demand**

- 8.1 A robust evaluation process was undertaken on the different bridge and ramp design options. An assessment of embodied carbon was included in the analysis and contributed to the selection of this design. As the design has been developed, the project has sought to minimise embodied carbon where possible through efficient design.

### **Specifying materials or products**

- 8.2 The project has been designed to reduce the embodied carbon of the materials where possible. The embankments have been designed using mechanically stabilised earth as opposed to conventional concrete retaining walls. This solution significantly reduces the embodied carbon of the substructure.
- 8.3 The whole life costing of the structure was also included in the design evaluation and a 120-year design life used to ensure the structure remains durable for years to come. Whilst some materials such as timber may be considered as more sustainable, the whole life costs of these (for a 120-year durability) would result in the bridge having to be replaced 3 times, thereby making it less sustainable over the longer term.

### **Travel emissions**

- 8.4 By replacing the bridge structure, the continuity of the Parkland Walk is maintained which provides an attractive green space for both commuting and leisure.
- 8.5 This project will contribute to the reduction in undesirable travel by providing a safe and welcoming green route for users.
- 8.6 The replacement structure has also been designed to increase the headroom clearance beneath the deck to meet the nationally adopted Design Manual for Roads and Bridges (DMRB) standards. This will remove the restricted headroom from Stanhope Road and allow a greater variety of public transport to use the road, such as double decker buses in the future, hence improving the sustainable transport network.
- 8.7 The improved step-free access will provide a new access point at Stanhope Road that will open up the Parkland Walk to new users from Stanhope Road. This will allow a greater number of local journeys to be made using the Walk, thus encouraging alternative routes to private fossil fuel car usage and enhancing active travel.

### **Adapting to Climate Change**

- 8.8 The existing structure makes use of traditional drainage systems with surface water directed directly to the Parkland Walk and/or to the public highway drainage.
- 8.9 The replacement structure has a drainage system that attenuates surface run-off and reduces the rate at which it is discharged into the sewerage system, thereby supporting the existing sewerage system during flood events.
- 8.10 Secondly, a water feature has been proposed to store an element of the drainage water and create a habitat for aquatic flora and fauna.
- 8.11 The scheme also makes use of mechanically stabilised earth to form the embankments which allows for natural dissipation of the surface run-off into the surrounding ground.
- 8.12 The replacement bridge structure provides a continuous green corridor along Parkland Walk that will encourage active travel. This will reduce vehicle journeys and contribute to a reduction in local air pollution.
- 8.13 The project has been designed with a diverse range of planting schemes that are adapted to their own microclimate (i.e., the orientation of each embankment with regards to the sun). This carefully selected planting will increase local biodiversity by 13% and will also not require maintenance or additional watering due to the suitability of each species relative to its position.

- 8.14 The planting scheme will help contribute to the mitigation of the 'Urban Heat Island' effect by creating an ideal habitat for dense vegetation and tree canopies that have been shown to reduce this effect.

### **Reducing Waste**

- 8.15 The structure has been designed to a 120-year design life. This ensures that the materials throughout the scheme selected are durable and will offer an effective solution for many years to come subject to routine maintenance.

## **9. Statutory Officers' comments**

### **9.1 Finance**

- 9.1.1 This report recommends approval for the award of the contract for 'Stanhope Road Bridge Replacement Works' to Bidder 1 for the sum of £3,036,621. The report also recommends the approval of an additional provisional sum to allow for scheme risk and contingency as detailed within the exempt Part B of this report.
- 9.1.2 Other costs for project management and statutory undertakers are detailed within the exempt Part B of this report.
- 9.1.3 Funding for the project will be met from the capital programme under Scheme 314 Parkland Walk Bridges. There is sufficient uncommitted budget to accommodate this proposed expenditure.

### **9.2 Procurement**

- 9.2.1 Strategic Procurement notes that this report relates to the approval of Stanhope Bridge replacement works.
- 9.2.2 Strategic Procurement understands the recommendations in this report which are in line with Contract Standing Order clause 9.01.2 (a).
- 9.2.3 Following a Prior Information Notice, the Council received 24 bidders' expressions of interest. However, once the tender was published and live through an open tender process, we received 5 compliant submissions. All responses were evaluated fairly by a quality panel and the price elements were evaluated by the Projects Quantity Surveyors.
- 9.2.4 Due to the complexity of the project, tenderers were required to score a minimum of 30% out of the 50% quality score.
- 9.2.5 Further clarifications were required to achieve the final price outcomes from each of the bidders. Bidder 1 has scored the highest overall in quality and price.
- 9.2.6 We support the recommendations within this report and see no reason not to award this Contract to Bidder 1, for the value outlined within the exempt Part B of this report.

### **9.3 Head of Legal & Governance (Monitoring Officer)**

- 9.3.1 The Head of Legal and Governance (Monitoring Officer) has been consulted in the preparation of this report.
- 9.3.2 The works are below the threshold where the tendering requirements set out in the Public Contracts Regulations 2015 apply.
- 9.3.3 The Council has conducted an open tendering exercise in compliance with CSO 9.01.2 (open tender procedure).
- 9.3.4 The Cabinet has power to approve the recommendations in accordance with CSO 9.07.1 d).
- 9.3.5 The Cabinet also has power to approve the issuance of a letter of intent.
- 9.3.6 The award of the contract is a Key Decision and, as such, it needs to comply with the Council's governance processes in respect of Key Decisions including publication in the Forward Plan.
- 9.3.7 The Head of Legal and Governance (Monitoring Officer) confirms that there are no legal reasons preventing the Cabinet from approving the recommendations in the report.

### **9.4 Equality**

- 9.4.1 The Council has a Public Sector Equality Duty (PSED) under the Equality Act (2010) to have due regard to the need to:
- eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act.
  - advance equality of opportunity between people who share protected characteristics and people who do not.
  - foster good relations between people who share those characteristics and people who do not.
- 9.4.2 The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.
- 9.4.3 Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.
- 9.4.4 An Equality Impact Assessment (EqIA) has been undertaken to accompany the decision to appoint the contractor to construct the bridge with associated access ramp, stepped access, and landscaping, to replace the existing bridge.
- 9.4.5 There is currently no ramp at this location and only non-compliant steps up onto the Parkland Walk. The proposed ramp and steps seek to meet the requirements of the Equality Act and further the accessibility of the Parkland

Walk as part of the delivery of this project. The project has been designed in recognition of Haringey's corporate priorities and the legal requirement for the local authority to seek to meet the aims and objectives of the Equality Act through all projects.

- 9.4.6 Key stakeholders have been engaged throughout the development of the project including the design of the scheme. This has included the Crouch End Community Forum, Friends of Parkland Walk, Haringey Wheelchair User Group, Ward Councillors of two wards, two resident groups and two conservation groups.
- 9.4.7 The scheme presents an opportunity to provide improved access and wider use of the Parkland Walk by those who currently have limited mobility or require ramp or compliant step access.
- 9.4.8 In general, the scheme will be of benefit to all protected characteristics as it will improve accessibility around the area, make it safer, address issues of fear of crime as more people are using the space and increase natural surveillance as well as improving access to the Parkland Walk at this location.
- 9.4.9 The proposals are considered to have a positive effect on all residents in the area and in particular it should have a positive impact on:
- the young, elderly and those with disabilities, especially with limited mobility;
  - those who can be victim of crimes such as hate crimes as the design improves natural surveillance thereby potentially increasing safety and security; and
  - those who have additional requirements in order to be able to move around the area such as those in wheelchairs and with pushchairs and younger pedestrians through the provision of a compliant accessible ramp and steps.
  - women who may now find the bridge safer and those of them who are parents or carers also may find it easy to navigate with a pushchair.
- 9.4.10 The project will have a neutral impact on several groups with protected characteristics (income, educational attainment, areas of deprivation, gender reassignment, race, religion, sex and sexual orientation). The proposals are not considered likely to result in any direct/indirect discrimination for any groups that share the protected characteristics.
- 9.4.11 A review of the ramp proposals by an independent access consultant concluded that the Council was meeting national, London and local planning policy requirements as well as the council's duty under the public sector duty requirement.
- 9.4.12 The report also concluded that the proposed improvements to the access to Parkland Walk on Stanhope Road are considered the most balanced design option between the usability of the ramp by users of all ages and abilities while retaining the existing biodiversity as much as possible.

9.4.13 The full Equality Impact Assessment is included with this report in Appendix A1.

**10. Use of Appendices**

Appendix A1 - Equality Impact Assessment (EqIA)

**11. Background papers**

Not used