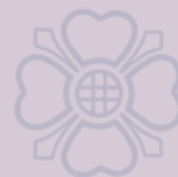


Restoration and Renewal Programme



Strategic Review Annexes





Annexes

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ANNEX A: TIMELINE OF KEY DECISIONS/DEVELOPMENTS

2000	Consulting engineers commissioned by the House administrations to report on the condition of the mechanical and electrical services in Palace basements. They concluded that a significant amount of services required replacement within 5-10 years and that the current approach to repair and maintenance was uneconomic.
2008	Creation of basement engineering project.
2009	Interim programme of work adopted to secure operation of the Palace against mechanical, electrical and physical failure until 2020.
October 2012	The House Commissions agreed to publish the report of the Pre-Feasibility Study Group and concluded that “doing nothing was not an option”.
2013	Both House administrations establish the Restoration and Renewal Programme.
December 2013	Appointment of Deloitte-led consortium to produce independent appraisal of range of options for the Programme.
July 2014	The House of Commons Commission agreed in principle to proceed with the refurbishment of the Northern Estate, including the acquisition of the necessary additional decant accommodation. This became known as the Northern Estate Programme (NEP).
September 2014	Independent options appraisal completed.
June 2015	Publication of the Independent Options Appraisal (IOA) report , including an analysis of, and high-level comparative costings for, three options for conducting the works: rolling programme of works, partial decant or full decant.
July 2015	Joint Committee on the Palace of Westminster established to consider the findings of the IOA.
December 2015	The House of Commons Commission endorsed a simple refurbishment of Richmond House to provide decant accommodation during the refurbishment of other parts of the Northern Estate, and noted that it was being considered as a potential option for the location of a temporary Commons Chamber during the R&R works.
September 2016	The Joint Committee on the Palace of Westminster published its report , concluding that there was a “clear and pressing need” to tackle the works required and that full decant of the Palace of Westminster presented the best option to deliver the works, with the best decant locations for both Houses being Richmond House and the QEII Centre, “subject to further feasibility work, value-for-money assessments and validation by the Sponsor Board and Delivery Authority”.
March 2017	The Public Accounts Committee published a report , which agreed that the need for the works was pressing and agreeing with the Joint Committee that full decant was the most economic and efficient option, which would allow the work to be concluded in the shortest time with the minimum disruption to the work of both Houses. The Treasury Select Committee published a short report on the Programme, which is focused on the potential costs.
July 2017	Both House Commissions agreed to let Client Advisory Services contracts to provide programme, project and costs management services, and architectural and engineering services.
September 2017	The House of Commons Commission endorsed a change in direction regarding the redevelopment of Richmond House from a limited refurbishment to a legacy building project inside the secure perimeter, including evaluating a proposal for

	the demolition of the current structure and replacing it with a larger purpose built parliamentary structure.
January 2018	The House of Commons Commission endorsed the substantial redevelopment of Richmond House, including an option for the creation of a like-for-like Chamber and division lobbies. The Commission also noted the dependencies between NEP decisions and the R&R Programme.
31 January 2018	The House of Commons debated the Joint Committee report, including a motion tabled by the Government which, among other things, sought to instruct “the shadow Sponsor Board and Delivery Authority to undertake a sufficiently thorough and detailed analysis of the three options of full decant, partial decant and retaining a parliamentary foothold in the Palace during a full decant”. ¹ The Government motion was successfully amended to delete this section and instead endorse “the unanimous conclusion of the Joint Committee that a full and timely decant of the Palace is the best and the most cost-effective delivery option”.
6 February 2018	The House of Lords debated and agreed a motion on the same terms as that agreed by the House of Commons.
May 2018	Both House Commissions approved the Programme Mandate, which elaborated on the terms of the resolution and set a high-level scope for the works. The House of Commons Commission endorsed, in principle, the eventual transfer of NEP from the control of the House of Commons Commission to the Sponsor Body and Delivery Authority, subject to the agreement of the House of Lords Commission and the two bodies. The House of Commons Commission endorsed a Statement of Accommodation Requirements for NEP / Richmond House, including like-for-like Chamber and division lobbies with adjustments to improve accessibility, 13 committee rooms and a grand committee room, among other requirements.
July 2018	Both House Commissions agreed to the appointment of the Shadow Sponsor Body members , including Liz Peace CBE as the Chair.
September 2018	The House of Lords Commission endorse the QEII Conference Centre as the preferred decant location for the House of Lords subject to business case.
October 2018	The Government published the draft Parliamentary Buildings (Restoration and Renewal) Bill .
October to November 2018	On 23 October 2018, the House of Lords agreed that a joint committee should be appointed to consider the draft Bill. The House of Commons agreed on 26 November and appointed six members to serve on the Joint Committee. The House of Lords agreed its six members on 29 November.
March 2019	The Joint Committee on the Draft Parliamentary Buildings (Restoration and Renewal) Bill published their report .
7 May 2019	The Government published its response to the report of the Joint Committee on the Draft Bill.
8 May 2019	The House of Commons Service launched a public consultation on the NEP proposals, including Richmond House as the temporary home of the Commons. Introduction of Parliamentary Buildings (Restoration and Renewal) Bill to the House of Commons.
20 May 2019	The House of Commons Commission agreed to the scope, funding and schedule envelope as part of the NEP Outline Business Case [REDACTED]

¹ The full version of the Government motion is available [here](#).

May 2019	Both House Commissions endorsed the Programme’s vision, strategic themes and goals.
20 June 2019	Introduction of Parliamentary Buildings (Restoration and Renewal) Bill to the House of Lords.
August 2019	The preferred location business case for QEII was agreed by the House of Lords Administration.
October 2019	The Parliamentary Buildings (Restoration and Renewal) Act 2019 (‘the 2019 Act’) received Royal Assent.
	Both House Commissions endorsed, in principle, the designation of NEP to the Sponsor Body and Delivery Authority under section 1 of the 2019 Act.
	NEP submitted a suite of planning applications to Westminster City Council.
March 2020	Four members of each House were appointed to the statutory Sponsor Board.
April 2020	Both House Commissions agreed an initial Phase 1 Expenditure Limit for the Programme under Schedule 4 to the 2019 Act, which also represented the Sponsor Body’s initial Estimate for 2020–21, which was laid before the House of Commons that month. A requirement for a Supplementary Estimate to cover the remainder of the 2020-21 financial year was also noted.
8 April 2020	The Sponsor Body was established as a body corporate as required by section 2 of the 2019 Act.
	The Chief Executive of the Sponsor Body and the Corporate Officers of both Houses signed a Parliamentary Relationship Agreement , as required by section 6 of the 2019 Act.
24 April 2020	The National Audit Office published its first report into the Programme.
May 2020	The Sponsor Body incorporated the Delivery Authority as a company limited by guarantee as required by section 3 of the 2019 Act.
	Mike Brown MVO became the Chair of the Delivery Authority (both House Commissions consented to his appointment by the then shadow Sponsor Body Board in October 2019).
	The Sponsor Body and Delivery Authority agreed a Programme Delivery Agreement , as required by section 4 of the 2019 Act.
	The Sponsor Body and Delivery Authority announced their intention to conduct a strategic review of the Programme.
June 2020	The House Commissions agreed the remainder of the Programme’s funding for the 2020-21 as part of the initial Phase 1 Expenditure Limit and Estimate for 2020-21, which would be covered by a Supplementary Estimate laid before the end of the financial year.
	The Sponsor Body’s Member Consultation Strategy was published, as required by 5 of the 2019 Act.
23 July 2020	The House of Commons Commission considered a proposed change to NEP and agreed to the preparation of a revised plan to use Richmond House as accommodation for MPs during the refurbishment of Norman Shaw North and to create better welfare facilities for House staff. This work was to be undertaken while the proposals to create a temporary House of Commons Chamber within a redeveloped Richmond House were considered as part of the strategic review of the Programme, with a final decision on the use of Richmond House being made after the conclusion of that review.
14 September 2020	The House of Commons Commission agreed that Richmond House would be used as accommodation for MPs and House staff in 2021, in order to facilitate the decant of Norman Shaw North to allow restoration works to that building to commence as soon as possible.

23 September 2020	Both Houses established the Estimates Commission to consider future Programme estimates as required by section 8 of the 2019 Act.
October 2020	Following the publication of the NAO's report on the Programme in April 2020, the Public Accounts Committee took evidence from corporate officers of both Houses, the Director General of the House of Commons and the chief executives of the Sponsor Body and Delivery Authority in July, and published a short report in October 2020, setting out their conclusions and recommendations for the Programme.
9 November 2020	The House of Commons Commission considered the future of NEP and agreed to reintegrate it within the In-House Services and Estates team from the beginning of December 2020 as part of a more agile portfolio of business-as-usual projects. The timing and extent of works to individual buildings on the Northern Estate would thereafter be considered individually and in the light of changing circumstances and Members' requirements, and according to a vision provided by the Parliamentary Master Plan and asset management considerations.
December 2020	Public Engagement Strategy agreed by the Sponsor Body Board.

ANNEX B: RESOLUTION AGREED BY BOTH HOUSES

Agreed by the House of Commons on 31 January, followed by the House of Lords on 6 February 2018.

That this House:

- (1) affirms its commitment to the historic Palace of Westminster and its unique status as a UNESCO World Heritage Site, Royal Palace and home of our Houses of Parliament;
- (2) takes note of the report of the Joint Committee on the Palace of Westminster 'Restoration and Renewal of the Palace of Westminster', HL Paper 41, HC 659;
- (3) accepts that there is a clear and pressing need to repair the services in the Palace of Westminster in a comprehensive and strategic manner to prevent catastrophic failure in this Parliament, whilst acknowledging the demand and burden on public expenditure and fiscal constraints at a time of prudence and restraint;
- (4) accordingly endorses the unanimous conclusion of the Joint Committee that a full and timely decant of the Palace is the best and the most cost-effective delivery option, as endorsed by the House of Commons Public Accounts Committee and the Infrastructure and Projects Authority;
- (5) accepts that expenditure on the Palace during this Parliament will be limited to preparatory work for the comprehensive programme of works envisaged, together with works essential to ensure the continuing functioning of the Palace;
- (6) endorses the Joint Committee's recommendation that a Sponsor Board and Delivery Authority be established by legislation to develop a business case and costed programme for the work to be approved by both Houses of Parliament, and to commission and oversee the work required, and that immediate steps be taken now to establish a shadow Sponsor Board and Delivery Authority;
- (7) instructs the shadow Sponsor Board and Delivery Authority and their statutory successors to apply high standards of cost-effectiveness and demonstrate value for money in the business case, to report back to Parliament with up to date costings and a realistic timetable for the duration of the work, and to include measures to ensure: the repair and replacement of mechanical and electrical services, fire safety improvement works, the removal of asbestos, repairs to the external and internal fabric of the Palace, the removal of unnecessary and unsightly accretions to the Palace, the improvement of visitor access including the provision of new educational and other facilities for visitors and full access for people with disabilities; and
- (8) affirms that the guarantee that both Houses will return to their historic Chambers as soon as possible should be incorporated in primary legislation.

ANNEX C: STRATEGIC REVIEW TERMS OF REFERENCE

Introduction and purpose of the review

The CEOs of the Sponsor Body (SB) and Delivery Authority (DA) intend to carry out a strategic review of the R&R Programme. This will help both bodies to focus on achieving their key purpose and to review and plan to meet their biggest challenges.

With the 2019 Act coming into force, the SB becoming substantive and recent appointments to the Boards of both bodies, it is an appropriate time to carry out a review. Additionally, emerging information on the timescale for, and potential costs, of current decant proposals, and developing ways of working by Parliament in response to the Covid-19 pandemic, further support the timeliness of a strategic review.

The purpose of the review is for the SB and DA to confirm and/or amend if appropriate the strategy for restoring and renewing the Houses of Parliament in response to resolutions of the Houses in 2018 and the Parliamentary Buildings (Restoration and Renewal) Act 2019.

The review will consider whether the basis for the 2018 resolutions has changed significantly enough to warrant a change in strategy (i.e. the review will test the foundations with the aim of demonstrating they are robust and will not shy away from the consequences if they are found not to be so).

Scope of review

Palace / overall R&R Programme

The starting point of this strategic review will be on the decant options. But the review will also consider:

- The overall 'Themes and Goals' for the programme in light of changes in the external environment and the likely need for trade-offs between aspirational outcomes, value for money and affordability.
- The way in which the Themes and Goals should be used as assessment criteria when considering business case options for the decant projects.

The review will also look at how emerging conclusions regarding both the decant and the main R&R Programme will impact on the strategy, timing and focus for the Programme business case.

Decant

It is noted that a "full and timely decant" was endorsed in the resolutions of both Houses. This was based on conclusions of the Joint Committee on the Palace of Westminster, informed by the 'Independent Options Appraisal'. The review will consider the extent to which the inputs to and hence conclusions from that work remain valid; and will re-confirm, or otherwise, the rationale for existing decant strategies.

For House of Commons decant, House of Lords decant and Heritage Collections decant (separately or together as appropriate, and to the extent appropriate to the maturity of each project), the review will then consider:

- Is current / proposed solution likely to provide value for money and to be affordable?
- What alternative solutions might exist?
- What compromises would be needed to deliver a much lower cost solution? (While the SB can advise on the trade-offs that such compromises would involve, it will be for the Programme's funders to determine the balance between outcomes and affordability).

- How do ways of working developed during Covid-19 affect the landscape for decant solutions?
- What are the key risks to achieving timely decant and how can these be mitigated?
- What opportunities exist for a simpler, quicker, cheaper decant?

General

The review will consider what actions may be necessary to maintain and strengthen support for the Programme. This will necessarily interact with a review of Themes and Goals in order to ensure that delivery plans made in response to these engender strong stakeholder support from both Parliament and Government.

Governance and Timing

The review will be commissioned by the CEOs of the SB and the DA.

Review Team – the review will be managed by a small team drawn from within the SB and DA, with limited external support as required.

Steering Group – this will meet approximately fortnightly to set tasks, review progress, ensure the review is addressing but staying within its terms of reference, and allocate SB and DA resources / priorities as necessary. The Steering Group will comprise [*the members in Annex D*] and will be attended by review team members as appropriate.

Challenge Group – this will be formed to meet at key points during the review to help flush out key issues and challenge ‘groupthink’. Those invited to join the Challenge Group will include [*the members in Annex D*] and will be attended by members of the Steering Group and review team as appropriate.

Timing – initial findings will be prepared in July 2020 and a final report in October 2020. The review will make recommendations on the way forward, for endorsement by the DA Board, approval by the SB Board and engagement with the Houses.

Approach / Methodology

This section of the terms of reference provides guidance to the review team in relation to the approach to be taken, although it is recognised that this is subject to ongoing direction by the Steering Group.

The review should:

- **Confirm where we are:** review previous decisions by considering what, if anything, has changed since those decisions were made. Ask “is there any reason to change the decision?”
- **Review the audit trail** for decisions to date, including the importance of security as a driver of location
- **Look forward:** focus on trade-offs for future decisions – mix of sliding scales (currently everything now perceived as up at the max) and binary choices (based on some menus of options). For example, the review might confirm that the case for QEII vs. other House of Lords decant options has not changed; and then focus on the trade-offs in relation to the form of decant to QEII
- **Ensure accountabilities for choices are clear:**
 - DA is accountable for value engineering (delivering same outcomes at lower cost / better value)
 - SB / funders are accountable for value management (trading-off outcomes vs. affordability)

The review team will undertake a combination of document reviews, interviews and workshops to analyse the current position, synthesise findings and bring forward potential recommendations for review and challenge by the Steering Group and Challenge Group.

ANNEX D: STRATEGIC REVIEW TEAM, STEERING GROUP AND CHALLENGE GROUP MEMBERS

Strategic Review team members

Sarah Johnson (Sponsor Body)	David Goldstone CBE (Delivery Authority)
David Yass (Consultant) – <i>lead</i>	Satish Luhar (Consultant)
Ian Anderson (Sponsor Body)	Aidan Talbott (Consultant)
Michael Torrance (Sponsor Body)	

Steering Group members

Liz Peace CBE	Chair, Sponsor Body
Mike Brown MVO	Chair, Delivery Authority
Sarah Johnson	Chief Executive Officer, Sponsor Body
David Goldstone CBE	Chief Executive Officer, Delivery Authority
Matt White	Programme Director, Delivery Authority
Rt Hon Damian Hinds MP	Sponsor Body member
Eric Hepburn CBE	Director of Security for Parliament (until end of 2020)

Challenge Group members

Liz Peace CBE	Chair, Sponsor Body
Mike Brown MVO	Chair, Delivery Authority
Nigel Evans MP	Deputy Speaker (on behalf of Mr Speaker)
Baroness McIntosh of Hudnall	Deputy Speaker (on behalf of the Lord Speaker)
Rt Hon Jacob Rees-Mogg MP	Leader of the House of Commons and Lord President of the Council
Rt Hon Baroness Evans of Bowes Park	Leader of the House of Lords and Lord Privy Seal
Lord Udny-Lister	Chief Strategic Adviser to the Prime Minister (until end of 2020)
Charlotte Simmonds	R&R Director, House of Commons (on behalf of the Clerk of the House of Commons)
Judith Brooke / Kate Meanwell	R&R Directors, House of Lords (on behalf of the Clerk of the Parliaments)
Isabel Coman	Managing Director of In-House Services and Estates (on behalf of the Director General of the House of Commons)
Cat Little	Director General, Public Expenditure, HM Treasury
Nick Smallwood	Chief Executive, Infrastructure and Projects Authority
Sir David Higgins	Independent member - <i>Chairman of Gatwick Airport, and former Chief Executive of Network Rail and the London 2012 Summer Olympics Delivery Authority</i>
Paul Lewis	Independent member - <i>Board member of Stanhope plc, the developer, investor and asset manager</i>

ANNEX E: OVERVIEW AND OUTCOME OF STAKEHOLDER ENGAGEMENT

Method

On 1 July 2020 Members of both Houses, their staff and Parliamentary staff were invited to make submissions to the strategic review, including in response to the following questions, by 7 August:

- 1) How should developments since the previous conclusions were drawn by the Joint Committee on the Palace of Westminster in 2016 – political, economic, commercial, social, technological, environmental or other – affect how the Houses of Parliament are restored and renewed?
- 2) In the interests of affordability and value for money, what compromises could be acceptable during the works, for example in relation to location, disturbance, ways of working, facilities and general working environment?
- 3) What balance should be struck between spending the minimum required to prevent a catastrophic failure from flood or fire and taking the opportunity to renew Parliament for the future, for example by improving accessibility or making any other improvements or enhancements to the Palace?
- 4) Are there any other matters which you think the review should take into account?

Staff of both Houses were given the opportunity to submit views in the same way as Members and their staff, with coordinated communications provided through the House administrations.

External stakeholders were also invited to make submissions regarding the first question, within the same timescales.

The following engagement activities also took place:

- Technical engagement with officials in both Houses, including an NEP workshop to consider alternative options
- Written Statement by the Sponsor Body spokespeople to both Houses inviting Members and their staff to make submissions (1 July)
- Tailored emails to all Members and Members' staff in both Houses, as well as Parliamentary staff, seeking input to the review (1 July)

Intranet article inviting parliamentary audiences to contribute to the review, including further background information (20 July – received 517 unique page views during call for submissions)

- Various articles in newsletters for Members of both Houses, Members' staff and Parliamentary staff (July – early August)
- Discussion with 1922 Committee led by Damian Hinds (15 July)
- House of Commons general debate initiated by Damian Hinds MP (16 July, 29 Members spoke, with 46 Members on the speakers' list)²
- Discussions by each party group in the House of Lords (Lord Best before the Crossbenchers on 8 July; Baroness Scott of Needham Market and Lord Carter of Coles, before the Liberal Democrat and Labour groups respectively, on 15 July; and Damian Hinds MP before the Association of Conservative Peers on 22 July)
- While not prompted by the strategic review, the House of Lords' discussion of the Private Notice Question by Lord Young of Cookham on 14 July and the Topical Oral Question by Lord Cormack on 22 July, concerning the possible relocation of Parliament outside London, indicated that there was limited support for such a possibility among Members of the House of Lords

² Those MPs on the list who did not get an opportunity to contribute were invited to make submissions to the Strategic Review instead by Damian Hinds MP on 16 July.

- Evidence to the Public Accounts Committee by the Sponsor Body and Delivery Authority CEOs, Clerks of both Houses and the Director General of the House of Commons (21 July)
- Discussion with the Press Gallery (30 July) and Members' staff unions (3 August)
- Ongoing engagement with Programme staff and officials from both Houses throughout the review to inform and test emerging themes and conclusions (June to October).

Ordinarily, drop-in sessions for Members of both Houses would also have been held across the Parliamentary Estate but the restrictions on access to the Parliamentary Estate as a result of the Covid-19 pandemic did not allow for this.

Parliamentary submissions

The strategic review received 191 submissions from parliamentary audiences, including 114 email responses, as well as 77 inputs from party group meetings and points raised during the general debate in the House of Commons. This includes submissions from Members of both Houses (75 Peers and 63 MPs), Members' staff (12 from both Houses), House of Commons staff (26), House of Lords staff (5), bicameral staff (6), two R&R Programme staff, as well as two submissions from third party occupiers on the Parliamentary Estate.

The table below shows key topics addressed in at least five responses or more than 2% of all contributions. The most prominent topics are described below. While many of the submissions concerned areas outside the scope of the strategic review, including suggestions about building requirements and design in 27% of submissions, these contributions may still inform the work of the Programme, including the preparation of the OBC.

- **Continue avoiding further delay to the Programme:** addressed in the highest number of submissions (54 or 28% of the total), urged to avoid further delay and continue with existing or slightly modified plans. Respondents emphasised the risks a delay could cause, including health and safety and increased cost. Many suggested that all due consideration has been already given to decant options and the Programme should continue as planned. Other submissions emphasised the need for the Programme to be insulated from changing political priorities.
- **Supporting full or partial decant:** Support for full or partial decant was expressed in a similar share of submissions (16% or 31 submissions respectively). Arguments for full decant cited that it remains the most cost-effective solution. Some respondents called to reevaluate and reduce space requirements due to changes in working patterns caused by the Covid-19 pandemic.
- **Alternative decant locations:** Around 27% of all submissions included suggestions for alternative decant locations for one or both Houses. 19% of respondents expressed clear views that moving the House of Lords far from the House of Commons (including York) was not practical or acceptable. This included arguments about the difficulty of implementing proper scrutiny and the lack of evidence for potential savings. 7% of contributors suggested alternative plans for decant locations in London, such as moving both Houses into the QEII Conference Centre or using St. Margaret's Church. In contrast, 6% suggested that one or both Houses could be relocated outside London, including locations like York or Dudley. Seven respondents (4% of all) also suggested that the Place of Westminster could become a museum post-restoration of the Palace, whereby both Houses should be moved permanently to a new location.
- **Existing plans for Richmond House:** the current plans for Richmond House were addressed in 24 submissions (13% of the total). 22 or 12% of respondents suggested that alternative and less intrusive solutions should be considered in the light of changes to ways of working caused by the Covid-19 pandemic. Alternative solutions included partial decant or a scaled-down version of the House of Commons Chamber. In contrast, two submissions (1%) were proactively in favour of current plans to redevelop Richmond House.
- **Ensure "value for money" and/or reduce cost by reviewing space and/or location requirements:** 23% of all submissions emphasised the need to ensure value for money,

particularly in the context of the current economic environment and the need to take account of public opinion. Many suggested that a way to achieve this is to compromise on decant accommodation requirements (such as the voting lobbies in the House of Commons).

- **Remote working requires reassessment of office space:** 31 submissions (16% of the total) called to reevaluate and reduce accommodation requirements due to changes in working patterns caused by the Covid-19 pandemic.
- **Virtual proceedings:** 12% of submissions suggested that virtual and / or hybrid proceedings of one or both Houses should be possible during decant. Around 5% of submissions expressed concerns or opposing views regarding virtual proceedings.
- **Use the opportunity to upgrade Parliament for the future:** this topic was addressed in 21% of all submissions. It included calls to go beyond the minimum requirements and use the opportunity to upgrade the palace for future generations.
- **Improve accessibility:** 32 submissions (17% of the total) suggested that the Programme should not compromise on accessibility and ensure accessibility to all groups.
- **Improve public engagement:** 7% of all contributions suggested improving public engagement, both in relation to further development of the Programme and more generally by upgrading Parliamentary buildings in a way which could facilitate more public engagement.

Contributions to call for submissions by aggregated topic and parliamentary audience group

Rank	Key topic	Contributions	% of all submissions	MPs	MPs' staff	HoC Staff	Peers	Peers' staff	HoL Staff	Bic staff	R&R staff	3rd Party Occup.
1	Continue avoiding further delay to the R&R programme	54	28.3%	18	1	7	24		3	1		
2	Ensure "value for money" by reducing space and accommodation	43	22.5%	17	1	8	14	1	2			
3	Use the opportunity to upgrade Parliament for the future	40	20.9%	8	2	8	15	2	2	3		
4	Improve accessibility	32	16.8%	5	4	13	7		2	1		
5	Remote working requires reassessment of office space	31	16.2%	2	1	15	10		1	2		
6	Supporting partial decant	31	16.2%	20	3	2	6					
7	Supporting full decant	30	15.7%	11	1	6	10		1	1		
8	Reconsider plans for Richmond House	23	12.0%	14		5	3			1		
9	Remote / hybrid HoL and/or HoC proceedings are possible during decant	22	11.5%	6	1	2	10	2	1			
10	Look into decision making process between SB, DA and Parliament	21	11.0%	7		5	6		2	1		
11	Moving the HoL far from the HoC (or York) is not acceptable or practical	19	9.9%	1			17		1			
12	Alternative locations in London	13	6.8%	2		5	3		1		1	1
13	Improve public engagement	13	6.8%	3		4	4			1		
14	Decant one or both Chambers to a location outside London	12	6.3%	3		2	6	1				
15	Ensure geographic diversity in the supply chain	10	5.2%	7			3					
16	Develop apprenticeships and other employment through the R&R	8	4.2%	4		2	2					
17	Modernise interior design / décor in the PoW	7	3.7%	3		3						1
18	Palace of Westminster could become a museum	7	3.7%			1	3	1	1	1		
19	Parliament must achieve net zero emissions target	7	3.7%	2		3	1			1		
20	Virtual scrutiny / proceedings are not preferable	6	3.1%				6					
21	Governance requires more clarity about finance	5	2.6%	4			1					
22	Preserve traditional interior and atmosphere	5	2.6%	2	1	1	1					

External submissions

Submissions were invited from any interested party on 'how developments – political, economic, commercial, social, technological, environmental or other – since 2016, when the Joint Committee on the Palace of Westminster drew its conclusions, should affect how the Houses of Parliament are restored and renewed.'

In total, seventeen submissions were received from external stakeholders, broken down as follows:

- Academic (8)
- Organisations promoting heritage or design (4)
- Developer/architect (3)
- Business group (1)
- Construction/engineering companies (1)

Five of the submissions included specific proposals for alternative schemes:

- Temporary accommodation for one or both Houses on Horse Guards Parade
- Temporary floating accommodation for both Houses on the River Thames
- Alternative approach to providing temporary accommodation for the House of Commons in Richmond House
- Alternative approach to renewing mechanical and electrical services in the Palace
- Temporary accommodation for two debating chambers on Victoria Embankment Gardens or other locations

Other topics covered in the submissions included:

- Urgency of Palace condition
- Managing costs of the Programme
- Importance of heritage conservation
- The need for the Palace to be more accessible and welcoming, for disabled people and more generally
- Relevance of Covid-19-related working practices to potential solutions
- Ensuring the restored Palace provides suitable accommodation for a 21st century legislature, its staff and visitors
- The contribution of public engagement to the success of the Programme
- Impact of the loss of the QEII building as a conference venue
- Maximising the Programme's legacy, including investing in skills, fostering innovation, and spreading economic benefit
- Environmental sustainability
- Changing Parliamentary culture

Deliberative panels

In order to understand more about the views of the general public with regard to the Programme, an independent research provider was commissioned by the Sponsor Body to convene a panel of 20 members of the public, who were broadly geographically and demographically representative, to discuss key questions about the Programme. The panel met virtually in small groups over two days (12 and 13 August) with sessions facilitated by a professional moderator.

Specifically, the panel was asked to consider topics around:

- General perceptions of and attitudes to the Palace of Westminster, home of the Houses of Parliament
- The nature and urgency of the issues the building faces
- The overall vision for the Programme
- The potential benefits of the Programme, and the balance between benefits and costs
- Expectations around decant accommodation

Feedback from the panel included:

- Prior to being provided with information, there were different levels of awareness among panel members of what Parliament's role is and of what happens within the Palace.
- Yet panel members felt that the heritage of the Palace is important, that the building is beautiful, and that it is a symbol of national identity. The building is considered important for UK tourism, and its status as a UNESCO World Heritage Site is valued.
- The building does not always feel personally relevant, or like it is a place for 'ordinary people'.
- Panel members were surprised and concerned by the poor condition of the building, and about problems such as access for disabled people.
- There was a greater support for the Programme amongst the panel members after understanding the urgent need for repair.

- Potential benefits associated with the Programme that were particularly valued by panel members included: the preservation of a historic and beautiful building; creating jobs and training opportunities for people working on the Programme; making the building more welcoming and improving accessibility for everyone, particularly disabled people; and safeguarding the health and safety of all those who work in the building.
- However, the cost of the Programme was a key factor for panel members, particularly in the context of the current Covid-19 pandemic, rising unemployment and other demands on public spending.
- There were also strong feelings that the building should retain its original iconic appearance, but also prioritise emergency and disabled access, as well as being structurally safe.
- When considering the decant phase of the Programme, cost was a principal factor for panel members. Other considerations, such as visitor access and the look and feel of the temporary accommodation, came secondary to cost. Panel members were open to Parliament adopting different ways of working to facilitate decant.

This feedback helped to inform the development of the Sponsor Body's Public Engagement Strategy.

ANNEX F: CURENT STRATEGIC THEMES AND GOALS

PALACE OF WESTMINSTER RESTORATION & RENEWAL PROGRAMME VISION AND STRATEGIC THEMES

The Vision for the Palace of Westminster Restoration & Renewal Programme is to *'transform the Houses of Parliament to be fit for the future as the working home for our Parliamentary democracy, welcoming to all and a celebration of our rich heritage'*

In so doing, the Programme will:

- Repair the services in the Palace of Westminster in a comprehensive and strategic manner.
- Be mindful of demands on public expenditure, apply high standards of cost-effectiveness and demonstrate value for money.
- Include a full and timely decant of the Palace of Westminster, representing the most cost-effective option for delivering the programme.
- Guarantee in legislation that the historic Palace of Westminster is the home of Parliament and that the two Houses should return to their historic chambers, as soon as possible following the work.

	Health, Safety & Security	Functionality & Design	Accessibility & Inclusion	Sense of History	Sustainability	Time and Value for Money
	<i>Ensure high standards of health, safety and wellbeing and provide appropriate protection for the building and those in it</i>	<i>Deliver a building which supports Parliament's core function as a working legislature, both now and in the future using high-quality design and technology</i>	<i>Open up the Houses of Parliament, improve access and encourage a wider participation in the work of Parliament</i>	<i>Conserve and enhance the fabric of the Houses of Parliament and build appreciation of its rich history</i>	<i>Deliver a refurbishment programme that minimises but also facilitates future maintenance and improvement, that ensures efficient and responsible resource consumption, and that provides for the development of national construction and craft skills</i>	<i>Deliver on time and maintain a relentless focus on delivering value and being on budget through the control of costs</i>
THE RESTORED PALACE WILL... / THE PROGRAMME WILL...	<p>1.1. Fire: Protect the Palace from the risk of fire during construction and subsequently in-service.</p> <p>1.2. Safe build/operate: 'Everyone goes home safe': commit to preventing injury and proactively managing risks during design, construction and in-service operation with 'smart solutions' for operational delivery.</p> <p>1.3. Health: Proactively manage the health and wellbeing of all those involved in the programme to the highest standards.</p> <p>1.4. Safe/secure for users: Deliver safe and secure facilities by design for all Palace users.</p> <p>1.5. Asbestos: Achieve an asbestos risk-free Palace of Westminster and safe disposal of any asbestos removed.</p>	<p>2.1. Logistics: Provide sustainable logistic solutions to support modern construction methods and the effective long-term operation of the Palace on completion.</p> <p>2.2. Legacy: Develop flexible legacy uses for acquired decant buildings which reflect the changing needs of Parliament.</p> <p>2.3. Working Environment: Create a flexible, effective and enjoyable working environment in the Palace.</p> <p>2.4. Procedure: Help facilitate any procedural changes that may be requested by either House.</p> <p>2.5. Technology: Mitigate the constraints that the Palace places on the use of technology.</p> <p>2.6. Innovation: Deliver operational efficiency and longevity: an exemplar for heritage, best in class refurbishment, and the built environment.</p>	<p>3.1. EDI: Equality, diversity and inclusion is central to the programme: provide opportunities for all, recognising differences in an open and safe environment.</p> <p>3.2. Workspace: Create flexible and accessible workspaces, fit for now and future proofed as far as possible.</p> <p>3.3. Shared spaces: Provide space in the Palace for Members of both Houses to meet constituents, the public and the media.</p> <p>3.4. Connecting: Reconnect people from across the UK with their Parliament through improved education and visitor facilities, physical and digital access.</p> <p>3.5. Access: Provide exemplary standards of access for everyone.</p> <p>3.6. Participation: Ensure the building enables public engagement with the proceedings and wider activities of the two Houses.</p>	<p>4.1. Accretions: Remove unsightly accretions to the Palace, providing alternative facilities elsewhere as needed.</p> <p>4.2. Heritage: Acknowledge the significance of Parliament's heritage, while embracing the opportunity for change and flexibility.</p> <p>4.3. Icon: Maintain the status of the Palace of Westminster as one of the world's iconic buildings and its role as the universally recognised home of the UK's Parliament.</p> <p>4.4. Value: Recognise the value of the building and conserve and enhance it.</p> <p>4.5. Conserve: Conserve and safeguard heritage collections, taking into account the needs and requirements of both Houses.</p> <p>4.6. People: Help Parliament to connect people with the past, present and future of parliamentary democracy through engagement with its rich heritage.</p>	<p>5.1. Environment: Optimise the environmental impact of the Palace of Westminster in construction and in operation, including efficient and responsible energy usage and waste recycling.</p> <p>5.2. Skills: Develop the required knowledge and skills and inspire talent nationwide in traditional and emerging professions and trades to deliver a successful programme and secure a legacy for future generations.</p> <p>5.3. Economic impact: Create economic opportunity across all the regions of the UK and improve UK export potential.</p> <p>5.4. Procurement: Procure in a manner that drives sustainable approaches to natural resources and economic opportunities throughout the supply chain.</p> <p>5.5. Resilience: Minimise the possibility of the critical loss of any dependencies within the scope of the programme.</p>	<p>6.1 Outcome: Achieve a reliable and timely programme which delivers benefits and efficiencies and minimises adverse impact on stakeholders.</p> <p>6.2 Governance: Put in place substantive governance: a Sponsor Body and Delivery Authority.</p> <p>6.3 OBC: Deliver Outline Business Case on time.</p> <p>6.4 FBC: Deliver Full Business Case on time.</p> <p>6.5 Palace planning: Deliver successful Palace planning application on time.</p> <p>6.6 Palace use: Minimise the time that the Palace is out of use.</p> <p>6.7 Palace completed: Complete Palace facilities and hand over on time.</p> <p>6.8 Palace cost: Ensure cost of Palace restoration & renewal is achieved on budget.</p> <p>6.9 Operating/capital costs: Optimise operating and capital costs through a focus on whole-life costing; and achieve operating cost targets.</p>

ANNEX G: FURTHER EVIDENCE OF DISRUPTION FROM RECENT PALACE WORKS

The review team collected evidence of disruption to recent works programmes within the Palace of Westminster through consultation with staff and close-out reports. The findings can be grouped into a number of recurring themes across the projects. Mitigation notes have been added where appropriate and where they would relate to the Palace remaining occupied during the works:

Theme	Description (extracts from existing reports)	Evidence (from existing reports)	Mitigation Notes (where applicable to R&R works)
Growing use of the Palace	To avoid disturbing Members and staff, major works programmes try to operate outside of 'normal working hours'. However the growth in the 24/7 culture means many onsite business activities now operate beyond normal working hours. Saturdays are busy with commercial tours, weddings and other events. Hansard production plus coverage of political TV programmes (followed by production of digital newsprint) also occurs during weekend hours. Requests to film on site are also regular. Catering are now just as busy during recess periods as at any other time. August is the busiest month for Tours who operate every weekday during the month. All of the above activity has gradually squeezed down the time for major building works. In addition shutdowns of some services can now only take place in extremely limited time slots.	The Courtyards Programme The Westminster Hall Project The Medium-Term M&E Programme The M&E programme found ways of reducing its intrusiveness through measuring noise / vibration / dust levels, adopting night time working as the norm, working with incomplete surveys (due to partial access) and fading as much as possible into the background. This option would not be tenable for a major programme such as R&R.	Palace use would have to be limited to 'Core Activity' only, and thereby exclude ALL non-core activity. There would need to be a clear definition of 'Core Activity' across both houses with formal agreement and communication
Authorisation to start and stop work	Both Houses are at the 'negotiation, debate and consensus seeking' end of the cultural spectrum where the decision making process is not always transparent to others. Major works programmes/construction projects are usually at the 'command and control' end of the spectrum; they involve detailed operational scheduling (e.g. just in time deliveries) and require a clear cut decision making hierarchy. The negotiation/consensus approach obviously works well for the business of both Houses but it has caused difficulties in supporting the delivery of major works programmes. For example: <ul style="list-style-type: none"> - The different starting assumptions and expectations of internal stakeholders and project teams about what the organisation thinks is most important. - The range of internal stakeholders able to stop works (with no clear decision 	The Courtyards Programme The Westminster Hall Project The Medium-Term M&E Programme A significant feature of the M&E programme has been the number of times works were stopped at the last minute by internal stakeholders. Although the impact of these decisions was not quantified their cumulative effect on cost and timescales was thought to be	'Parliament would need to identify to project teams the identity of key people in the early stages of a programme including a central map of stakeholders with Stop/Start authority. This may include identifying those internal stakeholders for each House from whom concerns may be referred to those with Stop/Start authority.

	<p>making hierarchy or escalation processes which others can follow)</p> <ul style="list-style-type: none"> - There was often an assumption that avoiding disturbance of building users was more important than timescales. - Inconsistent decision making: the ability of internal advisers to subsequently change their minds after their initial advice has already been acted upon; - lack of a mechanism to quickly resolve differences between internal teams when decisions are required. <p>Decisions are not always made according to a set of consistent, transparent 'rules'. Consequently, it is not always clear (even to Parliamentary staff) who holds 'start/stop' authority. In practice this is often only discovered at the point of implementation.</p> <p>The reality is that all large works programmes will have to deal with a myriad (40+) of internal stakeholders many of whom possess some but not total authority and are therefore able to stop or delay works without having the responsibility to account for the delay. This is not to imply that past decisions have been irresponsible, but to say that currently end users may not always be aware of the wider consequences of their 'stop/delay' decisions and there is no system in place to decide at the time (i.e. on the day whether the full consequences of a delay or of proceeding are properly understood and which might be corporately more of a priority.</p>	significant (in one example it was several months before the work could be rescheduled).	A mechanism of 'on-the-day' decision making by those with Stop/Start authority to adjudicate over the consequence of delay or of proceeding.
Complicated shutdowns	System shutdowns are complicated by issues with as-built documentation which means it is not always possible to anticipate which systems will be affected. Various technicians/engineers also need to be on site to ensure systems affected by the shutdown are working properly again (for example power shutdowns affect lifts, fire alarms, fridges, computers to name but a few of the potentially affected systems). This rebooting and testing process eats into the sole 4.5 hour slot available each week for shutdowns, as do enabling works which may be needed before main works can begin.	The Medium-Term M&E Programme	
Logistical Bottlenecks	<p>The volume of works exacerbates major bottlenecks that already exist including access and storage and contractors' onsite accommodation.</p> <p>Currently:</p> <ul style="list-style-type: none"> - large items are being moved daily in and out of important heritage areas, increasing the risk of damage - kit being regularly moved from platforms at height (on scaffolding), increasing health and safety risk 	<p>The Courtyards Programme</p> <p>The Westminster Hal Project</p> <p>The Medium-Term M&E Programme</p>	

	<ul style="list-style-type: none"> - daily shipping of items off and back onto site, exacerbating pressure on access and security. <p>There is currently a chronic shortage of contractor accommodation. Constant competition currently exists between projects and programmes with each left to try and find 'creative solutions', sometimes even passing the problem over to their contractors and putting Construction Design and Management Regulations 2015 (CDM) requirements under stress</p>		
Heritage and Asbestos	Complexity is significantly increased by the challenge of delivering in an occupied heritage building full of asbestos. The learning from M&E is that Heritage and Asbestos are ubiquitous and more often than not occur together.	The Medium-Term M&E Programme	The first major task facing R&R (before other works can begin) will be the removal of asbestos without damaging the heritage of the building. Experience from the M&E programme (and others) suggests this will be a gargantuan undertaking. The capacity of asbestos removal contractor(s) to meet demand may also need to be evaluated.
Clarity over the full extent of disruption	In the past there has been a lack of openness and trust about the number of stages where disruption will occur (e.g. surveys, enabling works, main works, snagging, checking) which has damaged trust.	The Courtyards Programme Westminster Hall The Medium-Term M&E Programme In the M&E programme limited access led to incomplete surveys and thus tendering of necessarily incomplete designs. A substantial amount of redesign work was then required (once full access was possible and surveys were complete). Other programmes have experienced similar issues due to lack of initial access. The net result is more cost, delay and disruption in the long run.	Setting Medium Term Programme – Realistic expectations at the outset and then delivering against these would be an essential to building this trust.

<p>The need for surveys</p>	<p>Full access is required at the outset to complete surveys before main works are tendered. Whilst this should reduce the overall level of disruption in the long run, the survey works themselves are frequently very disruptive and invasive to Parliamentary business.</p> <p>Programmes will need to plan for higher levels of initial disruption and develop contingency plans for stakeholders when unknowns delay return to normal operation.</p> <p>A lack of relevant documentation results in a very high reliance on surveys.</p>		
<p>Procurement</p>	<p>Fixed price procurement approach only works when the scope is fixed. The amount of unknowns and discoveries in most programmes delivered in the Palace are for a variety of reasons (as evidenced by the Medium-Term M&E Programme) but multiple scope changes that drive in additional cost would be mitigated if full surveys could be undertaken at the outset, even if this usually requires asbestos removal and/or some enabling works</p>	<p>The Courtyards Programme Westminster Hall</p>	

ANNEX H: SCOPE OF WORK CONDUCTED BY BURO HAPPOLD

Independent professional advice is to be procured to determine if a fully vacant Palace of Westminster is required to enable the replacement and renewal of all mechanical and electrical systems. If full vacancy is not required, to indicate what level of function could be reasonably accommodated during the works. This engineering led view will form part of the Strategic Review and will be based on existing evidence produced for the Joint Committee, recent works records, latest survey information, and on-site familiarisation visits.

ANNEX I: QUALITATIVE ANALYSIS – APPROACH AND SUMMARY OF RESULTS FOR DECANT LOCATIONS

To assess the viability and promise of different decant options the Strategic Review team developed a Microsoft Excel spreadsheet to record the detail of options and score them against (in the main) the baseline options of the existing Richmond House and QEII proposals.

Each option was assessed against the following fourteen criteria developed using a range of sources including the vision and Themes and Goals for the R&R Programme, requirements in the Joint Committee report, and, general elements of importance in delivering any decant facility (such as security, constructability, and cost). These criteria (grouped into the categories of deliverability & planning, cost, and impact on Parliamentary operation & business), along with the weightings allocated to each criteria (developed by the team and tested through assurance and sensitivities), are described below:

Deliverability & planning	<ul style="list-style-type: none"> • Timescale & constructability: considers the challenges of space and the delivery of construction. 	40%
	<ul style="list-style-type: none"> • Interventions to achieve necessary security: outlines the impacts on the wider area of delivering the required security standards. 	40%
	<ul style="list-style-type: none"> • Town planning considerations including building heritage: considers the likelihood of achieving planning permission, including listed building impacts. 	15%
	<ul style="list-style-type: none"> • Displacement: outlines the level of disruption an option would cause to any existing site's operations. 	5%
Whole life cost	<ul style="list-style-type: none"> • Capital costs: the cost of building the decant scheme, excluding inflation. 	30%
	<ul style="list-style-type: none"> • Operating costs: a qualitative outline of the things that are above and beyond the current operational costs of the Parliamentary estate. 	10%
	<ul style="list-style-type: none"> • Residual value to the public purse: a qualitative assessment of the likelihood of achieving some financial return on investment. 	30%
	<ul style="list-style-type: none"> • Design maturity: recognises scheme design levels will differ and aims to help balance off this inequality. 	30%
Impact on Parliamentary operation	<ul style="list-style-type: none"> • Proximity of chambers & to Whitehall: considers the requirements of proximity outlined in the Joint Committee report. 	20%
	<ul style="list-style-type: none"> • Operation of core Parliamentary activity: assess the impacts on primary activities such as debates and committee hearings. 	30%
	<ul style="list-style-type: none"> • Space and ways of working for Members: primarily focussed on the provision (or lack of) office accommodation within a decant location. 	20%
	<ul style="list-style-type: none"> • Provision of supporting services: considers impact on other important services such as catering and media space. 	10%
	<ul style="list-style-type: none"> • Public access & participation: looks at public's ability to engage with Parliament and Parliamentarians, including disabled access. 	10%
	<ul style="list-style-type: none"> • Capacity for residual use by the Parliamentary estate: assessment of the ongoing value to the Parliamentary estate (for master planning). 	10%

Scoring system

Each criteria was given a score between 0-4 (zero being the lowest) unique to that topic. This was then multiplied by the weighting to contribute to the total score for that category and subsequently to the total score for that scheme. The approach of scoring and weighting was designed to try and remove the risk of any single item determining the outcome of a schemes assessment. The only exception to this is in relation to ‘space and ways of working for Members’, whereby if a scheme fails to ensure that MPs offices and the core facilities (namely the debating chamber and committee rooms) are within a secure perimeter, it is deemed as not meeting the minimum security requirements [REDACTED]. This did not however mean that other criteria were not scored, and as such any scheme that fails on this criteria is still given an overall score so as to not miss a potentially good decant solution that may need further work to achieve security standards.

The scoring system was refined and redeveloped over time as more schemes were added to ensure it could encapsulate the different nuances of schemes, and that the system fairly reflected different scenarios.

Sensitivities – criteria weightings

In order to test the impact of difference criteria weightings on the overall scores of the top scoring decant options the following alterations were made to weightings:

	Richmond House 1	Richmond House 1A	Richmond House 1B	Horse Guards Parade 8	QEII 2	QEII 2A	QE2B	Horse Guards Parade 7C	Northern Estate 3A	QEII co-location 2D
Original weighting scores	8.6	8.3	6.75	6.3	8.2	7.4	6.8	6.65	16.2	14.6
Increase ‘town planning considerations including building heritage’ to 30%, reducing ‘interventions to achieve necessary security’ (which would include town planning considerations) to 25%.	8.3	8	7.2	6	8.5	7.7	7.1	6.35	15.6	15.5
Increase ‘operating costs’ to 30% (to be equivalent to ‘capital costs’ and ‘residual value’), reducing ‘design maturity’ (as the only non-measure of whole life costs) to 10%.	8.4	8.3	6.15	6.3	7.8	7.4	6.8	7.05	16.6	14.6
Increase ‘Operation of core Parliamentary activity’ to 40% (as the single most important requirement), reducing ‘Proximity of chambers & to Whitehall’ to 10% (reducing the impact of being away from Westminster).	8.5	8.2	6.45	6.2	8.1	7.2	6.6	6.55	15.8	14.4

Increase ‘town planning considerations including building heritage’ and reduce ‘interventions to achieve necessary security’: As would be expected those that have a lesser heritage impact (and equally with lesser planning approval risk) improve in score – namely Richmond House 1B. However, the improvement is not enough to alter the outcomes as other schemes, whilst falling in score, do so only a small amount. As all the QEII options have no heritage impacts and lesser planning risk than the Richmond House

options, every score improves. Most interestingly, co-location options have the biggest change – mainly due to the Northern Estate 3A option including the heritage and planning risk negatives of the Richmond House 1 scheme. As such, the QEII scheme – 1.6 points short of the Northern Estate 3A option under original scoring – almost achieves parity.

Increase 'operating costs' and reduce 'design maturity': The most significant impacts are on the existing Richmond House and QEII options which are well developed relative to most others, and therefore suffer the most loss by reducing the score of 'design maturity'. With data on 'operating costs' limited and most schemes scoring very similarly across the board, the alteration of parity across the cost and benefit measures has little real affect for the purposes of this qualitative analysis. Given the significant variance in schemes and their development, 'design maturity' remains an important guide to likelihood of costs.

Increase 'operation of Parliamentary business and operation' and reduce 'proximity of chambers and to the Whitehall': The scores of every scheme fall, albeit a small amount in most. The most useful aspect shown by this alteration is the further highlighting of the schemes with compromises on facilities – namely Richmond House 1B and Northern Estate 3A Co-location. Whilst the scores of these two options reduce the most compared to the others in the table, the overall reduction is still small. An alternative sensitivity was tested whereby the criteria 'space and ways of working of Members' was reduced to 10% instead of 'proximity of chambers and to Whitehall', to see if there was any difference and whether space trade offs would make a difference. However, results were relatively similar to those found in the alteration described above.

Data limitations

Data availability varies significantly between schemes. Those currently being developed by the Delivery Authority have far more information than those that have had previously been developed to an outline specification (such as reports produced for the Joint Committee Report in 2016), new proposals received from third parties where there is no clear specification, and location ideas only. To manage this issue, in all cases where data limitations were an issue, scoring was (as far as reasonable) generous in assuming what could be achieved within the space available. This approach was to try and reduce the risk of any unconscious bias towards existing schemes and ensure that a broad range of schemes could be assessed.

Assurance

With any qualitative analysis there is an Inherent amount of subjectivity in the scoring and therefore the outcomes. The spreadsheet used to record and assess options was tested internally within the Strategic Review team, others on the review's Steering Group and shared with others within the Sponsor Body. In addition, the spreadsheet was also shared with Parliamentary colleagues, particularly in relation to security and the former Northern Estate Programme, to further test assumptions and scores to ensure that any major variances from previous analysis or opinion could be reviewed and tested.

Importantly, the purpose of the qualitative assessment was not to determine the best solution but to help identify what schemes should be taken forward for quantitative assessment. In reality, a number of schemes in addition to the very top scoring ones were also assessed quantitatively to truly compare and contrast options.

House of Commons – Summary of decant locations qualitative assessment

Scheme	Deliverability & planning	Whole life costs	Impact on Parliamentary operation & business	Total
<p>Richmond House full <i>NEP SR 1</i></p> <p>Demolition and redevelopment of Richmond House combined with other buildings on the Northern Estate to accommodate the SOAR – including 16 Committee rooms (including 4 in Portcullis House), 66 press desks, unescorted public access, catering, other functions, and all MPs and staff on site.</p>	<p>The demolition of a Grade II* listed building adds significant risk to delivery. However, being inside the secure perimeter is a large benefit.</p>	<p>The estimated capital cost for economic assessment [REDACTED]. This scheme has significant revenues over the long term through the Grade A office space created behind the secure perimeter allowing a reduction in commercial leases off the Parliamentary estate.</p>	<p>Designed to deliver against the SOAR, this scheme delivers significant facilities and in several areas improvements, however the scheme provides approximately one third less space than the existing Palace.</p>	
	2.3	2.7	3.6	8.6
<p>Richmond House - semi demolition <i>NEP SR 1A</i></p> <p>Partial demolition and redevelopment of Richmond House – resulting in a shortfall of space of 4,539m2 (compared to NEP SR1) – delivering the same as NEP SR1 in terms of chamber, lobbies, committee rooms and public access, but with 606 (47%) fewer staff on site, no retail, escorted public access only, and no gym.</p>	<p>Lesser demolition of Grade II* listed building reduces planning and delivery risk. [REDACTED]</p>	<p>Slightly cheaper capital costs compared to NEP SR1 – but lower design confidence due to less development work balances scores out.</p>	<p>Not SOAR compliant as reduced space means 47% of MPs staff located elsewhere. Equally less office space for residual use.</p>	
	2.85	2.7	2.4	7.95
<p>Richmond House – no demolition <i>NEP SR 1B</i></p> <p>No demolition of Richmond House (chamber in existing courtyard footprint) – resulting in a shortfall in space of 8,515m2 (compared to NEP SR1) - chamber with very restricted division lobbies, no committee rooms, 1,135 (87%) fewer staff on site, no public access, 50% fewer press desks, no gym, reduced catering and no energy centre.</p>	<p>A simpler-to-deliver scheme in terms of planning consent. However, loss of key facilities (such as committee rooms) [REDACTED]</p>	<p>Much lower capital expenditure as essentially refitting the current building. However residual values are lower due to smaller volume of office space compared to NEP SR1.</p>	<p>Not SOAR compliant. The very significant reduction in facilities including committee rooms means this scheme cannot accommodate core functions of Parliament.</p>	
	2.35	3.1	1.3	6.75

<p>Richmond House (NEP) – NEP SR 1C</p> <p>A new commons chamber (and some public spaces for access) within Richmond House Courtyard, but without demolition of the Grade II* listed building. Compromised division lobbies and limited visitor access. No provision for committee rooms and MP/ staff accommodation. While some could fit in other parts of the building there would likely be a shortfall in space similar to 1B.</p>	<p>Chamber does not fit into courtyard without significant reductions in size, including ceiling height which does not allow M&E equipment. No heritage impacts mean planning would be easier. However, loss of key facilities (such as committee rooms) [REDACTED]</p>	<p>Significantly lower cost estimate – however, design maturity at early stage. Costs are for chamber only and fail to factor wider building redevelopment costs.</p>	<p>Not SOAR compliant. The very significant reduction in facilities including committee rooms means this scheme cannot accommodate core functions of Parliament.</p>	
	2	1.9	1.4	5.3
<p>Foreign, Commonwealth and Development Office FCO SR 4B</p> <p>Provision of a debating chamber and committee rooms in a temporary structure within the courtyard, and immediate (1&2 minute) adjacencies to support the chamber and debates provided by taking 54% of space the main building.</p>	<p>Temporary courtyard structure relatively simple to deliver. Would require ingress into Grade I listed building at first floor, requiring at least temporary interventions. [REDACTED] Full displacement of FCO staff. [REDACTED]</p>	<p>Higher capital costs than NEP SR 1, and a low design maturity level. Very limited residual value through building upgrades. Majority of interventions must be temporary to not impact heritage of the main building.</p>	<p>Provision for [REDACTED] accommodation on site, but still required development of Northern Estate. Likely limited provision for wider services (such as catering) or press facilities. No residual value to Parliament.</p>	
	1.5	0.8	2.1	4.4
<p>Foreign, Commonwealth and Development Office FCO SR 4C</p> <p>Provision on a debating chamber and committee rooms in a temporary structure within the courtyard, as well accommodation for all MPs and their staff on site and other elements of the Northern Estate, taking 100% of the main building.</p>	<p>Temporary courtyard structure relatively simple to deliver. Would require ingress into Grade I listed building at first floor, requiring at least temporary interventions. [REDACTED] Full displacement of FCO staff.</p>	<p>Significantly higher capital costs than NEP SR 1, and a low design maturity level. Very limited residual value through building upgrades. Majority of interventions must be temporary to not impact heritage of the main building.</p>	<p>Provision for all MPs and their staff. Likely limited provision for wider services (such as catering) or press facilities. No residual value to Parliament.</p>	
	1.9	0.8	2.6	5.3

<p>HM Treasury building <i>HMT SR 5B</i></p> <p>Erecting a 4-storey temporary structure in the eastern courtyard containing a chamber (including lobbies) and committee rooms, all enclosed by a new glazed roof, and taking 44% of the main building.</p>	<p>Temporary courtyard structure relatively simple to deliver (although space is constrained). Would require ingress into Grade II listed building [REDACTED]</p> <p>[REDACTED] Displaces around 684 staff (assuming planned move of 1,200 staff continues)</p>	<p>Very significantly higher capital costs than NEP SR 1, and low design maturity. Little residual value to the public purse, with courtyard glazing being the only element of long-term benefit.</p>	<p>Provision for [REDACTED] accommodation on site, but still required development of Northern Estate. Likely limited provision for wider services (such as catering) or press facilities. No residual value to Parliament (building operated under PFI).</p>	
2.45		0.7	1.9	5.05
<p>HM Treasury building <i>HMT SR 5C</i></p> <p>Erecting a 4-storey temporary structure in the eastern courtyard containing a chamber (including lobbies) and committee rooms, new central lobby, all enclosed by a new glazed roof, and taking all the building to accommodate other elements of the Northern Estate.</p>	<p>Temporary courtyard structure relatively simple to deliver (although space is constrained). Would require ingress into Grade II listed building. Displaces around 3,800 Civil Servants (assuming HMRC 1,200 move happened).</p>	<p>Very significantly higher capital costs than NEP SR 1, and low design maturity. Little residual value to the public purse, with courtyard glazing being the only element of long-term benefit.</p>	<p>Provision for all MPs and their staff. Improved public accessibility and space. Some provision for wider services (such as catering) or press facilities. No residual value to Parliament (building operated under PFI).</p>	
2.35		0.7	2.4	5.45
<p>Horse Guards Parade <i>HGP SR 7B</i></p> <p>A new temporary 6-storey building (151m x 60m) building specifically for the Commons chambers (and functions) and accommodation delivering a net internal area of 16,757m2</p>	<p>Proposal claims that pre-fabrication offsite would mean simple build and quick delivery time. [REDACTED] May be limitations on ground loading due to services underneath (building on floating raft). Site within flood zone 3 and has significant (albeit temporary) impacts on Grade I listed park. [REDACTED]</p> <p>[REDACTED] Displacement of a number of ceremonial events.</p>	<p>Similar capital cost to NEP SR 1 (when adjusted with risk, OB, etc) with low design maturity. No residual value to the public purse, but price does include disassembly costs.</p>	<p>Very significant shortfall in space compared to NEP SR 1 (circa 5,000m2 excluding MPs' staff), meaning MPs unlikely to be fully accommodated on site and would be housed on the Northern Estate. [REDACTED] Including MPs onsite would mean significant reductions in core functions.</p>	
2.25		1.1	1.7	5.05
<p>Horse Guards Parade (2019) <i>HGP SR 8</i></p> <p>SOAR compliant 6-storey bespoke modular building on the Grade I listed parade ground, providing the chamber,</p>	<p>A modular offsite build could be easy to deliver. May be limitations on ground loading due to services underneath (building on floating raft). Site within flood zone 3 and has significant (albeit temporary) impacts on Grade I listed park. [REDACTED]</p>	<p>Very expensive scheme (almost double NEP SR 1) with no residual value to the public purse. Low level of design maturity.</p>	<p>Designed to deliver decant for entire Northern Estate, with improved facilities in some areas. But must be dismantled once used – no residual use for Parliament.</p>	

committee rooms and full accommodation for the House of Commons and the Northern Estate.	<p>Displacement of ceremonial events.</p>				
		2.25	1.7	3.	6.95
<p>Westminster Hall <i>WH SR 10</i></p> <p>Building a temporary debating chamber inside the Hall.</p>	<p>The Hall's existing Yorkshire stone slab floor and unreinforced concrete rafts that support the walls are unlikely to be able to support the weight of even a reduced spec chamber, without ground piles (resulting in historic ground disturbance likely to cause delays and issues). Chamber would have to be sealed inside a heat and moisture proof box to ensure protection of the timber roof. Would also have significant impact R&R works (such as asbestos removal).</p>	<p>Capital costs unknown, but due to smaller scale of build (chamber only) assumed significantly lower than baseline (although with no design maturity). Grade I listing of the Hall means it must be returned to its original state – therefore no additional value from the investment.</p>	<p>Still requires redevelopment of Northern Estate as assumes facilities (such as committee rooms) are provided there. However, only provides one decant location, meaning another location would need to be developed outside the Palace for the period of full vacation.</p>		
		2.1	1.2	2.5	5.8
<p>Portcullis House <i>PH SR 11</i></p> <p>Convert the atrium into a like-for-like Commons chamber including division lobbies (9,290m2 Gross Internal Area)</p>	<p>Chamber would need to be on first floor mezzanine level to provide clearance from Westminster Tube station underneath and to fit division lobbies (impacting on current committee rooms). Unclear whether LUL station roof can support additional chamber weight.</p>	<p>Unknown - however, conversion costs assumed to significantly cheaper than NEP SR 1 due to smaller scale build and no heritage protection issues. Building would be returned to previous state following decant, therefore no residual value to the public purse from investment. Spatial design concept only.</p>	<p>Loss of four committee rooms, reduced public access (to save office space), and likely reduction in other facilities such as press and media. Assumes that displaced MPs can be accommodated elsewhere on the Northern Estate.</p>		
		1.9	2.1	2.2	6.2
<p>City Hall <i>CH SR 20</i></p> <p>Convert the existing GLA chamber to a temporary Parliamentary chamber and use the remaining building to provide other essential facilities and office space where possible.</p>	<p>Chamber can fit in existing GLA chamber area (437m2) on first floor, although would mean loss of division and other lobbies.</p> <p>Assuming lease available from end 2021, therefore no displacement impacts.</p>	<p>Unknown – but assumed to be slightly better than NEP SR 1 as no demolition. Fit out costs would be in addition to an annual rent.</p> <p>Assumed higher operating costs due to distance to Westminster and accommodation. Space would be rented so no residual value to the public purse. Spatial concept only.</p>	<p>Space restrictions</p> <p>Distance from Northern Estate accommodation means significant impacts on ways of working. Committee rooms would have to be provided elsewhere. Limited other facilities and public access due to space limitations.</p>		
		1.2	0.8	1.3	3.3

City Hall <i>CH SR 20A</i> Construct a temporary chamber in the lower ground floor and use the remaining building to provide other essential facilities and office space where possible.	Sufficient space to convert current public spaces on lower ground floor into chamber with all lobbies, and some essential staff. Would require alteration of layout but retains existing office space and re-purposing of current GLA chamber into offices or other use. [REDACTED] [REDACTED] Assuming lease available from end 2021, therefore no displacement impacts.	Unknown – but assumed to be slightly better than NEP SR 1 as no demolition. Fit out costs would be in addition to an annual rent [REDACTED]. [REDACTED] Assumed higher operating costs due to distance to Westminster and accommodation. Space would be rented so no residual value to the public purse. Spatial concept only. Very low design maturity.	Space restrictions [REDACTED] [REDACTED] Distance from Northern Estate accommodation means significant impacts on ways of working. Committee rooms would have to be provided elsewhere. Very limited other facilities and public access due to space utilised as office space.	
	1.6	0.8	1.3	3.7

House of Lords – Summary of decant locations qualitative assessment

Scheme	Deliverability & planning	Whole life costs	Impact on Parliamentary operation & business	Total
Queen Elizabeth Conference Centre – Brief led <i>QEII SR 2</i> Full replacement of the Mechanical and Electrical (M&E) equipment and full internal redesign – including nine committee rooms, 651 Peers [REDACTED], catering space for 515 covers, extensive accommodation at level 6 and atrium redesign.	Relatively straightforward build. [REDACTED] No heritage impacts, but displacement of conference facilities.	High capital costs. Assumed (for scoring) that M&E replacement would be a benefit to the public purse.	Designed to meet Lords’ requirements and includes improvements to some facilities (compared to Palace). However, no residual use for Parliament.	
	2.8	2.6	2.8	8.2
Queen Elizabeth Conference Centre – Reduced brief <i>QEII SR 2A</i> 85% replacement of the Mechanical and Electrical equipment and minimal internal redesign – including	Relatively straightforward build made easier through lesser internal restructuring. [REDACTED] No heritage impacts, but displacement of conference facilities.	Slightly lower capex than QEII SR 2. However, lower benefits from M&E and fabric improvements, and lower design maturity.	Reduction in space (due to lesser fabric changes) means reductions in office space [REDACTED] as well as touchdown workspace [REDACTED] Better accessibility due	

<p>nine committee rooms, 651 Peers [redacted] catering space for 360 covers, and no atrium.</p>	<p>2.8</p>	<p>2.3</p>	<p>to renovations. No Parliamentary residual use.</p> <p>2.3</p>	<p>7.4</p>
<p>Queen Elizabeth Conference Centre - minimum intervention <i>QEII SR 2B</i></p> <p>Essential mechanical and electrical equipment upgrade only and minimised internal redesign – including nine committee rooms, 488 Peers [redacted] catering space for 360 covers, no atrium, and reduced accessibility.</p>	<p>Relatively straightforward build made easier through lesser internal restructuring and essential works to M&E only. [redacted] No heritage impacts, but displacement of conference facilities.</p> <p>2.8</p>	<p>Significantly lower capital costs compared to QEII SR 2, but a lower design maturity. However, assumed no residual value due to essential only M&E replacement.</p> <p>1.7</p>	<p>Reduction in space (due to lesser fabric changes) means reductions in office space [redacted] as well as touchdown workspace [redacted] Better accessibility due to renovations. No Parliamentary residual use.</p> <p>2.1</p>	<p>6.6</p>
<p>Foreign, Commonwealth and Development Office <i>FCO SR 4</i></p> <p>A replica chamber (including lobbies) and committee rooms are built as two temporary 4-storey structures on the eastern and western side the FCDO central courtyard, along with 25% of the main building’s net internal area on the eastern side of the building.</p>	<p>Courtyard is sufficient to house the two temporary structures. Main building well designed for modular office space. Would require ingress into Grade I listed building at first floor, requiring at least temporary interventions. [redacted] Displacement of all FCO staff.</p> <p>2.3</p>	<p>Significantly lower capital costs compared to QEII SR 2, but low design maturity. Minimal, if any residual value to the public purse.</p> <p>1.7</p>	<p>Limited accommodation on site. Limited other facilities such as media and press or catering.</p> <p>2.3</p>	<p>6.3</p>
<p>Foreign, Commonwealth and Development Office <i>FCO SR 4A</i></p> <p>A replica chamber (including lobbies) and committee rooms are built as two temporary 4-storey structures on the eastern and western side the FCDO central courtyard, along with 50% of the main building’s net internal area concentrated at the eastern end of the building.</p>	<p>Courtyard is sufficient to house the two temporary structures. Main building well designed for modular office space. Would require ingress into Grade I listed building at first floor, requiring at least temporary damage. [redacted] Displacement of all FCDO staff.</p> <p>2.3</p>	<p>Slightly lower capital costs compared to QEII SR 2, but low design maturity. Minimal, if any residual value to the public purse.</p> <p>1.4</p>	<p>Accommodation [redacted] based on three per office. However, likely limited wider facilities such as press and visitor circulation space. No residual use for Parliament.</p> <p>2.8</p>	<p>6.5</p>

<p>HM Treasury building <i>HMT SR 5</i></p> <p>Erecting a 4-storey temporary structure in the eastern courtyard containing a chamber (including lobbies) and some committee rooms - all enclosed by a new glazed roof, along with 23% of the main building's net internal area concentrated around the chamber.</p>	<p>Chamber and committee rooms fit into the eastern courtyard structure. [REDACTED]</p> <p>[REDACTED] Limited but some encroachment into Grade II building fabric (unclear if temporary or permanent). No displacement (assuming 1,200 HMRC staff relocate as currently planned).</p>	<p>Slightly lower capital costs compared to QEII SR 2, but low design maturity. Minimal, residual value to the public purse.</p>	<p>Accommodation for [REDACTED] Peers and essential staff, with others based in existing accommodation. However, likely limited wider facilities such as press and visitor circulation space but better accessibility. No residual use for Parliament.</p>	
	2.5	1.3	2.1	5.9
<p>HM Treasury building <i>HMT SR 5A</i></p> <p>Erecting a 4-storey temporary structure in the eastern courtyard containing a chamber (including lobbies) and some committee rooms - all enclosed by a new glazed roof, along with 40% of the main building's net internal area concentrated at the eastern end of the building.</p>	<p>Chamber and committee rooms fit into the eastern courtyard structure. [REDACTED]</p> <p>[REDACTED] Limited but some encroachment into Grade II building fabric (unclear if temporary or permanent). Assuming 1,200 HMRC staff relocate as currently planned, an additional 480 Civil Servants displaced</p>	<p>Slightly lower capital costs compared to QEII SR 2, but low design maturity. Minimal, residual value to the public purse.</p>	<p>Accommodation for all Peers (including Southern Estate) based on three per office. However, likely limited wider facilities such as press and visitor circulation space - - but better accessibility. No residual use for Parliament.</p>	
	2.45	1.3	2.9	6.65
<p>King Charles Street <i>KCS SR 6</i></p> <p>A stand-alone 3-storey temporary chamber (and lobbies) placed on the western side of King Charles Street. This is the chamber only and does not include committee rooms</p>	<p>Chamber (with division lobbies) spans almost the entire width of King Charles Street - immediate adjacencies would have to be located in either HMT or FCDO via western entrances access by a covered link - and even then, cannot be reached within 1 or 2 minutes. Connection is likely to have some impact on heritage buildings and operation of the buildings to provide separation of Govt/Parliament estate. [REDACTED]</p>	<p>Unknown – but small scale of site means assumption of significantly less than QEII SR 2. Low to nil design maturity. No residual value.</p>	<p>No other facilities other than main chamber and key support functions on site. Committee rooms nearby but require encroachment into other buildings. Likely very limited accommodation or other facilities on site, if any.</p>	
	1.45	1	0.9	3.35
<p>Horse Guards Parade <i>HGP SR 7C</i></p> <p>6-storey bespoke modular building on the Grade I listed parade ground, providing Peers facilities including some accommodation (11,732m2)</p>	<p>Pre-fabrication offsite would mean simpler build and quick delivery time. [REDACTED]</p> <p>[REDACTED] May be limitations on ground loading due to services underneath (building on floating raft), but smaller site</p>	<p>Significantly lower capital cost compared to QEII SR (when adjusted with risk, OB, etc) but low design maturity. No residual value to the Public purse, but price does include disassembly costs.</p>	<p>Assuming continued use of buildings on the Southern Estate for the majority of office accommodation, there should be provision for all front benchers, leadership, and core functions. Site should have space to include press and</p>	

	<p>(compared to Commons version) may reduce this. Site within flood zone 3 and has significant (albeit temporary) impacts on Grade I listed park. [REDACTED]</p> <p>Displacement of a number of ceremonial events.</p>		<p>media facilities, catering and other services. Assumed improved accessibility due to new build, and good public access overall.</p>	
	2.65	1.1	2.3	6.05
<p>St Margaret's Church <i>SMC SR 9</i></p> <p>Convert the inside of the Church to a debating chamber.</p>	<p>Very restricted site due to size of building and supporting pillars along the length of the central aisle. Unclear whether a replica chamber would fit in the space (based only on estimated Gross Internal Area). Likely to require significant interventions to the fabric of the Grade I listed building on a UNESCO World Heritage Site. [REDACTED]</p> <p>[REDACTED]</p> <p>Westminster Abbey have stated publicly they would not offer the church as decant location.</p>	<p>Unknown. But very small-scale build is assumed to cost very significantly less than QEII SR 2. Operating costs likely to be higher [REDACTED]</p> <p>[REDACTED] No residual value</p>	<p>As a chamber only solution it contains no provision for committee rooms, support functions, or other services. These would have to be provided elsewhere.</p>	
	0.45	1.3	0.8	2.55
<p>Old Admiralty Building <i>OAB SR 12</i></p> <p>Chamber in the courtyard of the Old Admiralty Building with other functions such as committee rooms and accommodation located in the main building.</p>	<p>Recent renovation including full M&E replacement is helpful. Chamber may fit in courtyard but likely to have significant space and light impacts on the courtyard facing elements of the building due to size of the building. May result in some accessibility issues to the main building through the courtyard. [REDACTED]</p> <p>Would involve displacement of Dept for International Trade [REDACTED] and potentially displacement of some ceremonial events [REDACTED]</p>	<p>Unknown – but considering building was fully renovated recently, costs likely to be fit out, bespoke chamber buildings, and rent [REDACTED] – capital costs expected to be very significantly lower than QEII SR 2. Very low design maturity. No residual value to the public purse.</p>	<p>Assumed similar accommodation levels to QEII SR 2. Recent renovation should have improved accessibility and have good public access and space and media access.</p>	
	2.1	1.4	2.7	6.2

<p>Victoria Tower Gardens <i>VTG SR 13</i></p> <p>A temporary chamber in the gardens fitted lengthways (North-South) along it</p>	<p>A chamber can fit, but only lengthways due to site size constraints. [REDACTED]</p> <p>[REDACTED] Significant (but temporary) impact on a Grade II listed park (currently a contender for the Holocaust memorial). Likely to affect the R&R programme due to site being earmarked as a construction compound.</p>	<p>Unknown – but small-scale build means assumed to be very significantly cheaper than QEII SR 2. Very low design maturity. Would have to be dismantled following decant meaning no residual value.</p>	<p>As a chamber only solution it contains no provision for committee rooms, support functions, or other services. These would have to be provided elsewhere (although close to existing accommodation).</p>	
<p>Abingdon Green <i>AG SR 14</i></p> <p>Building a temporary chamber on top of the current underground car park</p>	<p>Very small site means only a chamber and division lobbies likely. Buildability could however be simple due to small scale and greenfield site. May need ground reinforcement due to underground car park. [REDACTED]</p> <p>[REDACTED] Displaces planned energy centre for R&R works essential to prelims.</p>	<p>Unknown – but small-scale build means assumed to be very significantly cheaper than QEII SR 2. Very low design maturity. Would have to be dismantled following decant meaning no residual value.</p>	<p>As a chamber only solution it contains no provision for committee rooms, support functions, or other services. These would have to be provided elsewhere (although close to existing accommodation).</p>	
<p>Nobel House <i>NH SR 15</i></p> <p>A temporary chamber in one of the two courtyards, with the remainder of the building used for accommodation and other functions.</p>	<p>Neither courtyard is big enough to fit a chamber (excluding division lobbies) without ingress into the fabric of the Grade II listed building. Introducing a chamber would mean a challenging build and potential demolition to accommodate. [REDACTED]</p> <p>[REDACTED] Would displace DEFRA staff.</p>	<p>Unknown - but given scale and complexity of build and similarities to NEP SR 1, assumption is capital costs would be equivalent to QEII SR2. Very low design concept. Assumed building would be returned to original state and to HMG therefore no residual value.</p>	<p>Although slightly further from Whitehall building is close to existing Lords accommodation. Main building should be able to accommodate core functions and displaced Peers accommodation, as well as good facilities for Press, media, and public access. However, assumed no residual use value for Parliament.</p>	
	2.05	1.4	0.8	4.25
	1.9	1.4	0.8	4.1
	1	0.5	3.1	4.6

<p>St John's Smith Square <i>SJSS SR 16</i></p> <p>Construct a chamber in the former nave, with 1-minute adjacencies situated in the crypt</p>	<p>Although a chamber can just fit, division lobbies would be tight and have to fit around the existing columns – requiring potentially significant reconfiguration of a Grade I listed deconsecrated church (including new access to the crypt). Likely require the closure of Smith Square causing potential access issues to other buildings on the square. [REDACTED] Use of site would displace existing cultural activities there and the café.</p>	<p>Unknown – but small-scale build means assumed to be very significantly cheaper than QEII SR 2. Very low design maturity based on assumed Gross Internal Area. Would have to be returned to original state following decant meaning no residual value.</p>	<p>As a chamber only solution it contains no provision for committee rooms, support functions, or other services. These would have to be provided elsewhere (although close to existing accommodation).</p>	
<p>Church House <i>CH SR 19</i></p> <p>Construct a chamber in the existing Assembly Hall, utilising existing meetings rooms as Committee rooms, as well as some office space.</p>	<p>Assembly hall appears large enough to support a chamber and restricted division lobbies. May involve loss of some of the adjoining rooms. Minimal intervention chamber (remaining as horseshoe) could however reduce the build challenge. Grade II listed building that would require some internal amendment to support functionality. [REDACTED] Displaces some business/charities on site as well as loss of conference facilities.</p>	<p>Unknown - but expectation of limited changes to the building suggest it could be significantly cheaper than existing QEII proposal. Very low design maturity. Would have to be returned to original state following decant meaning no residual value.</p>	<p>Enough space for core facilities and support functions, with existing meeting rooms serving as committee rooms. [REDACTED] location is close to existing accommodation. Limitations on space mean limited wider facilities such as catering. No residual use by Parliament.</p>	
<p>City Hall <i>CH SR 20B</i></p> <p>Construct a temporary chamber in the lower ground floor, with Committee rooms, key support and some Peers' offices</p>	<p>Sufficient space to convert [REDACTED] into chamber with all lobbies, and some essential staff. Would require alteration of layout but retains existing office space and re-purposing of current GLA chamber into offices or other use [REDACTED] Assuming lease available from end 2021, no displacement impacts.</p>	<p>Unknown – but assumed to be slightly better than existing QEII proposal. Fit out costs would be in addition to an annual rent [REDACTED] Assumed higher operating costs due to distance to Westminster and accommodation. Space would be rented so no residual value to the public purse. Spatial concept only. Low design maturity.</p>	<p>Reasonable accommodation available, [REDACTED] Space restrictions means press, media, and public spaces limited. Distance from Southern Estate accommodation means significant impacts on ways of working.</p>	
	0.5	1.3	0.8	2.6
	1.65	1.1	2.3	5.05
	1.95	0.8	1.8	4.55

Co-location of the House of Commons and House of Lords – Summary of decant locations qualitative assessment

Scheme	Deliverability & planning	Whole life costs	Impact on Parliamentary operation & business	Total
<p>Queen Elizabeth Conference Centre co-location <i>QEII SR 2C</i></p> <p>Minimal replacement of Mechanical and Electrical systems and minimal structural alterations of the building to include both Commons and Lords chambers, along with 16 Committee rooms and dedicated offices</p>	<p>Both chambers can fit within the footprint of the building. Reduced work on M&E and reduced fit out would improve timescale for delivery and simplify construction</p>	<p>Very significantly lower capital costs compared to combined costs of existing RH & QEII schemes. Medium level of design maturity. No M&E works means assumption of zero residual value. As building would return to conference centre, actual residual value also very low.</p>	<p>Reduction in committee room numbers by 9 (compared to combined RH & QEII options) reduces core facilities of Parliament.</p> <p>Loss of Princes Chamber and Post Office, and loss of Commons external media space, as well as reduced catering facilities (space for 345-380 people).</p>	
	4.8	4	3	11.8
<p>Queen Elizabeth Conference Centre co-location <i>QEII SR 2D</i></p> <p>Full replacement of the Mechanical and Electrical systems and redesign of the building to include both Commons and Lords chambers, along with 16 Committee rooms and 159 Member offices</p>	<p>Both chambers can fit within the footprint of the building. Redesign of internal fabric of the building required to deliver new atrium, as well as full M&E replacement.</p>	<p>Significantly lower capital costs compared to combined costs of existing RH & QEII schemes. Medium level of design maturity. No M&E works means assumption of zero residual value. As building would return to conference centre, actual residual value also very low.</p>	<p>Provision of 16 committee rooms (9 less compared to combined RH & QEII options) would mean reduction in core facilities of Parliament, but to a lesser extent than in minimal intervention.</p> <p>Loss of Princes Chamber and Post Office, and reduced catering facilities (space for 485-545 people).</p> <p>Loss of external Media and visitor retail for Commons, as well as central Lobby (although does contain central atrium) and Reason Room.</p> <p>Does contain partial 'education centre'</p>	
	4.8	4.6	3.4	12.8

<p>Northern Estate co-location (shared chamber) <i>NE SR 3</i></p> <p>The full Richmond House scheme (NEP SR 1) with a shared main chamber in Richmond House and a secondary shared chamber in Norman Shaw North, with accommodation in that building for Peers [REDACTED]</p>	<p>Shared chamber with lobbies too large to fit into existing Richmond House courtyard and requires major demolition of the Grade II* listed building (same issues as existing RH proposal).</p> <p>Small chamber and division lobbies able to fit in Norman Shaw North courtyard without ingress into existing building (although Peers' lobby would require ingress into Grade I listed building, albeit temporary), but with a reduced capacity of 41 Peers and 23 sqm less floor space for division lobbies compared to the existing QEII proposal.</p> <p>Both chambers and committee rooms within Parliamentary secure boundary [REDACTED]</p>	<p>Very significantly lower capital costs compared to RH & QEII proposals combined (although some unknown costs not accounted for). Significant residual value through the redevelopment of Richmond House and its long-term use as 18,000+m2 of Grade A office space which allows relinquishing of commercial leases. Low/medium design maturity.</p>	<p>Shared debating chamber would require very significant changes to current working practices.</p> <p>[REDACTED] Scheme reduces core facilities by 9 committee rooms (compared to existing RH & QEII proposals combined), as well as other facilities which would now be shared.</p>	
<p>Northern Estate co-location (dedicated chambers) <i>NE SR 3A</i></p> <p>The full Richmond House scheme (NEP SR 1) combined with a dedicated Lords chamber and accommodation in the Norman Shaw North building [REDACTED]</p>	<p>Commons chamber with lobbies too large to fit into existing Richmond House courtyard and requires major demolition of the Grade II* listed building (same issues as existing RH proposal).</p> <p>Large Lords chamber increases capacity by 13 Peers including the throne on the chamber floor and more overflow space above via galleries. However, this requires ingress into main Grade I listed building to provide lobbies (albeit temporary).</p> <p>Both chambers and committee rooms within Parliamentary secure boundary [REDACTED]</p>	<p>Very significantly lower capital costs compared to RH & QEII proposals combined (although some unknown costs not accounted for). Significant residual value through the redevelopment of Richmond House and its long-term use as 18,000+m2 of Grade A office space which allows relinquishing of commercial leases. Low/medium design maturity.</p>	<p>[REDACTED] Scheme reduces core facilities by 9 committee rooms (compared to existing RH & QEII proposals combined), as well as other facilities which would now be shared.</p> <p>An in depth review the Administrations of both Houses revealed the compound effect of all compromises is considered untenable for the operation of Parliament.</p>	
	4.5	5.4	3.6	13.5
	4.5	5.4	4	13.9

<p>Horse Guards Parade <i>HGP SR 7</i></p> <p>A new temporary 6-storey (151m x 60m) building to include all the functions of the current Parliament and (supposedly) accommodation for 256 MPs</p>	<p>Proposal claims pre-fabrication offsite would mean simply build and quick delivery time. [REDACTED] may be limitations on ground loading due to services underneath (building on floating raft), but smaller site (compared to Commons version) may reduce this. Site within flood zone 3 and has significant (albeit temporary) impacts on Grade I listed park. [REDACTED] Displacement of a number of ceremonial events.</p>	<p>Lower capital cost compared to existing RH & QEII proposals (when adjusted with risk, OB, etc) but low design maturity. Revised submission did not update this proposal with new costs as it did for others. No residual value to the Public purse.</p>	<p>With a proposed Net Internal Area of only 14,811m², this would mean a significant shortfall in space [REDACTED] as well as loss of core facilities of parliament.</p>	
<p>Horse Guards Parade <i>HGP SR 7A</i></p> <p>A new temporary 7-storey (157m x 74m) building to accommodate both chambers, all functions, and (supposedly) accommodation for 650 MPs and 800 Peers</p>	<p>Proposal claims pre-fabrication offsite would mean simply build and quick delivery time [REDACTED] eight of the building may interfere with existing protected sight lines. May be limitations on ground loading due to services underneath (building on floating raft), but smaller site (compared to Commons version) may reduce this. Site within flood zone 3 and has significant (albeit temporary) impacts on Grade I listed park. [REDACTED] Displacement of a number of ceremonial events.</p>	<p>Lower capital cost compared to existing RH & QEII proposals (when adjusted with risk, OB, etc) but low design maturity. No residual value to the Public purse.</p>	<p>With a proposed Net Internal Area of only 29,028m², this would mean a very significant shortfall in space (this is more akin to what is required for the House of Commons along including accommodation). Would result in very significant implications on core facilities for Parliament.</p>	
<p>Horse Guards Parade (2019) <i>HGP SR 8A</i></p> <p>A temporary modular 8-storey building to accommodate all the NEP requirements, Portcullis House (excluding the atrium) and the QEII requirement for the House of Lords</p>	<p>A modular off-site build could be easy to deliver. May be limitations on ground loading due to services underneath (building on floating raft). Height of building likely to cause protected sightline issues. Site within flood zone 3 and has significant (albeit temporary) impacts on Grade I listed park (site would be considered as producing 'substantial harm' on a 'long-term temporary' basis in town planning terms). Building takes most of Horse Guards Parade [REDACTED]</p>	<p>Solution has slightly cheaper capital costs than existing RH & QEII proposals, but low design maturity and no residual value.</p>	<p>Designed to deliver against requirements so provides good core facilities and wider facilities throughout. Site includes accommodation for all MPs and their staff.</p> <p>New building would be Equalities Act compliant and therefore likely to have improved accessibility.</p>	
2.9	2.2	3.2	8.3	
2.1	2.2	3.2	7.5	

	<p>[REDACTED] and restrictions on maintenance of Admiralty Arch hotel project (and eventual hotel). [REDACTED]</p>			
	4.5	2.2	6	12.7
<p>Horse Guards Parade + Old Admiralty Building <i>HGP SR 8B</i></p> <p>Maximise the use of the Old Admiralty Building (23,388 sqm) and then deliver the smaller temporary modular 6-storey (or less) building to accommodate all the NEP requirements, Portcullis House (excluding the atrium), and QEII requirements.</p>	<p>Recent renovation of the Old Admiralty Building (including full M&E replacement) means it is ideal for modular office space.</p> <p>A modular off-site build could be easy to deliver. May be limitations on ground loading due to services underneath (building on floating raft). Height of building likely to cause protected Sight line issues. Site within flood zone 3 and has significant (albeit temporary) impacts on Grade I listed park (site would be considered as producing 'substantial harm' on a 'long-term temporary' basis in town planning terms). Building takes most of Horse Guards Parade [REDACTED]</p> <p>[REDACTED] and restrictions on Admiralty Arch hotel project. [REDACTED]</p> <p>Would involve displacement of Dept for International Trade [REDACTED] and potentially displacement of some ceremonial events [REDACTED]</p>	<p>Solution cheaper capital costs than existing RH & QEII proposals, but low design maturity and no residual value.</p>	<p>Good level services and facilities and accommodation for MPs and Peers through the combination of office space in the main Horse Guards building and Old Admiralty building.</p> <p>New building would be Equalities Act compliant and recent renovation of the Old Admiralty Building has improved accessibility in the Grade 1 listed building.</p>	
	4.4	1.6	6.4	12.4

<p>Floating Parliament <i>FP SR 17</i></p> <p>Construct a 200,000 sq ft/18,580m² (4-storey temporary debating chambers and committee rooms on the river Thames adjacent to the current Parliament terrace, utilising central lobby walkway for access to and from the temporary building.</p>	<p>Building to be constructed in shipyards and then floated to Parliamentary Terrace for mooring and modular construction. Would require [REDACTED] tidal assessment/Port of London approvals. [REDACTED]</p> <p>Potential impacts on the delivery of R&R works due to utilisation of Central Lobby walkway to access the temporary Parliament building.</p>	<p>Estimated cost suggests extremely low capital cost of build (however no detail on what this contains – unlikely to include optimism bias, prelims, management fees, etc). Low design maturity. No residual value to the public purse.</p>	<p>Limited detail on wider facilities, but core functions and press, media and public spaces facilitated in new building. Overall space limitations means Northern and Southern Estates still required to accommodate MP's, Peers, and staff.</p> <p>[REDACTED]</p>	
<p>Victoria Embankment Gardens <i>VEG SR 19</i></p> <p>Construct a Lords and Commons chamber with division lobbies and central lobby alongside the MOD building gardens on Embankment</p>	<p>Largely prefabricated and assembled on site. Greenfield site should mean simple and easy build. However, decant of heritage aspects several statues and memorials (some of which are GII listed) from the site and unknown ground conditions may add some complexity to delivery.</p> <p>[REDACTED]</p>	<p>Suggested capital costs extremely lower than combined costs of existing RH & QEII proposals. However, as a chamber only option does not factor any costs of wider requirements, including core requirements of committee rooms. Low design maturity and no residual value to the public purse.</p>	<p>Would require redevelopment of Richmond House to provide Committee rooms and MPs' accommodation. Significant distance from Southern Estate would mean significant impact on ways of working. No committee rooms provided.</p>	
	4.6	2.8	4.8	11.2
	4.5	1.6	3.4	9.5

ANNEX J: COST BENEFIT ANALYSIS – KEY ASSUMPTIONS



ANNEX K: COST BENEFIT ANALYSIS – WORKSHEETS



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