



5 January 2021

Meg Hillier MP
Chair of the Committee of Public Accounts
House of Commons
London
SW1A 0AA

SB/C/21/1

Houses of Parliament Restoration and Renewal Programme

Dear Chair,

Following our letter of 14 October 2020, we are writing to follow up on the areas from the Public Accounts Committee's report of 28 September 2020 "Restoration and renewal of the Palace of Westminster", which we agreed to complete within three months.

We would like to take this opportunity to also update you on the progress of our strategic review. We completed the detailed work on the review in November 2020, when the Sponsor Board signed off the findings in a draft report. This report was provided to the Commissions of both Houses for discussion in their December meetings. We intend, following further engagement with the Commissions and alongside consideration by relevant committees in both Houses, to publish a final report in January, and there will then be wider member engagement.

The case remains that the Houses of Parliament are falling apart faster than they can be fixed, with maintenance costs rapidly increasing and more than 40,000 problems reported since 2017. We must act now to save and protect the building, one of the most recognised in the world, for future generations.

The Strategic Review has considered all the evidence available, including new evidence alongside previous investigations and reports, and recommends innovative new approaches to help achieve a best Value for Money approach, saving the Houses of Parliament while minimising costs.

The review provides the direction needed to deliver the restoration programme. It sets out the processes, required objectives and closer collaboration that is needed with Parliament, to continue developing an Outline Business Case that will for the first time give Parliamentarians a true and accurate sense of the range of time and costs involved and the full detail of the work that should be carried out to save and protect Parliament. With a strong focus on a 'do minimum' option, the business case will continue to refine restoration plans before they are presented to Parliament for consideration.

The review finds that by approaching the restoration in a new way, with a phased approach, including the potential of accessing the Palace from the river to carry out work before and after decant, and close coordination with the inhouse teams to maximise the benefits from any early works, the time the Members and staff would spend in temporary accommodation is kept to a minimum. This approach would lead to some disruption for Members and users of the building so



these compromises need testing with Parliament to see if they are acceptable.

A temporary move out of the building, often referred to as full decant, will still be required but would be kept to a minimum. The estimated duration of decant can only be confirmed by carrying out all work necessary to build the business case, but the duration of decant will be in years and not months.

The review found that, while technically possible to do all the work needed to save the Houses of Parliament while MPs and Peers remain on site, this approach is likely to cost billions more, take decades longer than temporarily moving out while work takes place, and be disruptive, challenging and high risk, with issues in separating construction and Parliamentary activities, potential recontamination of asbestos in previously decontaminated spaces, and ultimately a high risk of unforeseen events resulting in further cost and delay.

Now is the time to come together to lead a national effort to save the Houses of Parliament, building on the work Parliament itself has been doing to preserve the building. We know the public are proud that this magnificent building, recognised all over the world, is owned by the nation and has a central role in our country's history and future. The public want to see the building protected from damage and decay and at the same time want to see that money is spent well, minimising delays while creating thousands of jobs and apprenticeships across the whole of the United Kingdom, including through pioneering projects such as our Shared Apprenticeship Scheme which will employ hundreds of apprentices and loan them out to SMEs across the country which are working on R&R.

Our response to the outstanding recommendations from your October report is detailed below.

Recommendation 3: The Sponsor Body should, within three months, provide us with a summary of the survey work planned on the Palace's condition, including timing, and where the significant uncertainties lie.

Please find a summary report as an enclosure to this letter, setting out the information requested in relation to the survey work planned. It is worth recording that the undertaking of survey work may continue to be impacted by restrictions as a result of the COVID-19 pandemic and that our priority will continue to be the health and wellbeing of our staff and those in our supply chain.

Recommendation 4: The Sponsor Body should, within three months, write to us to:

- a. Provide us with details on the interdependencies with the Northern Estate Programme and identify projects which are critical to R&R that should be brought under the Sponsor Body's control.

The Dependencies Board has been set up between the Houses and the R&R Programme to ensure that there is a clear forum to jointly review dependent projects and make recommendations for delivery arrangements. The Board focuses on the following in particular:

- Projects/programmes that have already been identified as a dependency; (see list at annex B)
- Develop and keep under review a technical framework and methodology by which projects are identified and assessed;
- Review and/or identify any other projects that may have a dependency;



- Recommend delivery options based on the results of the framework assessment and make a recommendation for the delivery of the project; and
- Report monthly on progress and performance of the dependent projects

This Board will provide reports to both the Sponsor Body and the bicameral Joint Investment Board allowing all parties to have a clear understanding of the dependencies landscape and to effectively manage their respective portfolios in order to reduce risks.

In relation to the Northern Estate Programme, Mr Speaker wrote to Liz Peace on 16 November 2020. The letter informed the R&R Programme of the closure of the Northern Estate Programme, in favour of a new approach of having a more agile set of projects. This would include an initial portfolio of the existing 1 Derby Gate project, the recently agreed works to Richmond House, and the renovation of Norman Shaw North as well as building services and infrastructure to facilitate the renovation of Norman Shaw North. It is the House Services' belief that with the closure of the Northern Estate Programme, managing the interdependencies well can be managed through existing processes, and does not, at this stage, require designation of any of the projects in the portfolio to the R&R Programme.

- b. Report back to us with details of its arrangements with the Infrastructure and Projects Authority to provide Programme assurance.

Since the Sponsor Body and Delivery Authority became organisations in their own right in mid 2020, the R&R Programme has had a very good working relationship with the IPA. The IPA team have, whilst recognising that there is no formal role for the IPA as R&R is Parliament's programme, and neither the SB nor DA are Government bodies, been very supportive as the Programme transitioned out of Parliament and has set up its own Programme assurance regime. The IPA's support and insight is vital for the programme as part of its assurance moving forward. In terms of specifics, we have and do work with the IPA in the following ways.

- Quarterly meetings with the Sponsor Body's Director of Programme and Assurance to provide updates, opportunities for support and advice
- Support and advice provided to support the Programme in developing its assurance model, including the planned 3 lines of defence in the Programme
- Support in the planning for the Programme's external assurance reviews, including sourcing IPA accredited reviewers to carry out the reviews
- Help in developing the Sponsor Body Assurance representative function who assure the work of the Delivery Authority
- Advice and guidance in the development of the Programme's Integrated Assurance and Approvals plan.
- A lessons learnt workshop using the IPA's 'Lessons from the Sponsorship of Major Transport Programmes'
- Representation of the IPA's CEO on the Strategic Review Challenge Panel, and IPA resource to test the assumptions and analysis carried out for the Strategic Review. A follow up session is being organised to see how lessons are being built into the programme.
- Regular meetings with IPA, HMT and the Business Case team to test and challenge the approach being taken by the Programme.



HOUSES OF PARLIAMENT RESTORATION & RENEWAL

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Moving forward, we are currently in discussions with the IPA to formalise our relationship through the development of agreed ways of working, setting out how we will engage, work together and use the expertise and advice of the IPA to support the Programme over the coming years.

Recommendation 6: Within one month, the Sponsor Body should publish an engagement strategy outlining how it will ensure that members of the public are properly informed about the Programme and are able to contribute their views on what they want from a modern parliament building.

We are pleased to have now published our Public Engagement Strategy on our website at <https://restorationandrenewal.uk/resources/public-engagement>. We are committed to engaging, informing and listening to the public throughout the duration of the Restoration and Renewal Programme. The Public Engagement Strategy sets out how we will make that commitment a reality. It describes the rationale, objectives and principles guiding our approach to public engagement. It also covers some key themes, how we will target our activity, and the different stages of engagement.

We are very happy to meet to discuss any of the above in further detail.

Yours sincerely,

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Chief Executive Officer
Houses of Parliament
Restoration and Renewal
Sponsor Body

David Goldstone
Chief Executive Officer
Houses of Parliament
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Annex A – List of programmes and projects already identified with dependencies for Restoration and Renewal

The list of projects below are the projects currently identified with dependencies. It should be noted that this list will be kept 'live', and will be changed and updated as understanding of both the projects and the R&R Programme evolves.

- Norman Shaw South
- Norman Shaw North
- Richmond House
- 1 Parliament Street
- Victoria Street
- Dartmouth Street
- Tothill Street
- Archive Relocation Programme
- Bronze Windows
- Victoria Tower
- Stonework Project
- Security Programme
- Portcullis House Project
- Elizabeth Tower
- Underground Carpark
- Abingdon Green Building
- Committee Corridor Programme
- Fielden House Project
- Lords' Chamber Roof Plenum
- Flat Roof Project
- Cast Iron Roofs
- Westminster Hall Lighting
- Lifts
- Workplace Management Transformation
- Parliament Square Streetscape
- Holocaust Memorial



HOUSES OF PARLIAMENT
R&R DELIVERY AUTHORITY

Palace of Westminster, Restoration and Renewal Programme

RIBA 2 – Surveys

Rev. 5 - Issue Date 18th Dec. 2020



Purpose

This paper has been prepared in response to the question posed by the Public Accounts Committee with regards to the Palace of Westminster proposed surveys.

“provide a summary of the survey work planned on the Palace’s condition, including timing, and where the significant uncertainties lie.”

This paper therefore provides the following:

- Listing of RIBA Stage 1 [Preparation and Design Brief Stage] surveys, currently in progress
- Listing of the RIBA Stage 2 [Concept Design Stage] surveys, prioritised by ‘Bundle’:
 - Bundle 1 Surveys, anticipated start dates and durations
 - Bundle 2 Surveys and approximate start dates
 - Bundle 3 Surveys
- A brief section describing the need for the proposed surveys and a narrative of where the significant uncertainties lie.

The Target Start Dates provided within this paper for Bundles 1 and 2 (Bundle 3 surveys/dates have yet to be confirmed) are caveated as provisional at this stage, and illustrated in calendar year quarters.

They will be subject to review and approval with Parliament via the Intrusive Works Access Group (IWAG) committee. It will be via the IWAG committee that we will be advised of other planned works and we will therefore be able to coordinate our access arrangements with other parties who might be looking to access the same spaces.

RIBA 2 Surveys Overview

There are in the region of 150 surveys, covering many subject areas and with various levels of complexity considered to be necessary to inform the RIBA 2 design.

The need / importance of these surveys has been reviewed and each categorised into the following survey bundles:

- Bundle 1: High priority surveys required to start as early as possible to inform the RIBA 2 design but with longer procurement times necessary for the surveys to be implemented.
- Bundle 2: High priority surveys intended to start as early as possible during RIBA 2 design.
- Bundle 3: Surveys of lower priority and not required until later stages of the RIBA 2 design.



RIBA 1 Surveys:

Of the 26 no. Surveys and desk studies undertaken during the RIBA 1 design stage, the following are ongoing:

Title	Type of Survey	Status
Asbestos Management Survey	Intrusive	Largely complete. Completion delayed by Covid-19. Forecast date for completion – end of Dec. 2020.
Thermographic Survey	Intrusive	Suspended in March 2020 due to Covid-19. Targeting re-starting early 2021.
Building Information Modelling (BIM) - Underground Services Survey	Intrusive	Suspended in March 2020 due to Covid-19. Targeting re-starting early 2021.
BIM – Pilot Areas Survey	Intrusive	Finalising the deliverables with the contractor.
Space Utilisation Survey	Intrusive	Liaison is ongoing with Parliament to obtain confirmation of available rooms/spaces.



RIBA 2 - Bundle 1 Surveys:

The list below shows the surveys/desk studies which are in the final stages of scoping and the latest target commencement dates. We repeat that these are caveated as proposed dates and are subject to other activities which may affect the start date and are also dependent upon agreement with IWAG and coordination with other Programmes and works. These surveys are under a constant state of review and update to ensure that the planning is optimised to both minimise disruption and to provide the necessary information to inform the feasibility work for the designers and engineers.

Note - Intrusive surveys are those which will need extensive coordination with Parliament for the access arrangements, the intention will be to minimise the impact on stakeholders and staff. Clipboard surveys do not involve intrusions into the fabric of the building, however they will require coordination to allow the appropriate areas to be accessed.

Title	Type of Survey	Target Start Date (quarters are calendar year)	Approximate Duration
Historic Light Fittings	Clipboard Survey	Q1 2021	4 Months
Means of escape / rooftop escape routes	Clipboard Survey	Q1 2021	6 Months
Fire management safety review	Clipboard Survey	Q1 2021	5 Months
Measured acoustics survey	Clipboard Survey	Q1 2021	3 Months
Arboriculture	Clipboard Survey	Q1 2021	4 Months
Ecology	Clipboard Survey	Q1 2021	3 Months
Visual condition survey	Clipboard Survey	Q1 2021	2 Months
Archaeology GPR Survey	Clipboard Survey	Q1 2021	2 Months
Air quality assessment	Intrusive Survey	Q3/Q4 2021	5 Months
Primary Services Distribution	Intrusive Survey	Q3/Q4 2021	9 Months
Building / ground movement	Intrusive Survey	Q3/Q4 2021	7 Months



Structural intrusive investigation required throughout all RIBA stages	Intrusive Survey	Q3/Q4 2021	37 Months
Asbestos R&D Survey for intrusive survey areas only	Intrusive Survey	Q2 2021	3 Months
LUL Asset Line and Level Survey (Jubilee line)	Intrusive Survey	Q3/Q4 2021	5 Months
Compartmentation	Intrusive Survey (with Desk Study)	Q3/Q4 2021	9 Months
Existing plant: floor loading assessment	Intrusive Survey (with Desk Study)	Q3/Q4 2021	5 Months
Existing Bazelgette sewer survey	Intrusive Survey (with Desk Study)	Q3/Q4 2021	5 Months
Ground investigation: Specification	Intrusive Survey (with Desk Study)	Q4 2021	7 Months
Sewer ejectors: Condition and capacities	Intrusive Survey (with Desk Study)	Q1 2021	5 Months
Conservation: External Stonework and Structure	Desk Study - Conservation	Q1 2021	5 Months
Conservation: Roofing Material: Slate and Stone	Desk Study - Conservation	Q1 2021	5 Months
Inappropriate Alterations in the Style of Pugin	Desk Study - Conservation	Q1 2021	5 Months
Conservation: Windows	Desk Study - Conservation	Q1 2021	4 Months
Roof Desk Study	Desk Study - Conservation	Complete	Complete
Various security surveys			
Active fire safety systems	Desk Study - Fire	Q1	5 Months



RIBA 2 - Bundle 2 Surveys:

The table below shows the current list of the Bundle 2 surveys. This listing is currently being refined in order to conclude the final listing and confirm when each survey is required during the RIBA 2 design stage. Further refinement may be required as the design develops during the RIBA 2 design stage. As a result, the dates provided are indicative at this stage and are likely to change.

Title	Type of Survey	Approximate Start Date (quarters are calendar year)
Existing Glazing Survey	Clipboard Survey	Q3 2021
Intrusive survey of structure to confirm construction and fixings for windows	Intrusive Survey	Q3 2021
Lift services existing	Intrusive Survey	Q3 2021
Key Internal Door Survey for security, Fire and accessibility	Desk Study	Q3 2021
River Thames survey for heat pump suitability	Desk Study	Q3 2021
River Thames survey for suitability of tidal turbines	Desk Study	Q3 2021
River Thames survey for suitability of wind turbines	Desk Study	Q3 2021
Climate Change Risk Assessment (Sustainability)	Desk Study	Q3 2021
External paving	Desk Study	Q3 2021
Roofing material: Cast Iron	Desk Study	Q3 2021
Roofing material: Asphalt	Desk Study	Q3 2021
Roofing material: lead	Desk Study	Q3 2021
Internal stonework: ornate and plain	Desk Study	Q3 2021
Stone staircases and floors	Desk Study	Q3 2021
Slate flags	Desk Study	Q3 2021
Tiled and other fine floors	Desk Study	Q3 2021
Other glass	Desk Study	Q3 2021
Mosaic Finishes - central lobby	Desk Study	Q3 2021



Mosaic Finishes - other areas	Desk Study	Q3 2021
Other (Non joinery) internal wall and ceiling finishes	Desk Study	Q3 2021
Gilt and Painted Decorations in Show and Principal Fine Rooms	Desk Study	Q3 2021
Other decorations	Desk Study	Q3 2021
Internal: Wall finishes	Desk Study	Q3 2021
Internal: Ceiling finishes	Desk Study	Q3 2021
Internal: Floor finishes: Tiled & fine floors, mosaic Finishes in Central Lobby & other areas.	Desk Study	Q3 2021
Chimney pieces and fireplaces	Desk Study	Q3 2021
Heating, Ventilating and Air Conditioning	Desk Study	Q3 2021
Audit of finishes, fittings, finishes, coverings etc.	Desk Study	Q3 2021
Collections review	Desk Study	Q3 2021
Ergonomic assessment of historic furniture	Desk Study	Q3 2021
Vulnerabilities and risks due to higher density footfall	Desk Study	Q3 2021
Unexploded ordinance (UXO)	Desk Study	Q3 2021
Historic alterations to original Victorian building	Desk Study	Q3 2021
House of Commons construction	Desk Study	Q3 2021
Access hatches	Desk Study	Q3 2021
Ceiling types to specific areas	Desk Study	Q3 2021
Hidden voids to specific areas	Desk Study	Q3 2021
River wall & Westminster Bridge Abutments	Desk Study	Q3 2021
Compensation Grouting: Enabling Works Study	Desk Study	Q3 2021
Victoria Tower - Construction and Substructure	Desk Study	Q3 2021



Fire safety management - policy, standards, plans, procedures	Desk Study	Q3 2021
Ducts / voids - initial CFD to highlight high risk areas	Desk Study	Q3 2021
North/South Riverside Return Wings	Desk Study	Q3 2021
Fire Survey 2 – Precedent Studies	Desk Study	Q3 2021

RIBA 2 - Bundle 3 Surveys:

The table below shows the initial listing of the Bundle 3 surveys, deemed to be of lower priority. Further refinement will be required as the design develops during the RIBA 2 design stage.

Title	Type of Survey
Internal and external light levels	Clipboard Survey
Hydrant locations	Clipboard Survey
Vehicle survey	Clipboard Survey
Further security survey	
Wi-Fi and mobile coverage survey	Clipboard Survey
Lightning protection	Clipboard Survey
Protection of cast iron	Intrusive Survey
CCTV above ground drainage	Intrusive Survey
Westminster hall high level and low-level temperature and humidity monitoring	Intrusive Survey
Aquifer survey	Intrusive Survey
Ecological and wildlife survey of impact of renewable technologies	Intrusive Survey
Archaeological survey	Intrusive Survey
Ground movement monitoring	Intrusive Survey
Building movement survey	Intrusive Survey
Air movement survey	Intrusive Survey
Cast Iron / Wrought Iron Stairs	Desk Study



Timber floors and rugs	Desk Study
Timber floors in riverside fine rooms	Desk Study
Historic door furniture	Desk Study
Historic Ferrous Metalwork Painted and Polished	Desk Study
Historic Non-Ferrous Metalwork Painted and Polished	Desk Study
Historic Metalwork decoration. Painted and Polished	Desk Study
Historic wooden joinery in fine rooms	Desk Study
Other joinery	Desk Study
Industry Capacity Study - Masonry and Windows	Desk Study
INTERIORS Carpets, Curtains and Blinds; Built in Furniture Furniture, fixtures and equipment ; Wallpapers and Flocked Wallpapers	Desk Study
Plain decorations of the secondary spaces	Desk Study
Signage	Desk Study
Electrical and other services	Desk Study
New furniture, fixtures and equipment	Desk Study
Pests and Fungi	Desk Study
Timber Panelling	Desk Study
Iron cramps and embedded metal	Desk Study
Wooden staircases and floors	Desk Study
Setting and Landscaping - Public Realm	Desk Study
Storage in corridors	Desk Study
Historic Wallpaper, Carpets and Soft Furnishings	Desk Study
Cathodic protection uses	Desk Study



Scaffolding	Desk Study
Internal downpipes	Desk Study
Maintenance arrangements	Desk Study
Westminster Abbey - Construction and Substructure	Desk Study
Abingdon Green Car Park	Desk Study
Substructure to Adjacent Buildings	Desk Study
Survey to establish sag on ceilings	Desk Study
Precedent studies - emphasis on relevant good practice	Desk Study
Business criticality validation (workshop process)	Desk Study



Where the Significant Uncertainties Lie

Archival research to date on the Palace of Westminster has uncovered a large quantity of drawings and reference material, however detailed examination has shown these to be incomplete or missing key information such as dimensions and levels, resulting in uncertainty about the make-up of the building with respect to structure, fabric, internal and external services and archaeological remains. It is therefore not possible at this stage to produce an accurate, working Building Information Model (BIM) or analysis model for design purposes. Similarly, in order for us to fully understand how the Palace works, how it is occupied and how people circulate around it, it is important to undertake a space utilisation survey to provide statistical information as to how the building functions. This occupancy data is of fundamental importance to many areas of the design including the fire strategy, accommodation, circulation systems, ventilation and heating. Without this data the risk of overdesign in these areas is considerable and we will be unable to demonstrate value for money.

To reduce the level of uncertainty, the RIBA 2 bundles of surveys have been developed and prioritised to provide an initial view on the areas noted above.. This will help to determine the extent of any necessary conservation and remedial works, as well as minimise the impact from site discoveries during the construction stage.

The most significant areas of uncertainty and therefore risk to the design are in the following areas:

- Asbestos – An Asbestos Management Survey is in the final stages of completion and this has been useful in identifying asbestos in easily accessible areas within the Palace. However, many further intrusive surveys are required to assess the amount of asbestos within the less accessible areas such as within the floor and ceiling voids.
- Space Utilisation – In addition to the need for statistical information demonstrating the use and function of the Palace, it is important to understand how the building operates during the exceptional circumstances of the pandemic. In 2021 we will be considering how the brief and design of the Palace project should respond to the pandemic, both in respect of changes to working culture and future pandemic resilience. The exclusion of non-essential functions during the pandemic presents a unique and invaluable opportunity to study the operation of the essential functions in isolation.
- Structure – A greater understanding of the building, types of construction, materials and condition are required in order that areas of structural renovation and strengthening are known which will support the extended design life and planned enhancements to the building.
- Existing services and utilities - An increased level of understanding of the existing services arrangement is required both to inform the future layouts of proposed services and also to support the planning and implementation of the decant phase.
- Fire – In addition to an assessment of the existing utilities which bring about an obvious fire risk, a full understanding of the existing fire measures, such as compartmentation and other fire safety systems, needs to be achieved in order to implement any proposed modifications and enhancements defined during the design process.
- Archaeology - Archaeological surveys are required in order that the design can be progressed with reduced likelihood of abortive work should archaeological remains be identified at the outset of construction.



- Condition of existing finishes (external stonework, timber panelling etc) – It is well known that the condition of the external stonework is poor in many areas and therefore a full assessment is required in order to arrest the ongoing decay.
- Requirement to develop accurate Building Information Modelling (BIM) for the design. Without an accurate BIM Model the design cannot proceed with any level of certainty as accurate dimensional data is clearly a priority.