

## **Manchester City Council Report for Resolution**

**Report to:** Resources and Governance Scrutiny Committee – 7 September 2017  
Executive – 13 September 2017

**Subject:** Manchester Town Hall and Albert Square: 'Our Town Hall'

**Report of:** Deputy Chief Executive

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### **Summary**

Previous reports to the Executive Committee and Resources and Governance Scrutiny Committee have set out proposals for the refurbishment and partial restoration of the Town Hall and Albert Square under the Our Town Hall project.

This report provides an update on recent progress including the appointment of the design team, the recruitment of a client team and plans to procure a management contractor through a Competitive Dialogue process. It also sets out the latest position on the decant of the building and provides an update on the communications and engagement plans for the project, including proposals around the 140th anniversary of the opening of the building and events to mark the public closure of the building in January 2018 to enable the refurbishment works to proceed.

### **Recommendations**

The Executive is recommended to;

1. Note progress with the Our Town Hall project with a design team now procured and in place, a client team recruited and the procurement of a management contractor underway.
  2. Note that the Town Hall opened to the public on 13 September 1877 and that the 140th anniversary of Our Town Hall will be appropriately celebrated.
  3. Note progress with the decant of staff, members and portable assets from the building, that the Town Hall will close to the public on 15 January 2018 and that plans are in place to mark this important milestone and ensure the building is opened up to as many Mancunians as possible before its' closure.
  4. Delegate authority to the Director of Trading Services to appoint consultants to support the Our Town Hall Project.
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**Wards Affected:** All

Our Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities.	Manchester Town Hall refurbishment could provide the opportunity for a significant increase in employment within the building.
A highly skilled city: world class and home grown talent sustaining the city's economic success.	The refurbishment will provide new opportunities for young people and graduates, including apprenticeships and work placements.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities.	<p>The refurbishment will increase the productivity and the efficiency of Council staff and support the development of an equitable city, taking advantage of new opportunities offered by devolution.</p> <p>There is also the opportunity through the co-location of public and private uses and new modern meetings rooms to promote collaboration and networking to strengthen the collaboration between organisations, businesses and residents, including the community and voluntary sector.</p>
A liveable and low carbon city: a destination of choice to live, visit and work.	The refurbishment will contribute to sustainable economic growth by retaining employment within a central location. It will significantly enhance the Town Hall's energy efficiency and enable the incorporation of sustainable design features.
A connected city: world class infrastructure and connectivity to drive growth.	The refurbishment will retain and improve public uses within an accessible city centre location, connected to residents and visitors by the City's expanding public transport network. The work will reinforce the City's role as the centre of public and private sector networks and meetings in the north, with connections through the Airport to support international events.

**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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**Financial Consequences – Revenue** - The repair of the Town Hall has a number of revenue implications such as the cost of financing capital; alternative accommodation costs; and loss of income over a number of years offset in part by reduced spend on maintenance and utilities. Overall, the project is expected to run until 2023/24, with

estimated revenue costs in the region of £22.2m. This may be subject to change as the design process and programme progresses.

**Financial Consequences – Capital** - The capital programme includes the establishment of a capital budget for the full repair and upgrade to modern standards of the Town Hall and the associated costs for the Town Hall and Albert Square totalling £306.1m. The forecast profile of spend is based on a number of assumptions, and will be subject to review following the design stage and at other points throughout the programme. The design team have now been appointed and the cost are included in the overall approved Capital Budget.

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Report to Executive Committee - Town Hall Complex Strategy – 23 July 2008.
- Report to Executive Committee – Town Hall Complex Programme – Transforming Customer Experience – 11 February 2009.
- Report to Executive Committee – Town Hall and Albert Square Maintenance Programme - 1 October 2014.
- Report to Executive Committee – The Refurbishment of Manchester Town Hall and Albert Square: ‘Our Town Hall’ –27 July 2016.
- Report to Executive Committee – The Refurbishment of Manchester Town Hall and Albert Square: ‘Our Town Hall’ – 16 November 2016

- Report to Executive Committee – Capital Programme (Budget 2017/18 – 2021/22) – 11 January 2017
- Report to Executive Committee - Manchester Town Hall and Albert Square: 'Our Town Hall' - 8 March 2017
- Report to Resources and Governance Scrutiny Committee – Our Town Hall – Social Value and Communications - 22 June 2017

## **1.0 Background**

- 1.1 Manchester Town Hall, which opened on 13 September 1877, is an internationally significant landmark and Manchester's greatest cultural and civic asset, which makes a significant contribution not only to the heritage but also to the identity of the City. The building is Grade 1 listed, considered to be one of the masterpieces of Victorian architecture and cherished by the people of the City who view it as the civic heart of Manchester.
- 1.2 The Town Hall, whilst structurally sound, is now seriously showing its age with many elements reaching the end of their natural lifespan. It has been agreed that significant refurbishment is required to rectify the identified defects and to protect the building for the benefit of future generations of Mancunians.

## **2.0 Introduction**

- 2.1 At its meeting in November 2016 Executive approved a report recommending the full refurbishment and upgrade to modern standards and partial restoration of the Town Hall. A further report considered by Executive on 8 March 2017 provided progress on the procurement of the design team and the assembling of the project team to maintain the momentum of the project to keep to the agreed work programme and timelines. The report also provided an update on the assessment and appraisal of commercial opportunities, concluding that the Council should retain overall responsibility of the project during the construction phase and for the complex in operation.
- 2.2 The March report agreed that the most appropriate form of construction procurement is through management contracting whereby the management contractor appoints the works contractors with the contractual relationship and associated liability resting with them and not the Council. The management contractor would also assume the financial and contractual burden associated with administering the works packages.
- 2.3 This report updates Executive on the procurement of the design team and the recruitment of a client team as well as the procurement of a management contractor. The report also provides a progress report on decanting the building, together with an update on communications and engagement strategies and activity, including plans to celebrate the 140th anniversary of the opening of the Town Hall and its' closure to the public in January 2018 to enable the refurbishment works to take place.

## **3.0 Procurement and Recruitment of the Project Team**

- 3.1 The project entered RIBA Stage 2 (Concept Design) at the end of July and work is now beginning in earnest. This section of the report details progress with the procurement and mobilisation of the design team and recruitment of the Council client team that jointly make up the Our Town Hall project team.
- 3.2 The procurement and mobilisation of the project team was delayed by 2 months as a result of a series of factors including difficulties recruiting to a

number of key client roles and an extended period of technical clarifications during the tender period for procuring the design team.

### **Client Side Team Recruitment**

- 3.3 It is essential that the Council puts in place a strong client team to both work and engage with the design team and contractors and to deliver bespoke workstreams as part of the overall project. This has required identifying specialist resources to focus on areas including finance, legal, HR, procurement, communications, engagement, IT, heritage, conservation and work and skills. A Project Director has been recruited to both manage the client team as well as being responsible for leading and delivering all aspects of the decant and refurbishment programme, including design and construction, procurement, supplier management, communications and cultural change. Changes to senior management arrangements include the Director of Trading Services taking responsibility as Senior Responsible Owner for the Our Town Hall Project and to enable him to fulfil this role approval is sought for delegated authority to appoint consultants, such as the design team, to support the Our Town Hall Project.
- 3.4 A number of core principles underpin the recruitment of the client team with priority given to providing development opportunities to existing Council staff, ensuring robust backfill arrangements where necessary, maximising apprentice opportunities and ensuring that continuing support is provided to the project by senior officers across the Council given the importance of this project. Client team roles filled to date include a Curatorial Manager, HR Lead, Work and Skills Officer, Finance Lead and Manager, ICT Lead, Project Support Officer, FM Project Manager, Engagement Lead and Business Support roles.

### **Design Team**

- 3.5 The procurement of a specialist design team commenced in late November 2016 and consists of the following professional services: Architectural, Structural and Civil Engineering, Building Services Engineer, Landscape Services, and Quantity Surveying Services. The procurement concluded in June, within budget, and contracts have been issued for the full design team, project manager and quantity surveyor roles as follows:
- Architect and lead designer: Purcell
  - Structural & Civil Engineer: Ramboll UK Ltd
  - Building Services & Engineering - Ove Arup & Partners Ltd
  - Project Manager: Mace
  - Quantity Surveyor: Faithful & Gould
  - Landscape Architect: Planit IE LLP
- 3.6 The client team and design team will together form a project team which has been mobilised in collaborative project offices on levels 1 and 3 of the Town Hall, and a programme of inductions is underway. Lessons learned from the refurbishment of the Town Hall Extension and Central Library demonstrate

that creating a one team approach and culture has hugely positive benefits and this will be replicated on Our Town Hall.

3.7 The procurement of the design team has so far delivered the following commitments to the delivery of social value targets:

- 100% commitment to the Manchester Living Wage.
- Employability and curriculum support to 66 Manchester schools.
- 51 work placements for pre-16s.
- 135 work placements for post-16s.
- 31 M Futures apprenticeships
- 46 sustained apprenticeships.
- 10,000 hours of training/upskilling.
- 500+volunteer days.
- 28 project initiated jobs.

#### **4.0 Procurement of a Management Contractor**

4.1 In November 2016 following market testing Executive approved that management contracting was the most appropriate procurement route for appointment of the main construction contractor. At the Executive meeting on 8 March 2017, it was confirmed that this remained the preferred procurement route. Under this route, the Council will contract with a management contractor to manage the project and in turn the management contractor contracts with works package contractors who have the primary responsibility for undertaking the refurbishment works. The management contractor will work alongside the design team to develop and finalise design proposals, whilst in the same period market testing proposed solutions with the supply chain and refining and running robust tender processes for each of the works packages.

4.2 The management contractor approach is considered to be the procurement route that best fits with the Council's objectives of:

- optimising local benefit for businesses, employment and training;
- ensuring flexibility to introduce change during design together with a quality product, whilst accepting that change may incur cost and time impacts that may be undesirable;
- demonstrating value for money through cost transparency;
- achieving a high level of cost certainty prior to commencement of construction;
- maximising collaborative working and open book procurement; and
- ensuring attractiveness to the contractor market since it seeks to allocate risk to the party best able to deal with it.

4.3 Due to the fact the market testing that identified management contracting as the most appropriate procurement was over 12 months ago it was agreed that it would be appropriate to review this decision to ensure it remained valid and appropriate. A workshop of internal officers and external partners looked in detail at the various options and concluded that management contracting was still the most appropriate form of procurement for the Our Town Hall project.

- 4.4 The workshop identified some immediate next steps to inform the development of the detailed procurement process for the management contractor including:
- Upskilling council staff for whom this form of procurement is new;
  - Developing procurement mechanisms that mitigate the risks that arise from the later cost certainty attendant on this form of procurement;
  - Establishing bespoke contractual mechanisms for those packages that will require an element of contractor design;
  - Establishing an interactive procurement process that enables the Council to fully engage with the Management Contractor's personnel such that we can satisfy ourselves that we select a contractor with the appropriate cultural and behavioural fit to drive collaborative delivery;
  - Mitigating the risk of a technical challenge from disgruntled contractors; and
  - Establishing a change management protocol within the framework of Council governance that enables instructions to be issued promptly in response, for example, to problems uncovered during the discovery phase of the project.
- 4.5 In light of the aspiration for an interactive procurement approach for Our Town Hall, it is not considered that the project is suitable for an Open or Restricted Procedure and the proposal is to use a Competitive Dialogue Procedure which will enable engagement with the bidders in successive rounds of discussions, tailored and focused as necessary, to develop suitable solutions to the complex technical, social value and financial mechanisms required on a project of the scale and complexity of Our Town Hall. This will enable us to drive through the dialogue process the fundamental principles of our approach to opening up opportunities to work on the project for local businesses, SMEs and local labour. This period of engagement will also enable the client team to test the management style and behaviours of key personnel in the bidders' teams, against the collaborative working standards required. Whilst the Competitive Dialogue approach will lengthen the procurement period for the management contractor it will ensure a better outcome and form a stronger relationship with the successful contractor. Having the design team in place has enabled the start of the procurement of the management contractor, via the Competitive Dialogue approach. It is anticipated that the management contractor will be appointed during the first half of 2018/9 financial year. A robust timetable for this procurement will be concluded within the next couple of weeks.
- 5.0 Decant**
- 5.1 The Town Hall is due to close to the general public in mid January 2018 and the decant of the majority of staff and Members is due to be completed by Christmas. The decant includes portable heritage items as well other portable items and plans are in place to remove them before a management contractor takes responsibility for the building. The project team will remain located in the Town Hall following the closure of the building to the public.



- 5.2 The Lord Mayor and his office will relocate to Central Library, making this iconic building the civic focus of the complex while the Town Hall is closed. The accommodation will include office space and a suite of rooms for civic functions. Officers are working with the Lord Mayors Office, Manchester Central, and the Manchester Art Gallery to plan provision of catering for the Lord Mayors function when the kitchens in the Town Hall are no longer available. The Lord Mayor will relocate in early January 2018.
- 5.3 Members accommodation will be provided in the Town Hall Extension, and will be based on Level 2, in the former Members Corridor. Executive Members are also moving into the Extension, onto Level 4. It is intended to relocate Members in December 2017 and Executive Members in January 2018.
- 5.4 It is proposed to relocate the Scrutiny Room to the Council Chamber Ante-Room to ensure that it remains open and accessible to the public after the Town Hall closes.
- 5.5 The Strategic Management Team will be moving into open plan office space on Level 3 in the Extension. Other senior officers based in the Town Hall will move across into the Extension and will be based in the open plan space with their teams. The Governance and Scrutiny Support Team, the Elections Team, the Procurement and Energy Management Team, and the City Centre Regeneration Team will also move into the Town Hall Extension. Facilities Management staff will be based on the ground floor of the Extension, following a reconfiguration of space in and around the current G40 FM Reception. These moves will take place between September and December 2017.
- 5.6 In order to free up sufficient space in the Town Hall Extension for the decant of remaining staff and Members from the Town Hall additional office space is required and space at Bridgewater House, on Whitworth Street has been leased for a period of 3 years. Teams who need to be city centre based but don't need to be based within the Town Hall complex will move to Bridgewater House.
- 5.7 The Coroners Service, including the two courts, will relocate to premises on Cross Street. Both this location and Bridgewater House will have some meeting space available to staff, to offset some of the meeting rooms that won't be available on the former Members Corridor after Members move into this space. The Coroner's new accommodation requires building work to create the court and office spaces, so this move will take longer than the other relocations and the Coroner will relocate in the spring of 2018. Given the building will still provide accommodation for the Project Team and will require FM services including security this will not present an issue.
- 5.8 The current catering offers in the Town Hall, including Room 104 and the Sculpture Hall cafe, will close but a new cafe, available to the public, Members and staff, will open before the end of the year on the ground floor of the Extension, facing onto St Peter's Square.

- 5.9 All the portable heritage assets in the building - which includes furniture, sculptures, metal and ceramic items, textiles, works on paper, and civic gifts - have been identified and recorded. Most of these items will be stored off-site for the duration of the works, but there will be some large and heavy objects that are not practical to move, and these will be carefully protected in-situ.
- 5.10 The recently recruited Curatorial Manager for the project will develop plans to relocate a smaller number of items (eg sculptures) to areas of the civic complex (including the Rates Hall in the Town Hall Extension) where they can remain on display, maintaining public access to these assets as well as reducing the need and costs of storage. This will include some commemorative plaques that have a significance to Manchester community groups, and that visitors will wish to continue to access. The proposal is to establish the most popular of these items through the Town Hall Tour Guides, and to develop a plan to house these items elsewhere in the Complex for the duration of the refurbishment so they remain accessible. In addition, as part of the Communications strategy an area will be established for the public to view information about the project and the history of the Town Hall during its' closure. Further information will be shared once plans are more developed.

## **6.0 Communications and Engagement**

- 6.1 Previous reports to Executive and Resources and Governance Scrutiny Committee have outlined the communications and engagement activity delivered so far. Given that this is a seven year programme of work, the communications and engagement strategies will need to develop over time and be flexible and responsive to the inevitable changing landscape. A broader strategy is in development and will be published in the coming weeks. The following sets out a brief progress update on the communication and engagement strategies as well as the particular arrangements to celebrate the buildings 140 year anniversary and its' temporary closure.

### **140 year Anniversary Celebrations**

- 6.2 The 140th anniversary of the opening of the Town Hall is on 13 September and will be used to mark the next phase of the Our Town Hall project, celebrate the building's remarkable heritage and raise awareness of its closure from 15 January 2018 while work to safeguard, repair and restore it is undertaken.
- 6.3 Through media and social media engagement there will be a call out to Manchester residents to share their stories and memories of the Town Hall and invite people to visit the Town Hall in the three months before the building closes for a period of six years. A short film and other materials about the Our Town Hall Project and the building's ongoing role at the heart of the City's life will be launched to reinforce key messages and highlight this treasured building's long and fascinating history as well as the need to undertake the refurbishment works.
- 6.4 Engagement with schools will form a key part of the planned activity for the anniversary celebrations which will culminate in a Civic event over the closure

weekend in January 2018. Ideas include a Victorian themed party for local school children linked to the National Curriculum, a school art project aimed at A level students and projects to reflect memorable events in the 140 year life of the building.

### **Communications and Engagement Strategies**

- 6.5 The next phase of activity will focus on the period from the 140th anniversary to Spring 2018 through the decant of staff, members and portable items to the beginning of intrusive survey work following the actual closure of the building to the public. There will be an increased emphasis on the heritage of the Town Hall, preserving and improving people's access to it and capturing their memories of the part it has played in their lives. There will also be detailed updates on the progress of the project, including jobs created and skills fostered through some of the specialised works involved and engaging particular groups such as schools.
- 6.6 An engagement strategy and plan, intrinsically aligned to the communications strategy is being developed. It is recognised that engagement activities for the project will be varied and will need to develop overtime, but immediate actions identified include:
- Acting as the “Front Door” to the Town Hall;
  - Management of enquiries about the programme;
  - Management of volunteer opportunities for the project;
  - Development of a Friends of the Town Hall scheme;
  - Establishing links with the Education sector, to develop an historical, civic pride, and potential employment and apprenticeship opportunities; and
  - To educate on the history of the building, the political importance, the artistry and the future legacy for Manchester’s young people.

### **Back of house tours of the Town Hall**

- 6.7 The back of house tours have been key to the engagement approach. They have also been particularly successful and a waiting list has built up for future tours which have now been extended through to Christmas. Analysis of attendees at previous tours run by Manchester Guided Tours shows that 49% of people purchasing tickets were from Manchester, and a further 49% from elsewhere in Greater Manchester. Tickets will continue to be subsidised to ensure that as many Manchester residents as possible have the opportunity to attend and any future promotion will continue to target mancunians. The organ was played during some of the tours and feedback was extremely positive. If dates and availability of the function rooms allows, further opportunities to showcase the organ are being explored.

### **January 2018 – Building closure**

- 6.8 Consideration has been given to mark the public closure of the Town Hall, both in terms of the importance of the moment in Manchester’s civic history

and to ensure that mancumians have a final opportunity to engage with the building and provide further awareness that the building is to close. The building will be closed to the public from Monday 15 January 2018 and the proposal is to open the building up to members of the public throughout Sunday 14 January. Plans are underway to organise this as a civic event including tours and possibly playing of the organ in the Great Hall amongst other activity to reflect key moments in the building's history.

### **Creative Commission**

- 6.9 A creative commission is currently being planned to capture and record the once-in-a-lifetime transformation of the Town Hall. The opportunity will be provided to Manchester's wider creative community with an open process and could be anything from photography, a one-off film or a series of shorts, vlogging, blogging or art in a range of media, and could be undertaken by an individual, a community, an organisation or a collective of creative minds delivered by a professional or amateur, as long as their commitment is established.
- 6.10 The objectives of the commission don't just focus on the building works, but also on securing social value and crucially on the people, the connections and stories of the Town Hall and engaging people in the process and capturing the journey of the transformation. It is envisaged that the commissions will be split into two phases. The initial focus has been on the immediate need to cover the decant of portable heritage assets and staff moves and the wider commission will follow, coordinated by a project manager. Grant funding opportunities to fund or match fund these commissions will be explored with the Arts Council and Heritage Lottery Fund.

### **7.0 Conclusion**

- 7.1 The preparation for the refurbishment and partial restoration of the Town Hall and Albert Square continues to progress well with the design team procured and in place working collaboratively with the client team. The project has now moved into RIBA Stage 2. Work has now commenced to seek the procurement of a management contractor through a Competitive Dialogue process.
- 7.2 The decant of staff, Members and portable heritage and other assets is on schedule to enable the building to be closed to the public on 15 January 2018. The day of Executive Committee coincides with the 140th anniversary of the opening of the Town Hall and this milestone will be celebrated as will the actual closure of the building. A range of communications and engagement activities are planned for both key milestones. Finally, a commitment has been given to provide a progress report to alternate Resources and Governance Scrutiny Committee meetings and it is proposed to focus the next report in November on the decant of people and objects from the Town Hall.

## **8.0 Contributing to the Manchester Strategy**

### **(a) A Thriving and Sustainable City**

- 8.1 The refurbishment will allow the Council to more efficiently provide accommodation for its staff as well as consider making new accommodation available for other public and private sector organisations. In total approximately 900 staff could be accommodated and this would add to the economic diversity of city centre employment, including jobs aimed at younger people.
- 8.2 The improvements to digital connectivity will contribute to the aim of developing Manchester as a leading digital city and enhance the Council's leadership role in developing the digital economy and digital industries.

### **(b) A Highly Skilled City**

- 8.3 The transformation and economic growth of the city centre has been instrumental in attracting skilled workers and making Manchester's population the fastest growing in the UK outside of London. The project provides an opportunity to create skilled job opportunities through high-level apprenticeships in the design, development and construction of the project, and providing opportunities to connect residents to local jobs. The scale and duration of the construction programme and the range of skills required will support a significant apprenticeship and work placement programme, introducing young people to a range of technical and craft skilled employment opportunities. There will also be openings for recent graduates in construction related occupations.

### **(c) A Progressive and Equitable City**

- 8.4 The opportunity to accommodate additional MCC staff within the proposed development will support closer, joint working and integration of local services which is vital to tackle effectively some of the complex social problems which prevent families and communities from benefiting from the City's economic success.
- 8.5 The actions to take forward many of the objectives of an equitable city such as better health, children ready for school, an age friendly city, working with families with complex needs are dependent upon a more effective and efficient City Council taking advantage of new opportunities offered by devolution. Moving key personnel from out-dated and at times scattered offices to modern premises with high quality work stations and access to a range of meeting rooms will increase the productivity and the efficiency of Council staff.

### **(d) A Liveable and Low Carbon City**

- 8.6 The project will contribute to sustainable economic growth by retaining employment within a central location, and making new space available for other private sector organisations, in a location which is accessible by public

transport and supports the daytime and evening economies. The additional employment in other organisations accommodated in a refurbished Town Hall will further diversify the City's economy.

- 8.7 The refurbishment will significantly enhance the Town Hall's energy efficiency and enable the incorporation of sustainable design features. Currently the building uses a heating system which requires large amounts of energy to heat partially occupied offices, where the quality of accommodation is poor.
- 8.8 The refurbishment will change the current inefficient accommodation to more modern space, with more staff accommodated in less office space. This will reduce the amount of surplus space and also reduce the need for MCC to take up other office space to accommodate staff numbers

#### **(e) A Connected City**

- 8.9 The refurbishment will retain and improve public and private uses within an accessible city centre location, connected to residents and visitors by the City's expanding public transport network. The work will reinforce the City's role as the centre of public and private sector networks and meetings in the north, with connections through the Airport to support international events.

### **9.0 Key Policies and Considerations**

#### **(a) Equal Opportunities**

- 9.1 An Equality and Disabled People's Access Panel will be formed as part of the consultation process. The group will be a strategic panel with a range of experience/specialism and involvement with Equality and Access issues within the built environment and workplace and will report to the Quality Panel.

#### **(b) Risk Management**

- 9.2 Risk issues and appropriate mitigations are addressed within the report.

#### **(c) Legal Considerations**

- 9.3 The legal considerations are addressed in the body of the report.