



Quarterly Report: Restoration and Renewal of the Houses of Parliament

January–March 2023

Welcome

I am delighted to publish the first quarterly report on the Restoration and Renewal Programme (R&R) since responsibilities were transferred from the Sponsor Body to Parliament on 1 January 2023.

This report is predominantly aimed at the Parliamentary community and is published to maintain transparency of this important Programme.

Since the two Houses endorsed the Commissions' joint report in July 2022, work has been underway to implement the joint report's recommendations swiftly so that momentum on the Programme is maintained.

The R&R Client Board started meeting in October 2022 and the R&R Programme Board, which I am chairing, first met in February 2023. Integration of these new governance structures within Parliament brings the Programme closer to Members, as decision makers for R&R, and allows for better alignment with existing in-house projects, including to identify where works could be brought forward.

Over the course of 2023, the R&R Programme Board will be focused on the development of a strategic case for the Programme that will propose a shortlist of delivery options to be put to both Houses for endorsement towards the end of 2023. The Board will be responsible for shortlisting from a wider range of options for the works to feed into the strategic case and, to assist us in this process, we are very keen to hear the views of Members of both Houses on their priorities and the trade-offs we need to consider

The economic and national climate has changed considerably over the last few years. We are mindful of this but also conscious that doing nothing is not a "no cost" option – we are committed to navigating the R&R Programme through Parliament, finding consensus on a way forward to restore the Palace and ensuring that we play our part as custodians of this precious building in order to preserve it for future generations.

Welcome from Nigel Evans MP
Chair of the R&R Programme Board

Foreword

On 1 January 2023, we — as Corporate Officers of both Houses — took on the legal responsibilities for the R&R Programme, under the Parliamentary Buildings (Restoration and Renewal) Act 2019, as amended.

During this quarter the new joint department, the R&R Client Team, was formally established, bringing the former Sponsor Body team in-house. We were delighted to welcome our R&R colleagues into Parliament. Good progress has been made on the new operating model for the R&R Client function, focusing on ensuring Parliament has the right capabilities to successfully act as the client for the Programme and effectively manage the independent Delivery Authority.

Key responsibilities transferred to us on 1 January 2023 include a duty to consult with Members of both Houses and to seek the views of our staff, Members' staff, other passholders and members of the public. During the first quarter of 2023, we hope that Members and the wider parliamentary community have taken up the opportunities to engage with representatives from the R&R Programme in 1:1 discussions and by visiting the stands in Portcullis House, the River Restaurant and Royal Gallery. Engagement materials can be viewed [here](#).

The Programme Board has benefited this quarter from further independent advice following on from that given to the two House Commissions on the new approach to R&R in 2022. The advice, which will be published alongside this report, sets out the need for Members of both Houses to provide their views to help both Houses find a consensus on the way forward as set out in the foreword above. We look forward to building on the good progress that has been made in this quarter and to reporting on that progress in our next update.

Foreword by

Clerk of the House and
Clerk of the Parliaments



Nigel Evans MP
Chair of the R&R Programme Board



Dr John Benger
Clerk of the House



Simon Burton
Clerk of the Parliaments

Further information:

R&R Client Board

[Agendas](#)

[Minutes](#)

R&R Programme Board

[Agendas](#)

[Minutes](#)

R&R Hub

R&R Programme Board Membership

- **Rt Hon Nigel Evans MP**, (Chair)
- **Lord Morse**, (Deputy Chair)
- **Wera Hobhouse MP**
- **Rt Hon Penny Mordaunt MP**,
Leader of the House of Commons
- **Thangam Debbonaire MP**,
Shadow Leader of the House of Commons
- **Lord Collins of Highbury**
- **Lord Sherbourne of Didsbury**
- **Sir John Benger**,
Clerk of the House of Commons
- **Simon Burton**,
Clerk of the Parliaments
- **Paul Duffree** (External member)
- **Steve Hails** (External member)
- **Sir Jonathan Stephens** (External member)
- **Sir Geoffrey Clifton-Brown MP**
(delegate of the Leader of the House of Commons)
- **Sir Edward Leigh MP**
(delegate of the Leader of the House of Commons)
- **Mark Tami MP**
(delegate of the Shadow Lead of the House of Commons)

R&R Programme Governance

Member level governance

House of Commons

House of Lords

The two Houses retain overall decision making responsibility for R&R on time, cost and scope.

The House of Commons approves the Programme's estimate annually.

Commons Commission

Lords Commission

The two Commissions retain some responsibilities under the 2019 Act which they cannot delegate, e.g., approval of the Phase 1 expenditure limit.

Member level R&R specific governance

R&R Client Board

The R&R Client Board is the two Commissions meeting jointly with delegated responsibility from each Commission for strategic decisions on R&R matters.

R&R Programme Board

The R&R Programme Board has day to day responsibility for oversight of the R&R Programme and makes recommendations to the R&R Client Board.

* This diagram does not represent the division of statutory responsibilities. Many legal responsibilities outlined in the Parliamentary Buildings (Restoration and Renewal) Act 2019 were transferred to the Clerk of the House and the Clerk of the Parliaments on 1 January 2023, not to either House or any of its Boards or Groups.

** This diagram does not represent the governance framework for the estimates process of the Delivery Authority or the estimates process for the R&R Client Team. The latter, as a Joint Department, forms part of each Houses' estimate as of 1 January 2023 and therefore follows the established governance route for each respective House.

Summary of ongoing works on the estate and maintenance works

Currently there are dozens of major projects underway to repair and restore key buildings by in-house teams including Strategic Estates, Digital, and Maintenance. Projects include Victoria Tower and Norman Shaw North. At any one time there are dozens more projects underway to improve and repair key services and keep the estate running for the 3000+ people on site each day.

All this work is about supporting the continued business of Parliament, by making the estate a safe, resilient, and fit for purpose environment. But the work and investment required to continue doing this in future goes beyond current plans, with much more intrusive and disruptive work needed.

NORMAN SHAW NORTH

Strategic Estates have commenced main works on the Norman Shaw North project in advance of the R&R project and the building site has now become a restricted area. This project will repair and protect the heritage buildings, creating a better working environment for all while at the same time supporting improved sustainability outcomes for the estate. Measures are being taken to ensure the exterior and the interior items are protected while construction is underway. The refurbishment is due to be completed in 2026.



VICTORIA TOWER

Work on Victoria Tower is being undertaken by Strategic Estates to safeguard the business of parliament and ensure the Safety of members and staff while fulfilling parliament's obligations to conserve this Grade I listed building. The repairs work must proceed in advance of the Restoration and Renewal Programme because they are needed to mitigate the health and safety risk caused by the deterioration of the stonework.

The project will require the erection of a large scaffold around the tower, to allow the safety critical repairs to take place. To maximise the use of the scaffold the project is also planning to incorporate additional elements such as works to the ageing window glazing, cast iron roof, rainwater drainage system and flagpole. The project is currently expected to start on site in 2024.



R&R Phase 1 Milestones

The key milestones for the Programme over the next 12 months are set out below:

Programme Delivery Agreement Agreed	<i>STATUS</i> COMPLETE December 2022	This is the formal agreement between the two Houses and the independent Delivery Authority.
Statutory Instrument in force	<i>STATUS</i> COMPLETE December 2022	The Statutory instrument to amend the Parliamentary Buildings (Restoration and Renewal) Act and bring the sponsorship of the Programme into Parliament came into force on 1 January 2023.
R&R Options Assessment	<i>STATUS</i> COMPLETE January 2023	A wider range of options has been developed and assessed by the Delivery Authority ready for presentation to the R&R Programme Board.
2023/24 Intrusive Surveys Plan agreed	<i>STATUS</i> COMPLETE March 2023	The plan for future surveys to support R&R.
R&R Options shortlisting started with Programme Board	<i>STATUS</i> ONGOING March 2023	The R&R Programme Board will be considering the range of R&R options and proposing a shortlist of those for endorsement by the R&R Client Board.
R&R Options Shortlist, Strategic Objectives and vision endorsed by the Client Board	<i>STATUS</i> ONGOING July 2023	This shortlist of options along with strategic objectives and a vision will be part of the strategic case brought back to the Houses at the end of 2023.
Early and enabling works design started	<i>STATUS</i> ONGOING July 2023	Developing plans and designs for early R&R works integrated with ongoing works on the estate.
Strategic Case endorsed by Client Board	<i>STATUS</i> NOT STARTED October 2023	The strategic case will make recommendations to both Houses on the way ahead for R&R.
Strategic Case presented to the Houses	<i>STATUS</i> NOT STARTED December 2023	A motion will be put to both Houses to agree the way ahead for R&R based on the strategic case recommendations.
2024/25 Delivery Authority Budget Approved	<i>STATUS</i> NOT STARTED March 2024	Agreement to the future Delivery Authority budget based on the way ahead agreed by both Houses.

R&R Phase 1 Milestones (continued)

In 2022, both Houses agreed a new mandate for the R&R Programme which put in place the new governance set out earlier in this report and asked for a wider range of options to be considered. This approach is reflected in the milestones above and the key work of the R&R Programme Board over the first half of 2023 will be to review the analysis produced by the Delivery Authority on the wider range of options and to recommend a shortlist of those options to the R&R Client Board and to both Houses. This will be incorporated into a strategic case setting out the way ahead for R&R which will be presented to both Houses by the end of 2023.

In 2022, surveys and investigations were conducted in over 2500 spaces in the Palace. Preparations have been underway during the last quarter to prepare for the 2023 summer recess. These surveys are crucial to better understanding the condition of the building and therefore more accurate proposals developed for the works. Over the forthcoming quarter, building users will be updated on the plans.

The Programme is responding to the independent advice highlighted above and which will be published alongside this report. Actions being taken include:

- Building the capability and capacity of the Client Team to ensure that essential activities can be undertaken, in particular to improve engagement with the Parliamentary community.
- Agreeing an engagement strategy with the Programme Board to work with the Programme and Client Board to build a consensus for a way forward on R&R.
- Ensuring that the R&R options considered with the Programme Board set out what phasing is possible to deliver works as early as possible and to address the recommendation in the independent advice around uncertainty.

Recent Surveys work

The R&R Programme is carrying out tens of thousands of hours of complex building surveys and investigations to develop even more detailed records of the Palace of Westminster. These records are being used to inform design and planning, and future decisions on the essential restoration work required.

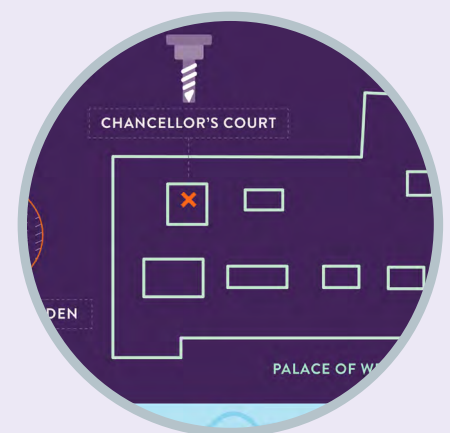


Since January, three new intrusive surveys have gone live, and disruptive surveys are taking place during sitting hours for the first time. This brings the total number of active intrusive surveys on-site to 8, across 11 contracts, whilst we have also had a total of 84 non-intrusive surveys that have been completed by the Programme. We are also proud to report that the 7,000 hours worked under intrusive surveys have been without major incident or injury.

Following five successful boreholes in 2022 to assess ground conditions, two more boreholes were drilled consecutively in February 2023 underneath the Palace. Both boreholes were 25m deep – around the same depth as the London Underground Jubilee Line – and continued for six weeks allowing teams to gather detailed information about ground conditions under the Palace.

Archaeologists were on-site for each borehole to record any finds of historical significance. Last year, a section of possible medieval river wall thought to be at least 700 years old was discovered under Chancellor's Court near the House of Lords Chamber. The wall was made from Kentish Ragstone, a hard grey limestone quarried from Kent that was also used in the construction of the Tower of London and Westminster Abbey.

7,000 hours worked under intrusive surveys without incident



Recent Surveys work (continued)

In each of the seven boreholes, contractor operatives were able to gather dozens of samples from under the Palace which were sent to a specialist lab in Coventry for testing, to better understand the composition of the ground.

Five internal survey projects were carried out in February, lifting floorboards and getting behind the walls of the Palace. This included the first out-of-recess surveys in the basement of the House of Lords area which successfully demonstrated low noise transmission above ground. These surveys included testing the strength and make-up of bricks and mortar of the Palace, both on-site with hydraulic jacks and diamond-bladed chainsaws, and in a lab where the strength of individual bricks can be tested.

Over Easter, five more boreholes will be launched across the Palace. A series of drone surveys will also be carried out to build on existing records of the exterior and roof areas of the Palace.



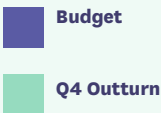
Finance

The Q4 outturn of £21.8m was overspent against the initial budget due to one-off charges associated with the Delivery Authority taking on an office accommodation lease from the Sponsor Body, alongside additional design costs to support the development of a wider range of options requested in the mandate from both Houses in summer 2022.

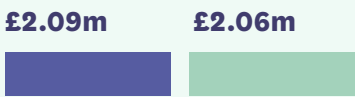
The overspend in Q4 was anticipated, and the Delivery Authority delivered significant savings and underspends earlier in the year to offset these costs. As a result, the provisional full year outturn of £74.5m was £5.5m underspent against the original budget of £80.0m.

Q4 Outturn vs Budget

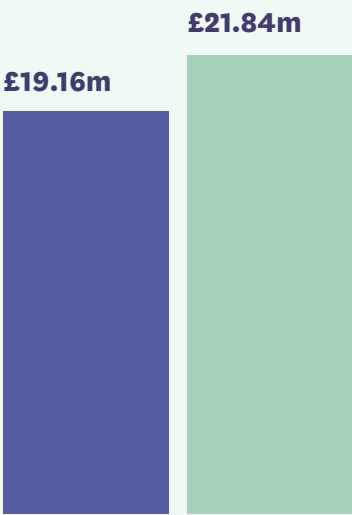
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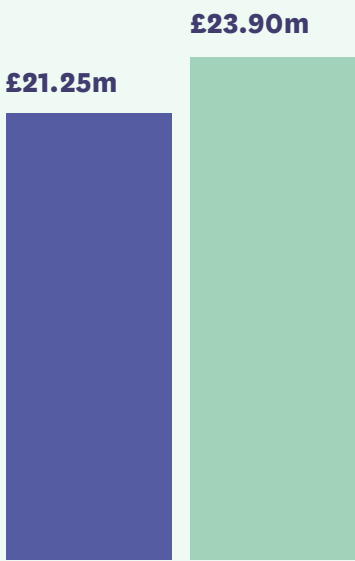
	Budget	Q4 Outturn
R&R Client Team	2,086,000	2,061,000
R&R Delivery Authority	19,162,516	21,838,214
R&R Programme Total	21,248,516	23,899,214



R&R Client Team



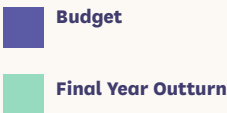
R&R Delivery Authority



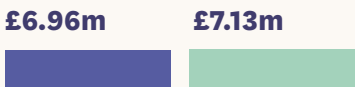
R&R Programme Total

Final Year Outturn vs Budget

Key:



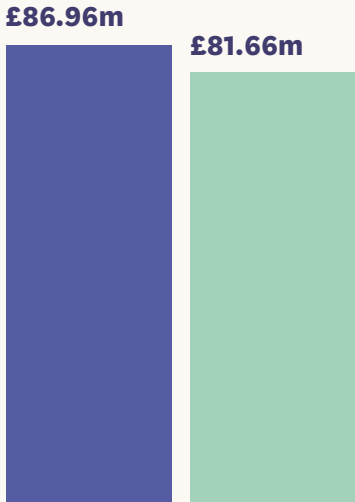
	Budget	Final yr Outturn
R&R Client Team	6,963,000	7,131,000
R&R Delivery Authority	80,000,000	74,530,000
R&R Programme Total	86,963,000	81,661,000



R&R Client Team



R&R Delivery Authority



R&R Programme Total

Managing Risks

Risks to the Programme Spend will be set out in the Annual Report and Accounts of the two Houses as well as the Delivery Authority, in addition the Programme Board is planning to publish the Delivery Authorities assessment of potential R&R options including the potential costs and risks.

Financial Risks

The 2023/24 Delivery Authority budget has been prepared on the basis of planned milestones, which are dependent on decisions yet to be made in relation to R&R options shortlisting and subsequent approval of a strategic case by both Houses. The outcomes of these decisions could have an impact on costs in the new financial year and beyond. Further work is also required on requirements, roles and responsibilities between the Delivery Authority and Parliament.





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