Ensuring the Future of the Palace of Westminster:

The Essential First Step

A plan for the temporary House of Commons on Parliament’s Northern Estate

Summary of Proposals, Autumn 2019
Over a year has passed since both Houses of Parliament took the momentous decision to move out of the Palace of Westminster on a temporary basis while essential work to restore and renew the building takes place.

After decades of under-investment, the Palace is in very poor condition. The patch and mend approach is failing. Today the Palace is deteriorating faster than it can be repaired. The longer the essential work is left, the greater the risk of catastrophic failure.

The fire at Notre Dame earlier this year was a stark reminder of the importance of protecting our most treasured historic buildings. The proposals described in this brochure to redevelop the Northern Estate and provide a temporary Chamber for MPs in Richmond House are the first essential step to secure the future of the Palace for generations to come.

We have been busy last year and through 2019 preparing plans for this temporary accommodation. We have consulted extensively with MPs and Peers, staff, statutory bodies and interested parties including Westminster City Council, the Greater London Authority, Transport for London, Historic England and other heritage bodies.

We also ran an extensive public consultation in which a summary of our Northern Estate proposals was viewed over 26,000 times. We are very grateful for the thoughtful comments and insightful feedback, which has led to several changes being made to our proposals. A Statement of Community Involvement is available to view as part of our planning application documents, along with details of the changes we have made.

Our plans deliver on a number of fronts. They provide for a temporary home for the House of Commons within a single security perimeter, the conservation of several listed heritage buildings, greatly improved access for people with disabilities, more sustainable and efficient buildings, significant heritage benefits and a legacy for Parliament.

I hope you find this updated information helpful in explaining the essential first step to save the Palace of Westminster, so it can continue to serve as the home of the UK Parliament in the 21st century and beyond.

The Commission is responsible for the administration and services of the House of Commons, including the maintenance of the Palace of Westminster and the rest of the Parliamentary Estate.

The Sponsor Board, established in shadow form in July 2018 but due to become substantive in April 2020, will own the budget and scope of the restoration programme. Accountable directly to Parliament, it will help ensure the Delivery Authority provides what the client has asked for and within the specified budget and timescale.

Tom Brake MP  
House of Commons Commission

Liz Peace CBE  
Chair, Shadow Sponsor Board  
Restoration and Renewal Programme

The Palace of Westminster is universally recognised as an icon of democracy and the mother of parliaments. It is one of the most recognisable buildings in the world, arguably our country’s most important listed building, and yet sadly it remains in need of urgent repair.

Restoring and renewing the heritage of the Palace will now be a substantial undertaking after years of under investment. But it will also give us the opportunity to make huge improvements to the disabled access, to the energy efficiency of the building and to the experience of the one million people who visit Parliament every year.

Before we can get started on the Palace, however, we need to make adequate provision for both Houses during the extensive decant period. The proposals outlined in these pages pave the way for us to do just that by providing a temporary home for the House of Commons. This will ensure the continued functioning of British democracy while we get on with the essential restoration and renewal works at the vacated Palace.

The Northern Estate has its own heritage challenges and is also in need of substantial restoration, which is why Parliament had already decided on an extensive programme of repair and refurbishment. This programme has, however, been enlarged in order to allow for the creation of the temporary House of Commons chamber in a redeveloped Richmond House.

This, together with the work on the other buildings on the Northern Estate, will not only accommodate vital Parliamentary activities during the decant, it will also provide a valuable and much used part of the Parliamentary estate for the future.

There are many other benefits, too - 1,000 jobs and 150 apprenticeships will be supported during construction and small and medium-sized enterprises will be engaged in supply chains across the UK.

Everyone I speak to agrees that work on the Palace needs to start as soon as possible, which is why it is essential that we proceed as rapidly as we can with the refurbishment of the Northern Estate, and in particular Richmond House. The programme outlined here will not only provide much-needed investment to several of Parliament’s heritage buildings and create valuable new space, it will also achieve a greater purpose - enabling us to get on with protecting our most cherished listed building for generations to come.

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The proposals for Parliament’s Northern Estate were launched in early May 2019 and published in a comprehensive Consultation Document, which was also available to download from a dedicated consultation website at northernestate.parliament.uk.

Leading up to and following the public launch, we engaged closely with MPs and Peers, their staff, House staff, statutory bodies and interested parties including Westminster City Council, the Greater London Authority, Transport for London, Historic England and other heritage bodies.

We also consulted with the local communities around the site. We held several staffed public exhibition events so that local residents and members of the public could understand and comment on the proposals.

These events were attended by the senior project team throughout and included a series of architectural models and virtual reality headsets to bring the proposals to life.

With the plans widely covered in the national media, over 26,000 people viewed the proposals for the Northern Estate either online or by attending one of the many meetings or consultation events in person.

All comments received were shared with the design team and there have been some significant changes incorporated into the final plans which have now been submitted to Westminster City Council as a series of seven planning applications.

These changes are summarised across pages 14-15 of this document and then expanded upon in the sections which follow.

A full description of the consultation undertaken, feedback received and the design response is also included in the ‘Statement of Community Involvement’ which is part of the suite of planning documents submitted to Westminster City Council.

Now that the applications have been registered by the Council, it will be conducting its own statutory consultation before determining the planning application. Further details on how to respond to the statutory consultation can be found at page 38.
The need for the restoration and renewal of the Palace of Westminster

The Restoration and Renewal Programme has been established to tackle the essential work required to protect the heritage of the Palace of Westminster (the Houses of Parliament) and ensure it can continue to serve as home to the UK Parliament in the 21st century and beyond.

There has been significant under-investment in the Palace since the 1940s, when parts of it were renovated following bomb damage during the Second World War. Despite being one of the most iconic buildings in the world, many parts have never undergone major renovation since its construction in the mid-1800s. The heating, ventilation, water, drainage and electrical systems are now antiquated with asbestos needing to be removed and improvements to fire safety required. There is extensive decay to the stonework, roofs are leaking and gutters and downpipes are corroded. The plumbing regularly fails, causing visible and sometimes irreversible damage to the Palace’s carved stonework ceilings and Pugin-designed historic interiors. Earlier this year, the House had to be suspended due to a water leak.

The building is deteriorating faster than it can be repaired. The longer this essential work is left, the greater the risk that the building will suffer a sudden catastrophic failure that makes the building uninhabitable and brings a sudden stop to the work of Parliament. Because of the size and layout of the Palace, this will be the biggest and most complex, historic renovation programme ever undertaken in the UK.

Some essential work is already underway across the estate to keep the buildings operational. A programme of work to conserve the Elizabeth Tower, the Great Clock and the Great Bell (also known as Big Ben) began in early 2017 and is on track for completion in 2021. Since 2009 repair work has been underway to the Palace’s 170-year-old cast iron tiled roofs, which are leaking and causing damage to stonework and historic interiors. Works to Westminster Hall, which involved internal stone cleaning, conservation of statues, friezes and carved stonework, were completed in 2015. The hall dates back to 1099 and further conservation and fire safety work is now underway.

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The decision-making process

- **2012** Both Houses appoint a study group to examine the options for tackling the work on the Palace. The report said ‘doing nothing was not an option’.

- **December 2013 – June 2015** A consortium is appointed to produce an Independent Options Appraisal with illustrative costs and timescales for a major refurbishment of the Palace of Westminster. Published in June 2015, this compares three options – a rolling programme of works whilst the building remains in use; the refurbishment of half the building at a time with each House vacating in turn; and the full move out of the Palace of Westminster enabling all works to be delivered together. The report concludes the fully vacated option is the lowest cost, fastest option and ‘provides the best opportunity to mitigate disruption and nuisance over the long term’.

- **July 2015** A Joint Select Committee, made up of Members of both Houses, is set up to consider the findings of the Independent Options Appraisal report and recommendations. At this time, the Restoration and Renewal Programme began assessing a variety of temporary accommodation sites for the Palace of Westminster.

- **Spring 2016** A review of potential relocation options is conducted by the Restoration and Renewal Programme team taking into account advice from the Joint Committee and in consultation with the Government Property Unit. Given the well-established need to be in proximity to Government departments in and around Westminster, this process filters down over 100 sites in London through a long-listing and short-listing process, assessed against a range of Critical Success Factors and Investment Objectives.

- **September 2016** Following its year-long inquiry, the Committee concludes that the lowest risk, most cost-effective and quickest option to undertake the essential works would be for all Members and staff to move out of the Palace temporarily in one single phase while works take place. It also concludes that ‘the best decant solution for the House of Commons appears to be based around Richmond House and the Northern Estate’. The preferred option for the House of Lords is to be temporarily relocated to the QEI Conference Centre, subject to further feasibility work.

- **September 2017** The Murphy Perimeter Security Review, which followed the Westminster attacks in March 2017, strengthens the case for MPs’ accommodation to be located within a continuous single secure site. Of all the potential options considered, only the Northern Estate provides such space within a secure perimeter.

- **January – February 2018** The Government tables two motions on restoration and renewal of the Palace of Westminster, with a debate in the House of Commons in late January and in the Lords in early February. Both Houses back the decision for a full move as the ‘best and most cost-effective way’ of carrying out the works.

- **May 2019** The Draft Parliamentary Buildings (Restoration and Renewal) Bill is introduced to Parliament. This seeks to establish the statutory bodies, comprising the Parliamentary Works Sponsor Body and the Delivery Authority, which will be responsible for the restoration and renewal works within the Parliamentary estate.

- **October 2019** The Parliamentary Buildings (Restoration and Renewal) Bill receives Royal Assent.

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Selecting the site for a temporary House of Commons

During the public consultation, we were asked to provide more detail about the alternative options that were explored. These were all considered during the lengthy down-selection process and we have summarised below the reasons for them being discounted.

- **Portcullis House** was discounted based on a number of security, technical and engineering challenges. It would still require significant additional space to be created elsewhere on the estate as it would fail to meet the space requirements as well as requiring an additional phase of decant.

- **Horseguards Parade** was ruled out primarily due to its distance from other buildings on the Parliamentary Estate and potential security risks to Members of both Houses who would be moving between sites.

- **Westminster Hall** was ruled out due to the early 19th century floor not being structurally strong enough to support a chamber, and changes in temperature resulting from associated services would pose a threat to the medieval roof.

- **HM Treasury** was ruled out for a number of reasons including difficulties obtaining the site, structural limitations, access and servicing constraints.

- **Foreign and Commonwealth Office** courtyard was primarily ruled out for security reasons, as well as constrained access, and impact to the Grade I listed courtyard.

Additionally, the requirement that all MPs and the chamber be located within a single secure site can only be achieved at the Northern Estate site.

The Northern Estate site is also assessed to provide by far the strongest legacy benefit.
The Northern Estate site

The work to the Northern Estate is the essential first step that enables the restoration and renewal of the Palace of Westminster.

The Northern Estate is a group of 18th, 19th, 20th and 21st Century buildings, most of which are listed and of considerable heritage value, located next door to the Palace of Westminster. They are already in use by MPs, their staff and the staff of the House of Commons.

These buildings are themselves in need of significant investment and refurbishment to bring them up to modern environmental standards, enable access for people with disabilities and create much more efficient spaces for modern use.

The Northern Estate site is surrounded by a number of important neighbouring buildings, including New Scotland Yard to the east of Richmond House, the Ministry of Defence to the north and other Government departments across Whitehall such as HM Treasury, the Foreign and Commonwealth Office, Cabinet Office and Downing Street. To the south of the site is the Palace of Westminster and Parliament Square.

Richmond House
This Grade II* listed building comprises Richmond Terrace, built originally as Georgian town houses in 1834. This was subsequently incorporated into a new structure by Whitfield Associates in 1884 called Richmond House which also includes Grade II listed 85 Whitehall and 54 Parliament Street. Richmond House was occupied by the Department of Health until they moved out in 2017, with the Parliamentary Estate taking possession of the building in early 2018. The building in its current form is not suitable for housing a Chamber, committee rooms, public access and educational facilities. It also has constrained floor to ceiling heights and provides limited access for people with disabilities.

Laundry Road
Formerly a service yard behind Norman Shaw North, this road has been used for delivery access and bin storage since Richmond House was built.

Red Lion pub
The Grade II listed Red Lion Pub on the corner of Derby Gate and Parliament Street was built around 1890 as a purpose-built public house.

Norman Shaw North
Originally built as the headquarters for the Metropolitan Police in 1890, this Grade II listed building is used as office space. The building has not been refurbished for 40 years, its façade and roof are in urgent need of repair and essential services need replacing.

49-53 Parliament Street
This Grade II listed building was built in 1896 and is used as office space.

Norman Shaw South
This Grade II* listed building, completed in 1906, originally provided additional offices for the Metropolitan Police and is now used as offices. Last refurbished in the 1990s, essential services now need updating. Many areas of the building, including the main entrance, have no wheelchair access.

1 Derby Gate
1 Derby Gate is a Grade II* listed building and was originally the Whitbread Club, a Victorian Gentleman’s Club, built in the manner of a Venetian palace. Renovation work is currently underway.

1 Canon Row
Built in 1906, originally as a police station, this Grade II* listed building is being refurbished.

Canon Row
A key street existing since medieval times running from Bridge Street to Derby Gate, now within the perimeter of the Parliamentary Estate but which provides a poor pedestrian environment.

2-3 Parliament Street
These Grade II* listed buildings form part of an 18th century development. These buildings need refurbishing and have poor accessibility.

1 Parliament Street
This Grade II listed building was built in 1888 as offices for the London and North Western Railway Estate Office, the largest stock listed company in the world at the time. It was redeveloped in the 1980s and is used for offices and catering facilities, but the building is inefficient and suffers from poor access to Canon Row and the rest of the Northern Estate.

Portcullis House
Officially opened in 2001, Portcullis House provides offices for MPs and their staff with meeting and catering spaces, supplementing the limited space in the Palace of Westminster and surrounding buildings.

The Northern Estate is a group of 18th, 19th, 20th and 21st Century buildings, most of which are listed and of considerable heritage value, located next door to the Palace of Westminster. They are already in use by MPs, their staff and the staff of the House of Commons.

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Exploring options for the Northern Estate

Of all the options considered within London, only the Northern Estate can deliver the spatial requirements for the House of Commons to operate within a single, safe and secure site.

Fitting a temporary House of Commons Chamber with its associated facilities and workspace for MPs and their staff into the Northern Estate is a significant challenge, given it is a constrained and already occupied site, full of listed buildings. Considerable thought has gone into balancing critical functional requirements, heritage and value for money.

The original option of locating the temporary Chamber within the courtyard of Richmond House, when properly tested, was found to create a number of issues. Critically, accommodating both the Chamber and the adjacent division (voting) lobbies required the partial demolition of Richmond House.

Further masterplan options were therefore developed to consider how space across the whole Northern Estate could be maximised to deliver the requirements.

From an initial long list, three principal options were developed for consideration – spreading the impact across the Northern Estate; utilising temporary buildings; and focusing the intervention on Richmond House.

1. **Spreading the impact across the Northern Estate** still required the partial demolition and redevelopment of Richmond House while also needing significant interventions to almost all other buildings within the Northern Estate in order to accommodate the additional spaces required. This approach was unlikely to be supportable given the level of harm created to a range of listed buildings across the Estate.

2. **The use of temporary buildings**, to be demolished later, was assessed but found to be unsuitable, not least because the security requirements mean that they would need to be built to a similar standard as permanent buildings. The Public Accounts Committee when reviewing this option agreed that such an approach should be dismissed as it would represent poor value for money for the taxpayer.

3. **Focusing the intervention on Richmond House**, which is the approach being proposed, allows the creation of an exceptional and flexible new building at Richmond House to meet the accommodation requirements of the House of Commons. This includes new basement levels for site-wide infrastructure, including an energy centre to help achieve zero carbon emissions by 2050, whilst conserving and sensitively enhancing multiple listed buildings across the Northern Estate. This approach also delivers the strongest legacy benefits.
A summary of the proposals for the Northern Estate

The proposals for the Northern Estate will create a temporary House of Commons Chamber and associated facilities, together with workspace for all 650 MPs and their staff in addition to public access and educational provision.

It is the essential first step to enable the restoration and renewal of the Palace of Westminster and will deliver a transformed Parliamentary Estate for future generations.

There are seven planning applications and listed building consents which have been submitted to Westminster City Council. We set out each of these together with a brief description on page 38.
A new temporary House of Commons Chamber

The proposals will deliver a temporary House of Commons Chamber within a substantially redeveloped Richmond House.

The temporary Chamber will replicate the familiar character and layout of the existing House of Commons Chamber but will provide a greater level of accessibility for MPs and visitors, including wheelchair access to the public gallery.

Essential facilities for the functioning of Parliament will be provided around the Chamber, including division (voting) lobbies, Committee Rooms, catering facilities, and offices for the Speaker, Clerk of the House, Serjeant at Arms and other core functions.

A new press gallery and education and participation spaces will be provided, and new public areas will enhance public access to democracy while the temporary Chamber is in use.

“The opportunity should be taken for the temporary Commons chamber to be a radical redesign.”

The proposals presented for the temporary chamber fulfils the ‘like for like’ decant brief provided by the Joint Committee and approved by the House of Commons Commission in May 2018. It is an important principle of Parliament that only MPs and Peers can initiate a change in the way they operate. The consideration of any future changes around how the House of Commons operates therefore would be for MPs to initiate.

“As a reporter, my primary concern is the temporary Chamber and the glass screening. It is essential that we are able to hear all of the Chamber, and not just whoever is on mic at any one time.”

The proposals initially included full glazing around both the public, peers and press galleries. While glass in front of the public gallery will remain, design changes will be made so that the glazing is removed in front of the press gallery to enable journalists and Hansard reporters to better observe proceedings.
While the new building will provide space for the temporary House of Commons Chamber and its supporting functions, it has been carefully designed to be adaptable for a range of legacy uses.

The space occupied by the temporary Chamber could remain in place as a back-up Chamber, for example in the event of an incident or emergency affecting part or all of the Palace of Westminster. Alternatively, the space could be easily converted for a range of other possible uses, for example as:

- A public debating chamber for schools and other audiences.
- Conference facilities, including those for international delegations.
- A venue for debates and interactive educational events.
- An exhibition space for parliamentary art and archives.
- Additional workspace for staff.

The precise future legacy use will be determined through the design process for the Palace of Westminster Restoration and Renewal Programme, which will explore the best permanent locations for the full range of parliamentary and public functions. There will be further opportunities to feedback on the proposals as the plans for the Restoration and Renewal of the Palace of Westminster are developed.

“[It would be great to have a museum to display political history.]”

“There should be facilities for long term use for education and public engagement.”

Similarly, the office space for MPs and their staff has also been designed with flexibility in mind. When used by MPs, the requirement is primarily for private modular offices. These spaces could be quickly converted into a modern open plan working environment.
The design approach retains the three elements of Richmond House visible from Whitehall: the Georgian Richmond Terrace, the Whitehall façade designed by Sir William Whitfield in the 1980s and the buildings at 85 Whitehall and 54 Parliament Street.

The proposal is to substantially redevelop the remaining elements of the building to house the Chamber, committee rooms, public access, educational space and offices for MPs and staff relocated from the Palace of Westminster.

The Northern Estate Programme recognises that the new Richmond House building needs to provide exceptional architecture and long-lasting public legacy.

The Whitehall façade of Richmond House is retained and enhanced to form a key component of the new building. The full three storeys of the façade are then revealed as the backdrop to the new Central Lobby. A new Cathedral Room will be created, larger than in the existing Richmond House, with a terrace providing views over Whitehall and the Cenotaph.

Internally the Whitehall façade opens out on to a triple-height Central Lobby, with key views back out to Whitehall and the Cenotaph.

The Grade II* listed Richmond Terrace and Grade II listed 85 Whitehall and 54 Parliament Street are both retained and will be refurbished externally and internally.

A new visitor entrance and facilities, including a visitor café, leading into Central Lobby. A new education centre will also be provided.

A new flexible six storey building with a rooftop pavilion will provide a long-term legacy as additional workspace for MPs and House staff and utilise the roof spaces. A three-storey basement is also being provided to include the Energy Centre, logistics route and provide ancillary space for both the new Richmond House and the wider Northern Estate.
The proposed design of Richmond House references the defining character of the unique context of the Northern Estate and is conceived as a contemporary addition that knits together the retained listed buildings with new elements.

1. A stone plinth references the surrounding context of Whitehall and ties the new elements to the existing Richmond Terrace.

2. The proposed building façade references the architecture of the adjacent Norman Shaw North and is designed to create contextual streetscape between the buildings. This includes the use of London stock brick which is common across the capital and used on other façades on Whitehall.

3. A façade detail of masonry and stone bonding echoes the elevations of Norman Shaw North, Norman Shaw South and the existing Richmond House.

4. Three-sided bays reflect the arrangement of offices within and draw inspiration from the Palace of Westminster.


Design principles for the new Richmond House
Richmond House design changes through consultation

Three major changes have been made to the designs for Richmond House as a result of the consultation – the removal of the security pavilion, lowering the height of the roofscape and more greening of the roof spaces.

1. Security and the removal of the temporary pavilion

Under the original design, it was proposed that entrance screening would take place within a temporary security pavilion in front of the Richmond House façade to manage the flow of visitors entering the building. This would have obstructed views of the façade and has now been entirely removed.

In place of the temporary pavilion, security screening will now be located inside the building. This will be linked to a new shop on the ground floor of 53 Parliament Street, with a café inside Richmond House.

Security screening will be delivered in the least intrusive way possible, although the central lift and stair core to 54 Parliament Street will need to be removed in order to accommodate all the necessary screening equipment. At 85 Whitehall, the structural works required will include a new opening to the façade to create a suitable entrance to Richmond House and the fire escape for 54 Parliament Street will be achieved via a new bridge link into 53 Parliament Street.

An additional railing will be introduced in front of the Whitehall façade to provide further security for the building.

2. Height and roofscape

In consultation some concerns were expressed that the plans at roof level and height of the new elements would impact views from Whitehall.

Design changes have been made to reduce the massing of the rooftop plant enclosure. The rooftop pavilion will also be reduced in height. The fifth floor elements have been set back from Whitehall and Richmond Terrace, and to a lesser degree Derby Gate.

With the new rooftops of Richmond House set back from the façade frontage, views and sightlines from along Whitehall should remain unimpeded.

3. Greening of the roof spaces

The roof design has been evolved to include extensive planting to provide a range of habitats.

This soft and visible landscape is supplemented by bird and bat boxes in response to ecological surveys to enhance local habitat provision.

During consultation concerns were raised about the level of intervention to the Grade II* listed Richmond House building.

The approach of focusing the scale of intervention on Richmond House has been thoroughly tested, recognising that this causes substantial harm to a listed building. We have not embarked on this lightly.

Accommodating a temporary House of Commons Chamber, its associated facilities and offices for all 650 MPs and their staff within the Northern Estate, is a considerable challenge. Every option considered required significant demolition to parts of Richmond House.

The proposed designs retain all the frontages of the building visible to the public, including the Georgian Richmond Terrace and the significant 1980s frontage to Whitehall. Behind these spaces it has to be recognised that the current Richmond House is unsuitable for public access and the demand being placed upon it. The decision to list the building says “the office floors are not of special architectural or historic interest and are excluded from the listing.”

By creating a confident, contemporary building in this location which delivers the vast majority of the new spaces required, we are able to protect the existing outward face of the estate. This also conserves and enhances the other historic buildings across the wider Northern Estate, including the Grade 1 listed Norman Shaw North.

We believe it represents the best overall heritage solution for the site and the only viable solution for the House of Commons.

This entire project is aimed at securing a great prize – the timely restoration and renewal of arguably the single most important listed building in the country, the Palace of Westminster.
Conserving the Northern Estate

The Northern Estate Programme will deliver the sensitive repair and restoration of Norman Shaw North, 1-3 Parliament Street, 2-4 Canon Row, Norman Shaw South and Richmond Terrace, 85 Whitehall and 54 Parliament Street.

The buildings were originally designed individually and to face outwards and so the internal spaces do not function as a cohesive campus.

Restoring these buildings - some of which have not been refurbished for more than 30 years - secures their long-term use.

1 Derby Gate will not be part of planning applications for the Northern Estate Programme as it is already currently being refurbished.

The external setting of all the buildings within the estate will be greatly improved. This will be achieved by removing service vehicle movements from the internal spaces, removing portacabins and bins, and covering most cycle storage.

New surfacing, lighting and de-cluttering of the area will help to create a new Parliamentary campus.

Within the buildings, original features such as fireplaces, doors, joinery and staircases will be restored, together with the rationalisation of mechanical, electrical and plumbing services. Accessibility will also be greatly improved and essential fire safety measures introduced.

With the temporary House of Commons occupying the site for several years, its rich heritage will be visible to visitors for the first time, including constituents and schoolchildren.

Norman Shaw North

The courtyard in Norman Shaw North will completely change function, from a delivery and service yard to a catering and informal meeting space covered with a glass roof. Together with the reinstatement of the oculus and stone floor finish within its courtyard space, this will greatly improve the experience for people in this Grade I listed building. The exterior of the building will also be restored and the internal spaces modernised.

During the consultation the key design concept, the glazed atrium was well received and supported by the public and key stakeholders.
Conserving the Northern Estate

Norman Shaw South
Grade II listed Norman Shaw South will also see improvements and repair to all elevations and the roof. A new building with a green roof will be created in the courtyard, providing valuable additional office and meeting space.

The internal spaces will be refurbished with new services and a new raised courtyard area as well as a new entrance to Commissioner’s Yard providing a better route to Richmond House.

Since the consultation, the Norman Shaw South infill building has changed from a stepped back form to a more distinct and separate building following feedback. The internal circulation and layout of the building has also changed and now provides a clearer and weather-protected route from Portcullis House to Laundry Road.

Plan view of the proposed Norman Shaw South courtyard.

Indicative image of the proposed courtyard within Norman Shaw South.
Conserving the Northern Estate

A link between Portcullis House and Norman Shaw South

A covered link will be created between Portcullis House and Norman Shaw South with expanded catering facilities to cope with the increased number of people who will be working within the Northern Estate. This will open out onto Canon Row with lift and stair access to improve the connections and accessibility between Portcullis House and the other buildings.

Parliament Street buildings

Numbers 2 and 3 Parliament Street will be retained and refurbished to bring them up to modern standards. The 1980s rear of 1 Parliament Street will be remodelled to provide more accessible space for a range of Parliamentary uses, while the current Parliament Street elevation will be retained. Following comments during the consultation, the design of the façade facing Canon Row and roof of the 1 Parliament Street building have been refined to better reflect the historic form of the street.

Taking into account feedback received during the consultation, we will be refining the detailed design for how the link building connects into Portcullis House during the next stage of design development.

Indicative image of the proposed link between Portcullis House and Norman Shaw South, looking towards Victoria Embankment.

Indicative image showing the remodelled 1 Parliament Street building as viewed from Canon Row.
Creating a better connected and accessible space

The proposals will transform access for all people working in or visiting the Northern Estate, with all buildings and open spaces accessible to wheelchair users.

This will be achieved through creating new entrances to the 1980s buildings along Canon Row and reinstating step-free courtyard access into Norman Shaw North and South to provide accessible connections between the buildings.

The creation of a pedestrian-friendly external environment including new areas of communal space will enable more people to appreciate the historic buildings.

“We also received feedback on the height of the canopy proposed along Canon Row. In light of these comments the height has been lowered to reduce the overall impact on the surrounding listed buildings, such as 1 Canon Row, and to be more consistent with the surrounding architecture.”

“Good to see modern disability access included in everything, plus other uses for the space when they return to the existing site.”

“Access for the disabled and infirm is essential.”

“The site appears to be in dire need of improved access, connectivity and maintenance of old buildings.”

We also received feedback on the height of the canopy proposed along Canon Row. In light of these comments the height has been lowered to reduce the overall impact on the surrounding listed buildings, such as 1 Canon Row, and to be more consistent with the surrounding architecture.
Streetscape and perimeter security

Special arrangements for security need to be in place during the period the temporary House of Commons Chamber is in operation. These have been designed to be removed once the Restoration and Renewal Programme is complete.

We have already set out elsewhere in this document the removal of the previously proposed security pavilion in front of Richmond House.

Here we explain the changes made to the railings proposals and the widening of the pavement along Whitehall and Parliament Street.

Railings design

Along parts of Whitehall and Parliament Street, railings will be introduced, sections of which are being designed to be removable for ceremonial occasions, for example on Remembrance Day.

Following consultation, we are changing the design of these to a bronze colour, rather than black as previously proposed, and have slotted them behind the existing railings to minimise the impact on heritage buildings.

We will also be scaling back the height of the railings on Victoria Embankment, which we had previously proposed to raise to three metres high but which will now be retained at the current height.

Red Lion pub

After careful consideration of security, it will be necessary to bring the Red Lion public house within the parliamentary perimeter when the House of Commons chamber moves temporarily to Richmond House. This is regrettable and will not happen for several years, but it would be impossible for the Red Lion to serve the public as it does now, given its proximity to the temporary House of Commons and the practical limitations of implementing enhanced security measures such as airport-style screening for its customers.

The building would be managed temporarily by Parliamentary Estates under a lease arrangement with the owner. The Red Lion would be returned and able to resume its public use as soon as possible once the House of Commons chamber moves back to the Palace of Westminster.

Indicative image showing the new public entrance to the House of Commons, as viewed from Parliament Street.

Widening the pavement on Whitehall and Parliament Street

The pavement in this section of the street is being widened to allow more space for pedestrians and visitors. To enable this, the proposals will remove one southbound lane of Parliament Street on a short section of the road to accommodate a wider pavement at the proposed visitor entrance to Richmond House.

We will need to close one bus stop in front of Richmond House. We are working with Transport for London to relocate bus services to other stops nearby on Parliament Street.

Indicative image showing the new public entrance to the House of Commons, as viewed from Parliament Street.

Energy and Environmental sustainability

These proposals will vastly improve the environmental performance of the Northern Estate buildings to mitigate the effects of climate change and will help result in carbon emission reductions.

The masterplan will deliver 60% reduction in CO2 emissions from the historic buildings on the Northern Estate, with the new buildings, including Richmond House, producing 35% less CO2 emissions than Building Regulations require.

1. A new Energy Centre will provide a low carbon heating and cooling network through the use of modern heat-exchange technology. This will draw water through boreholes underneath Richmond House and Portcullis House to service all of the buildings within the Northern Estate site.

2. Heat emissions will be reduced through the installation (or in some cases refurbishment) of secondary glazing throughout the Northern Estate.

3. Upgraded boilers in Portcullis House will reduce gas consumption and improve air quality. There will also be ‘greening’ on the roof of Richmond House and new planting within the Estate.

4. Water usage will be reduced by using ‘low flow’ taps and the reuse of water in toilets. There is also a reduced demand on the local drainage infrastructure by reinjecting cooling water back into the water table via the boreholes.

5. The collection of rainwater in attenuation tanks will help mitigate flood risk and reduce impact on local drainage infrastructure. New down pipes and guttering will also improve drainage and protect historic building fabric.

6. Installation of solar panels on the roof of Richmond House, 1 Parliament Street and the internal courtyard roof of Norman Shaw South.
Summary of benefits

The Northern Estate Programme will create a long-term legacy across the entire site.

The plans have been designed from the outset to deliver the maximum possible public benefit, not just while the temporary House of Commons Chamber is in operation but long into the future. Once the restoration and renewal of the Palace of Westminster is complete, the new facilities provided within the Northern Estate will also enable Parliament to consolidate its use of existing buildings and reduce running costs.

Enabling the restoration and renewal of the Palace of Westminster

The proposals for the Northern Estate are the essential first step to secure the continued long-term future of the Palace of Westminster, arguably the most important listed building in the country. The proposals will enable the House of Commons to continue to function while the Palace of Westminster is restored.

Ensuring the continued functioning of British democracy

Throughout the period that it is in use, the temporary House of Commons Chamber, together with its associated facilities, will allow Parliament to continue to function effectively alongside the ministerial and governmental offices of Whitehall, 10 and 11 Downing Street, the Supreme Court, other institutions and government departments.

Significant heritage benefits

With major investment and sensitive improvements to listed buildings across the Northern Estate – including Norman Shaw North and South – their condition is greatly enhanced. Many of these buildings have not been comprehensively refurbished for more than 30 years, and these proposals will ensure their long-term conservation and continued use, whilst minimising changes to the historic character of Whitehall and Parliament Street.

The fastest route to delivery and the best value for money for the taxpayer

It is widely accepted that the works to the Palace of Westminster need to take place urgently given the current state of the building. Consequently, both Houses of Parliament have endorsed the plan to fully vacate the Palace. These proposals represent the fastest, best value option to deliver the required spaces and create a lasting legacy for Parliament.

A safe and secure environment for MPs, staff and visitors within a single site

Recent incidents have highlighted security risks so the plans have been developed to enable all MPs and their staff to work within a safe and secure site. It is also essential to remain in close proximity to the House of Lords and other Parliamentary and government buildings around Whitehall to allow the formal and informal interactions that take place between the two Houses and government departments to continue.

Improving public access to the House of Commons

Approximately one million people pass through Parliament’s doors every year, including schoolchildren, constituents, businesses, charities and tourists. Public engagement is a vital element of our Parliamentary democracy and the new spaces provided within Richmond House will maintain public access to the Chamber and Committee Rooms, alongside new education and participation spaces.

Transforming access for people with disabilities

A priority of the Restoration and Renewal Programme will be to bring the Palace up to the modern accessibility standards that are expected of a public building and this is an essential component of the works to the Northern Estate as well. Accessibility across the whole Northern Estate site, including to the temporary House of Commons Chamber, will be vastly improved through the provision of new lifts and accessible facilities, reducing the changes in floor levels and providing step-free entrances.

Modern facilities for Parliament

The proposals will create a fit-for-purpose modern estate for generations to come. The new Richmond House delivers much-needed new flexible workspace whilst major investment to upgrade the existing Northern Estate buildings has been a fundamental requirement of the Parliamentary Estate for many years.

A wider legacy for Parliament

The flexibility for future use built into the new Richmond House brings with it the potential to free up spaces within the Palace of Westminster itself. For example, some facilities could remain permanently based within the Northern Estate, allowing space within the Palace to be prioritised for improved public access and an expanded education programme.

Sustainable and efficient buildings

These proposals will vastly improve the environmental performance of the Northern Estate buildings to mitigate the effects of climate change and would result in carbon emission reductions. The masterplan will deliver 60% less CO2 emissions for buildings on the Northern Estate, and 35% less CO2 emissions for Richmond House, compared to the baseline Building Regulations requirements. The proposals will help to ensure that the Parliamentary Estate achieves its target of becoming zero carbon by 2050.

A major economic boost

The works to the Northern Estate and the Restoration and Renewal Programme represent one of the UK’s most important construction projects. Suppliers, including small and medium sized enterprises across the country, will be engaged in supply chains and will benefit significantly from the main contractor spend across the life of the project. There is also a commitment to use social enterprises.

Supporting thousands of jobs with skills and training opportunities

Around 1,000 jobs will be sustained during the construction period, in addition to around 150 apprenticeships and jobs in the wider supply chain. The building contractors have committed to supporting under-represented groups and disadvantaged communities into the construction industry through leading programmes such as ‘Beonste’ and ‘Building Futures’.

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The planning applications

Following extensive consultation and engagement with key stakeholders over several years, and a widely publicised public consultation earlier in 2019, we have now submitted a suite of seven planning applications and listed building consents (LBC) to Westminster City Council.

As the Local Planning Authority, Westminster City Council will now be conducting its own statutory consultation before determining the planning applications in early 2020.

Due to the size and complexity of the proposals, the seven planning applications are also supported by a series of overarching documents such as Masterplan drawings and impact assessments. All the applications have been submitted at the same time so that they can be considered and assessed together.

You can view the planning application documents and leave any comments by visiting Westminster City Council’s planning portal at www.westminster.gov.uk/planning and entering the relevant reference number.

While we have endeavoured to make all the planning documents accessible to the public, clearly some of the design details are of the highest security and certain documents will be restricted to security-cleared individuals.

Restricted access versions of the planning documents will be available to view at Westminster City Hall under agreed security protocols.

The seven planning applications each have a reference number and are supported by a suite of Masterplan documents.

**NEP0:** Masterplan documents
Explaining the development of the scheme and masterplan context in addition to the environmental statement.

These documents are all included within each of the seven planning applications.

**NEP1:** Richmond House full planning application and LBC
Setting out the proposals for Richmond House and the associated listed building consent.
19/08220/FULL
19/08221/LBC

**NEP2:** Norman Shaw North full planning application and LBC
Setting out the proposals for Norman Shaw North and the associated listed building consent.
19/08243/FULL
19/08251/LBC

**NEP3:** Norman Shaw South full planning application and LBC
Setting out the proposals for Norman Shaw South and the associated listed building consent.
19/08267/FULL
19/08271/LBC

**NEP4:** Parliament Street buildings full planning application and LBC
Setting out the proposals for the Parliament Street buildings and the associated listed building consent.
19/08237/FULL
19/08250/LBC

**NEP5:** Estate Landscape full planning application and LBC
Setting out the proposals for the internal landscaping within Parliament’s Northern Estate.
19/08248/FULL
19/08263/LBC

**NEP6:** Public Urban Realm full planning application and LBC
Setting out the proposals for the paving, railings and landscaping on Whitehall and Parliament Street.
19/08254/FULL
19/08255/LBC

**NEP7:** Site Infrastructure full planning application and LBC
Setting out the proposals for the site-wide infrastructure within Parliament’s Northern Estate.
19/08278/FULL
19/08279/LBC

Indicative development timeline

**2019**
- Legislation to formally establish a Delivery Authority and Sponsor Board, similar to those used for the London Olympics, receives Royal Assent.
- The Northern Estate Programme submits a suite of seven planning applications to Westminster City Council, who will undertake a statutory consultation before determining the planning application in early 2020.

**2020**
- Subject to planning approvals, construction work begins on the Northern Estate.
- Public consultation for works to the QEII Conference Centre, to provide temporary accommodation for the House of Lords, followed by the submission of planning applications to Westminster City Council.

**2021**
- Refurbishment works on the Elizabeth Tower (Big Ben) are complete.

**Early 2020s**
- Planning applications are submitted for restoration and renewal of the Palace of Westminster.

**Mid 2020s**
- Work is expected to be completed across both the Northern Estate site and at the QEII Conference Centre to enable the temporary relocation of Parliament.
- Work begins on the restoration and renewal of the Palace of Westminster.

**Early 2030s**
- Restoration and renewal of the Palace of Westminster is complete, enabling the functions of the House of Commons and House of Lords to move back.
- Consolidation of buildings within the Parliamentary Estate to reduce running costs.
You can view these plans at:
northernestate.parliament.uk

To find out more about the governance arrangements visit:
www.restorationandrenewal.parliament.uk

If you have any questions, please contact us:

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If you would like additional copies, require publications translated or provided in an alternative format, please contact the Northern Estate Programme team.