

REPORT TITLE: REPLACEMENT DOCTORS SURGERY WINCHESTER

12 SEPTEMBER 2017

REPORT OF PORTFOLIO HOLDER: Cllr Steve Miller Portfolio Holder for Estates & Grants

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WARD(S): TOWN WARDS

### PURPOSE

The relocation of the St Clements Surgery to new town centre premises has been a long standing ambition of the central Winchester regeneration proposals.

This report explains that following agreement of terms and subject to the approval of Cabinet, the construction of a new doctor's surgery on the site of the Upper Brook Street Car Park in Winchester can now proceed. It is expected that the construction and occupation of the new surgery will be completed by May 2019.

The report updates Members on the cost of the project, identifies the budget requirements, includes the financial appraisal and seeks formal approval to proceed with this scheme, which will have significant health care benefits for many residents of Winchester.

### RECOMMENDATIONS:

It is recommended that:

1. The development appraisal set out in Exempt Appendix D be noted and that the development of the new surgery and pharmacy should proceed.
2. The provisionally agreed terms for the letting of the proposed new surgery set out in Exempt Appendix B be approved and the Assistant Director (Estates & Regeneration) be authorised to finalise the terms of the agreement and leases.

3. The Head of Legal & Democratic Services be authorised to enter into Building Agreements/ Agreements for lease with the St Clements Doctors Practice and Lloyds Pharmacy prior to the commencement of development and thereafter to complete the leases
4. The Head of Legal & Democratic Services be authorised to progress the closure of the Upper Brook Street Car Park, the completion of the S 278 Agreement with Hampshire County Council and the appropriation of the land to planning purposes within the meaning of Part IX of the Town & Country Planning Act 1990 at the appropriate times.
5. Architecture PLB be retained as architects to develop the design of the new surgery up to RIBA Stage 4 to facilitate the tendering of the construction work and accordingly a direction to this effect be made under Contracts Procedure Rule 2.4 a).
6. The Assistant Director (Estates & Regeneration) be authorised to appoint the consultant team required to carry the project forward in accordance with Contracts Procedure Rule 9.2; to include Project Manager, Cost Consultant, Structural and Mechanical and Electrical Engineers, BREEAM advisers and such other consultants as are necessary from time to time.
7. The Assistant Director (Estates & Regeneration) be authorised to select the procurement procedure to be used (including the evaluation model and the selection of any frameworks if appropriate) and to seek tenders for the construction of the property taking account of appropriate advice from Cost Consultants and in compliance with Contract Procedure Rules.
8. The Assistant Director (Estates & Regeneration) be authorised to accept tenders received for the works in accordance with the Contract Procedure Rules following their assessment by the Cost Consultant and subject to the tenderers being able to undertake the works in the required timescale.

## IMPLICATIONS:

### 1 COUNCIL STRATEGY OUTCOME

- 1.1 The development of a new surgery for the St Clements Doctors Practice with an attached pharmacy helps deliver a number of outcomes identified within the Council Strategy 2017-2020. These outcomes include the application of an entrepreneurial approach to the efficient delivery of public services by developing a Council asset to deliver an income stream; the health and happiness outcome by working with partners to improve the health of residents in Winchester, while helping to improve the quality of the environment by the construction of a modern building with high environmental standards.

### 2 FINANCIAL IMPLICATIONS

- 2.1 The proposed capital costs and the revenue implications to the General Fund are summarised in Exempt Appendix D. Forecast capital expenditure is within the budget and expenditure already approved (CAB2709 refers) and therefore no further approval is required.
- 2.2 There is a positive contribution from the scheme to the Council's revenue position each year when the surgery is complete after all financing costs have been taken into account.

### 3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The Council has powers under the Local Authorities (Land) Act 1963 to erect and maintain buildings for the improvement of its area.
- 3.2 The land will need to be appropriated to planning purposes within the meaning of Part IX of the Town & Country Planning Act 1990 at the appropriate times.
- 3.3 In order for the development to progress the procedure for closing a public car park will have to be implemented. Separately notice will have to be served on an occupier of an adjoining property making use of parking spaces on the site under a licence.
- 3.4 The estimated construction cost is below the threshold which would require an EU procurement process; consequently the contractors can be procured in accordance with the Councils Financial Procedure rules and Contracts Procedure Rules

### 4 WORKFORCE IMPLICATIONS

- 4.1 The project will be managed by the Assistant Director (Estates & Regeneration) and will require input from Legal, Finance, Development Management, Building Control and Major Projects. In addition external consultants and contractors will be appointed to progress the project.

## 5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The new premises are to be constructed on the site of the Upper Brook Street Car Park in central Winchester. The closure of the car park will result in a loss of 58 parking spaces in the town centre. However there is capacity elsewhere in the city centre and 73 spaces have recently been provided at the Friarsgate Car Park. Therefore, although there may be a loss of income from parking tickets, this will be partially offset by a reduction in rates and maintenance costs.
- 5.2 The development of the new surgery/pharmacy will generate a significant income stream. The security of the income stream makes the development a highly attractive investment in the market and over time there is the potential for the income to rise. As with all investments, however, it must be remembered that asset values can both rise and fall over time as they reflect market conditions and investors economic sentiments.

## 6 CONSULTATION AND COMMUNICATION

- 6.1 There has been extensive public consultation about the development proposals over a long period of time. There have been numerous reports to Cabinet on the subject and detailed negotiations have been held over the terms of the agreement with the St Clements practice, their agents, the District Valuer and the NHS.

## 7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 The existing surgery building in Tanner Street was built at a time when the environmental performance of buildings was given very limited consideration. The Council and the NHS both require new buildings to deliver a high environmental performance and the new building will substantially outperform the existing premises.
- 7.2 The location of the building in the City Centre will mean that it remains accessible to a wide section of the local community. During the design process careful consideration was given to the impact of the design on the neighbouring environment.

## 8 EQUALITY IMPACT ASSESSMENT

- 8.1 By locating the premises in the City Centre it will enable health services to be accessed by a wide range of the local community, including those who have to rely on public transport. There is no differential impact on any groups with protected characteristics.

9 RISK MANAGEMENT

<b>Risk</b>	<b>Mitigation</b>	<b>Opportunities</b>
<p>Property-There is a risk that construction inflation increases between today and the point of construction.</p> <p>There is a risk that one of the prospective tenants is unable to proceed.</p> <p>There is a risk that unanticipated ground conditions or services are found in the ground resulting in increased costs.</p>	<p>Estimated inflation increases have been built into the budget estimate used in the viability appraisal</p> <p>A building agreement and Agreement for lease will be entered into with the St Clements Doctors Practice and Lloyds Pharmacy prior to any start on site.</p> <p>An appropriate construction contingency is built into the cost assessment.</p>	
<p>Community Support There is a risk that there are objections to the proposed development from Members of the public.</p>	<p>The Doctors Practice has a Patient Participation Group which is updated quarterly on progress with the proposed development. The Practice sends newsletters to patients updating them on the development at all material times. There is wide support from patients for the new development.</p> <p>During the consultation exercise on the highways works associated with the development, residents identified that they did not want to see a layby outside of the shops and this was removed as a result of this consultation</p>	

<i>Timescales</i>		
<p><b>Project capacity</b> The Estates Team are involved in a significant number of projects and there is the risk that there would not be sufficient resources to manage the project.</p>	<p>The project will largely be managed by external consultants the cost of which has been included in the scheme budget.</p>	
<p><b>Financial / VfM</b> There is a risk that the project is not commercially viable</p>	<p>The negotiations with the Doctors Practice have been lengthy and have resulted in a commercially viable rent being agreed, which is largely to be funded by the NHS. The development will not proceed until a building agreement and lease has been signed by both Lloyds Pharmacy and the Doctors Practice.</p>	
<p><b>Legal</b>  There is a risk that objections are received to the proposed closure of the Upper Brook St Car Park</p>	<p>Implement the closure procedure appropriately in accordance with the Regulations.</p>	
<p><b>Reputation</b>  The Council has publicly committed to the development of a new surgery for central Winchester. The Council may suffer reputational damage if it should decide not to proceed with the development at this late stage.</p>	<p>A viable business case has been developed and subject to the completion of legal agreements with the prospective tenants, the Council would be able to proceed with the development.</p>	

## 10 SUPPORTING INFORMATION:

### BACKGROUND

- 10.1 The proposed Silver Hill scheme required the relocation of the St Clements surgery so that the building they currently occupy could be redeveloped. The emerging proposals for the Central Winchester Regeneration also anticipate the relocation of the St Clements Doctors Practice. The existing building has no architectural merit and performs poorly whilst delays in bringing forward the redevelopment of the area resulted in investment in the building being put on hold by the owners.
- 10.2 A design for a new surgery was prepared by Architecture PLB and was granted planning consent in 2012. The protracted nature of the negotiations for the development of Silver Hill meant that the planning permission expired. A slightly modified design was prepared and planning consent for was granted in 2016.
- 10.3 Authority under Financial Procedure Rule 6.4 was given to the capital expenditure required for the scheme in CAB2709 of 17 September 2015. Following the termination of the Silver Hill development agreement in 2016, Members resolved to continue with the development of the new surgery (CAB 2786 refers).
- 10.4 Negotiations were held with the agent acting for the Practice and with Lloyds Pharmacy to seek to agree terms for the lease of the new accommodation to them. Terms were provisionally agreed with Lloyds for the lease of that accommodation, but an agreement could not be put in place with the Practice until such time as they had secured agreement for the rent reimbursement with the NHS.
- 10.5 The St Clements Practice is an extremely important provider of primary healthcare conveniently located in the city centre and serves 17,000 patients who live within a five mile radius. Patients from the rural areas who rely on public transport to access healthcare facilities are able to get to the surgery via a single bus journey, which would not be possible if the facility was located outside of the city centre. The surgery building is showing its age and the accommodation is reflective of the requirements of those times; the consulting rooms for example being approximately half the size of those required by current standards. Health care today is organised very differently with greater emphasis being placed on the treatment of minor complaints within the surgery rather than in hospital as was the case in the past.
- 10.6 With the development of Kings Barton likely to add considerably to the population of Winchester over the next ten years the practice and the City Council concluded that there would be a need for additional health care facilities in the City as that development grew towards completion. In this respect it was decided to add three additional consulting rooms to the development and the Practice will be making use of these to expand the healthcare services they offer.

- 10.7 Although there is no legal relationship between the pharmacy and the surgery it is common for these services to be co-located for the obvious convenience of patients should they choose to utilise them.

### PROPOSALS

- 10.8 In July a final formal offer was received from the agent for the Practice. Cost consultants were instructed to review the scheme cost and following the receipt of the revised cost assessment, GVA were instructed to produce a revised valuation to establish if the scheme of development remained viable. The valuation has confirmed that the scheme remains commercially viable.
- 10.9 The scheme drawings are set out at Appendix A. Exempt Appendix B contains the provisionally agreed terms of the proposed lettings to the Doctors Practice and Lloyds Pharmacy. Exempt Appendix C is the valuation report from GVA. The revenue consequences for the Council if it decides to proceed with the project are set out at Exempt Appendix D.
- 10.10 Cabinet is therefore asked to consider the matters in this report and to approve the recommendations set out within. If Members do decide to proceed with the development, the Head of Legal and Democratic Services will be instructed to proceed with drafting the lease documentation. It will however be necessary to instruct the architect to progress the development of the tender drawings while the legal agreements are being put in place. To assist in the development of the designs, it will be necessary to procure structural and mechanical and electrical consultants (amongst others) to facilitate the production of this work. Consequentially, the expenditure incurred in progressing the design drawings will be at risk until the lease documentation is completed.

### CONCLUSIONS

- 10.11 The development of a new surgery for central Winchester has been delayed firstly by the termination of the Silver Hill Development Agreement and subsequently by the need for the Practice to secure sufficient funding from the NHS. The delivery of the new surgery will be eagerly awaited by patients attending the Practice. The new surgery will allow the Practice to deliver higher standards of healthcare for City residents, will secure an improved use of land in the Council's ownership and will deliver a secure income stream.
- 10.12 If Members approve the project, the architect will be appointed to progress the design of the drawings to RIBA stage 4 to allow the tender documentation to be prepared. The consultant team will be procured, the lease and legal documentation will be finalised with the prospective tenants before Christmas. It is anticipated that the construction work will begin early in 2018 and the works are anticipated to take 13 months to complete.



## 11 OTHER OPTIONS CONSIDERED AND REJECTED

- 11.1 The option of not proceeding with the project was considered and rejected because the benefits to residents of improved healthcare facilities and the advantages of relocation for the future redevelopment of central Winchester are significant and the financial impact of the project positive for the Council.

### BACKGROUND DOCUMENTS:-

#### Previous Committee Reports:-

CAB 2786 St Clements Doctors Surgery, Winchester - 29 March 2016

CAB 2709 – St Clements Surgery, Winchester - 17 September 2015

CAB 2609 Silver Hill Update - 10 September 2014

#### Other Background Documents:-

None

### APPENDICES:

Appendix A - the scheme drawings,

Exempt Appendix B – Provisionally agreed terms of the proposed lettings to the Doctors Practice and Lloyds Pharmacy

Exempt Appendix C - Valuation report from GVA.

Exempt Appendix D – Revenue implications of the project.

Issue	Date	Notes	Chkd	Apprd
A	30.11.15	First Issue	DM	PC
B	09.12.15	Red line adjusted	DM	PC
C	17.12.15	Floor plan M&E amendment	DM	PC
D	16.03.16	Additional refuse store added.	PC	PC
E	05.09.16	Parking space added. Heritage centre boundary updated.	PC	PC
F	31.08.17	Highways amendments	PC	PC



**SITE LAYOUT PLAN**

TO BE READ WITH FLOOR PLANS:  
2241\_GAD\_120001 - 120004

- Block Paving
- Tarmac
- Existing Pavement Surface
- Trees and Planting

Key Plan

Project  
**Winchester City Council  
St Clements Surgery**

Drawing  
**Site Plan**

Scale  
**1:200**

Date  
**30.11.15**

Status  
**PLANNING**

Drawn by  
**PC**

Job n° / Type / Series / Revision  
**2241\_GAD\_100001\_F**

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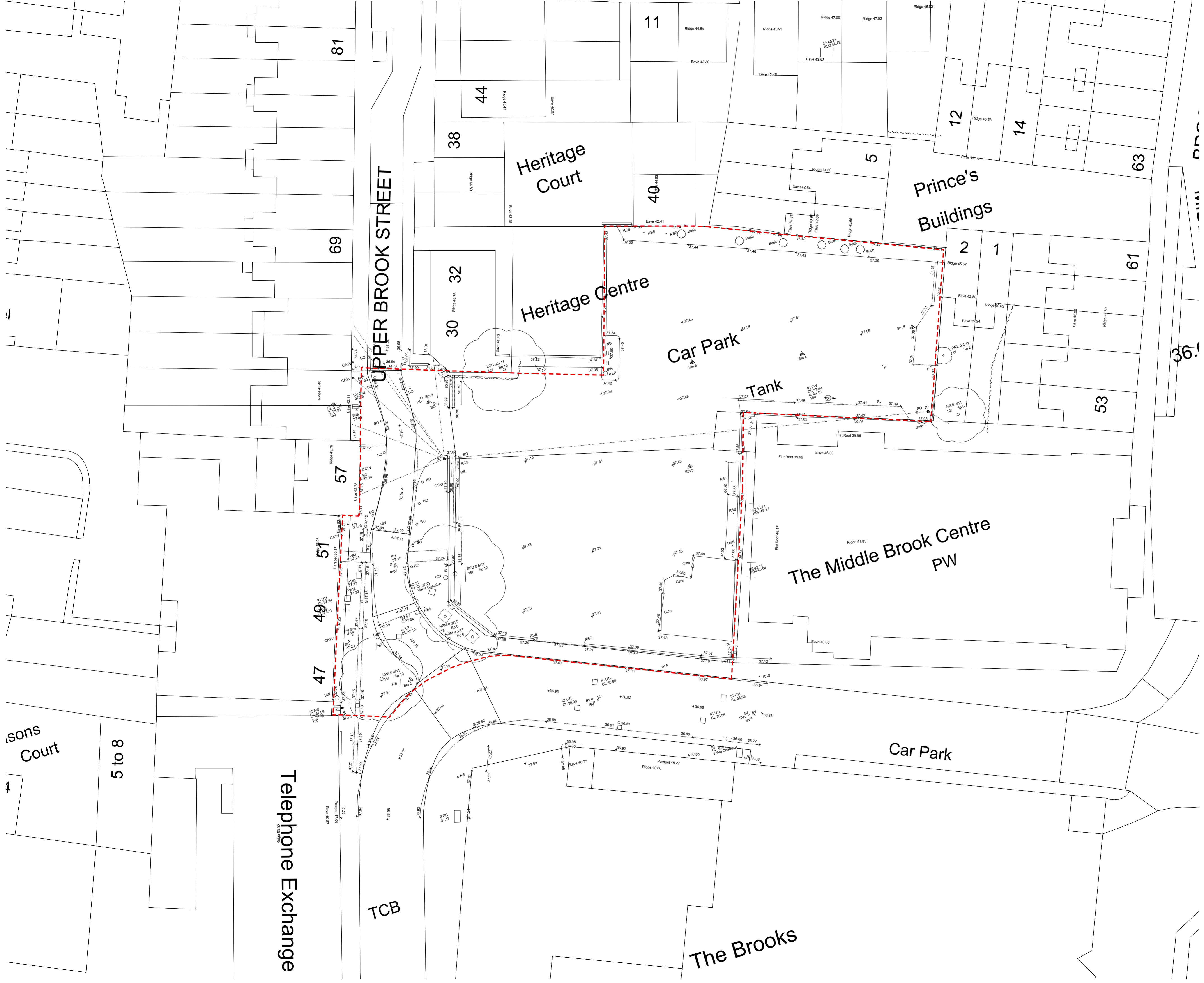
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Notes  
PLANNING APPLICATION BOUNDARY  
(SEE: 2241\_GAD\_100002\_A)

Issue	Date	Notes	Chkd	Apprd
A	30.11.15	First Issue	DM	PC



Key Plan

Project  
Winchester City Council  
St Clements Surgery

Drawing  
Site Plan as Existing

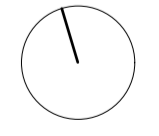
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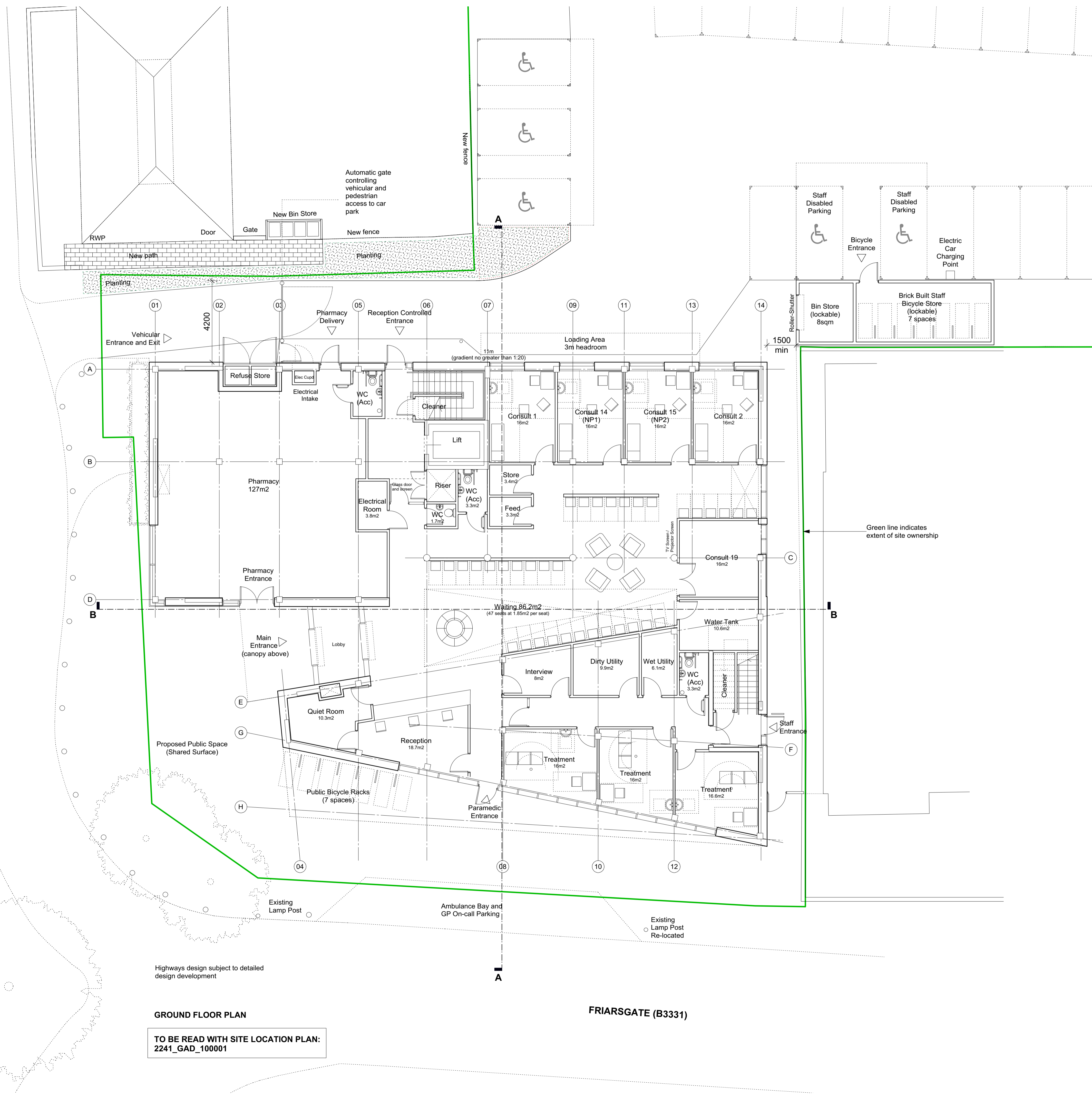
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A	29.10.15	First Issue	DM	PC
B	30.11.15	Curtain Walling amendment	DM	PC
C	09.12.15	Updates to notes	DM	PC
D	17.12.15	M&E updates	DM	PC
E	16.03.16	Additional refuse store added.	PC	PC
F	05.09.16	Patient Education changed to consult room. Heritage Centre boundary updated.	PC	PC
G	31.08.17	Highways amendments	PC	PC



**GROUND FLOOR PLAN**  
TO BE READ WITH SITE LOCATION PLAN:  
2241\_GAD\_100001

**FRIARGATE (B3331)**

Key Plan

Project  
**Winchester City Council  
St Clements Surgery**

Drawing  
**Ground Floor Plan as Proposed**

Scale  
**100 @ A1**

Date  
**30.11.15**

Status  
**PLANNING**

Drawn by  
**PC**

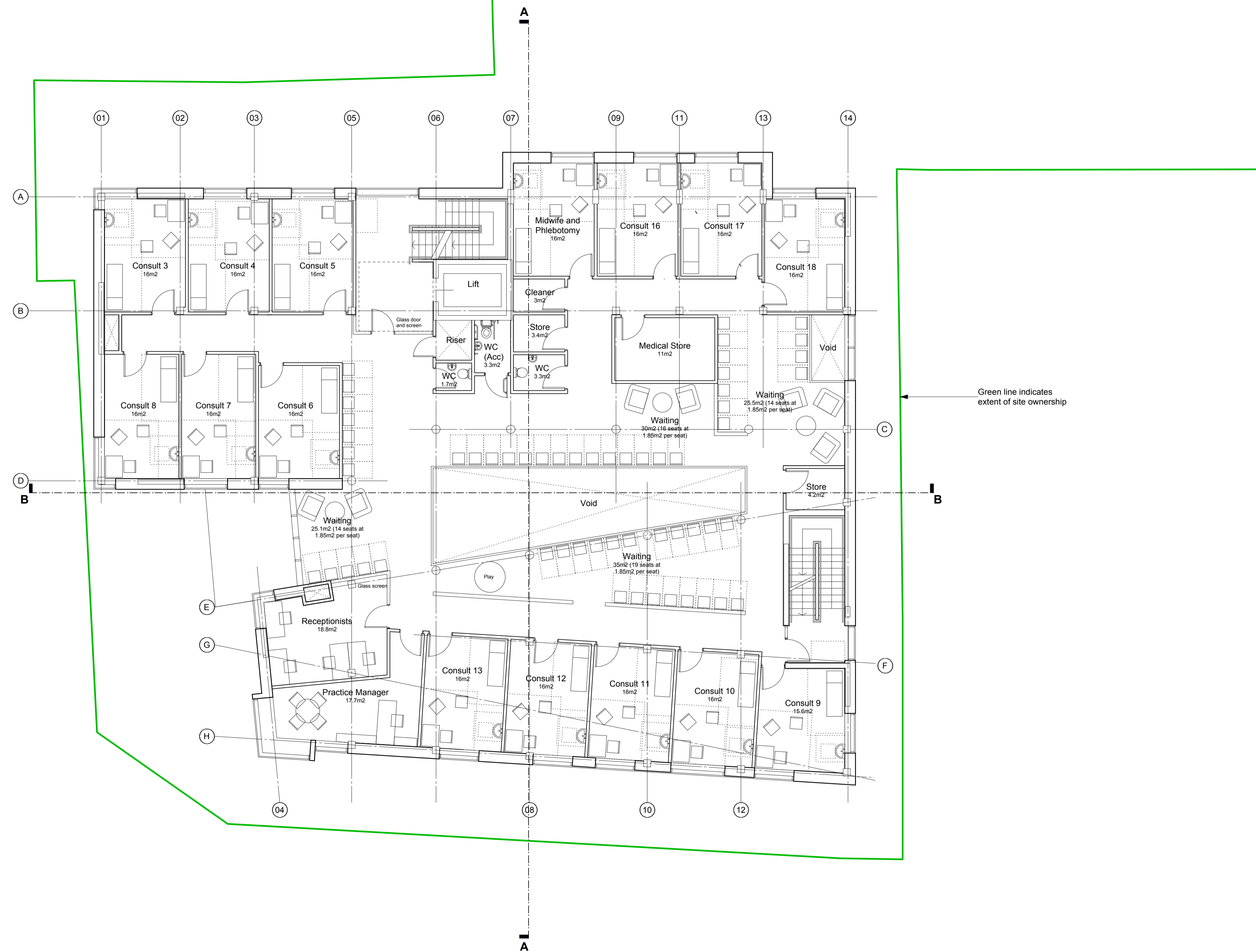
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Issue	Date	Notes	Chkd	Apprd
A	29.10.15	First Issue	PC	PC
B	30.11.15	Second Issue	DM	PC
C	09.12.15	Updates to notes	DM	PC



Key Plan

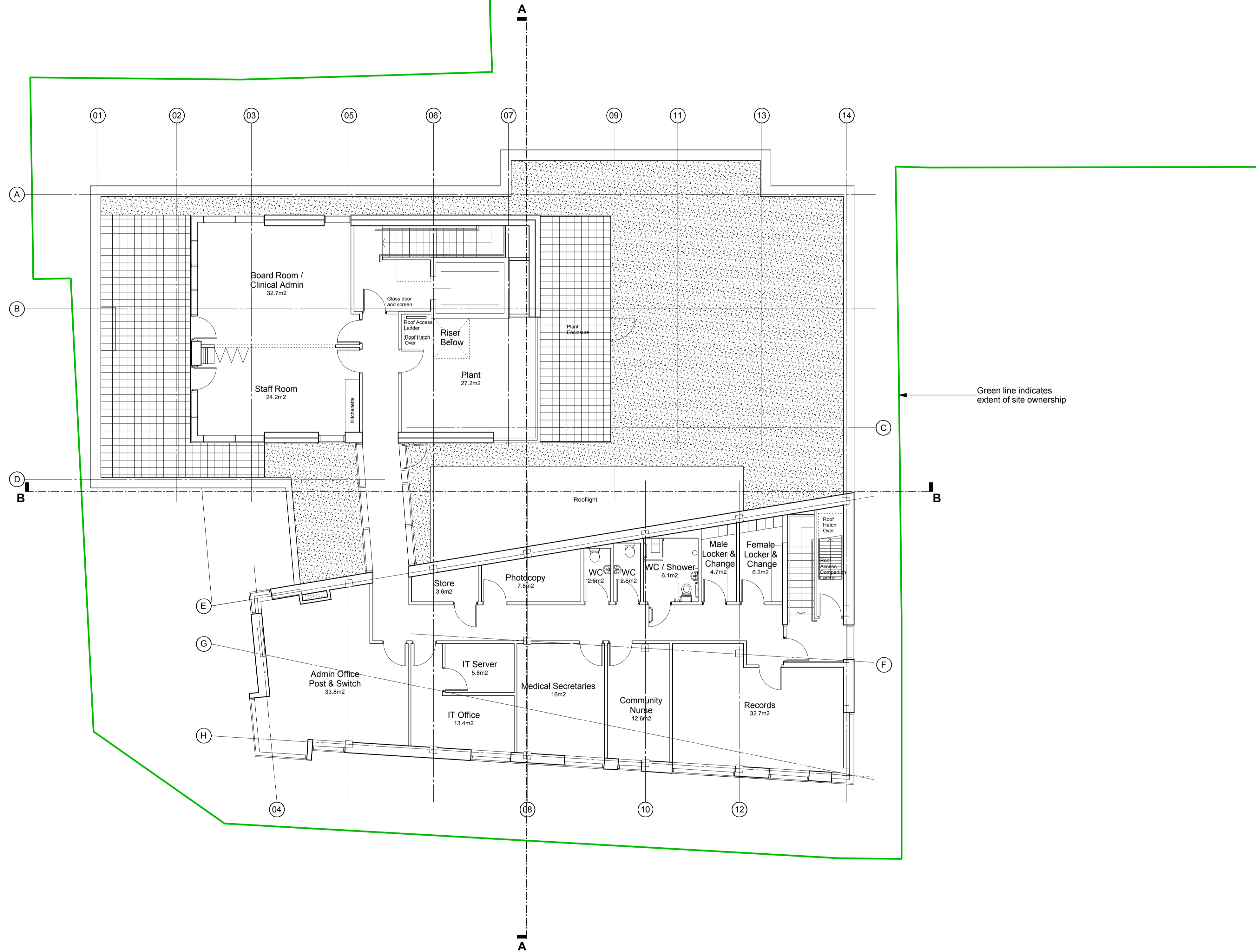
Project	
Winchester City Council St Clements Surgery	
Drawing	
First Floor Plan as Proposed	
Scale	Date
100 @ A1	30.11.15
Status	
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FIRST FLOOR PLAN

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Issue	Date	Notes	Chkd	Apprd
A	29.10.15	First Issue	DM	PC
B	30.11.15	Two Staff WC added	DM	PC
C	09.12.15	Roof access and plant enclosure added.	DM	PC
D	17.12.15	M&E updates	DM	PC



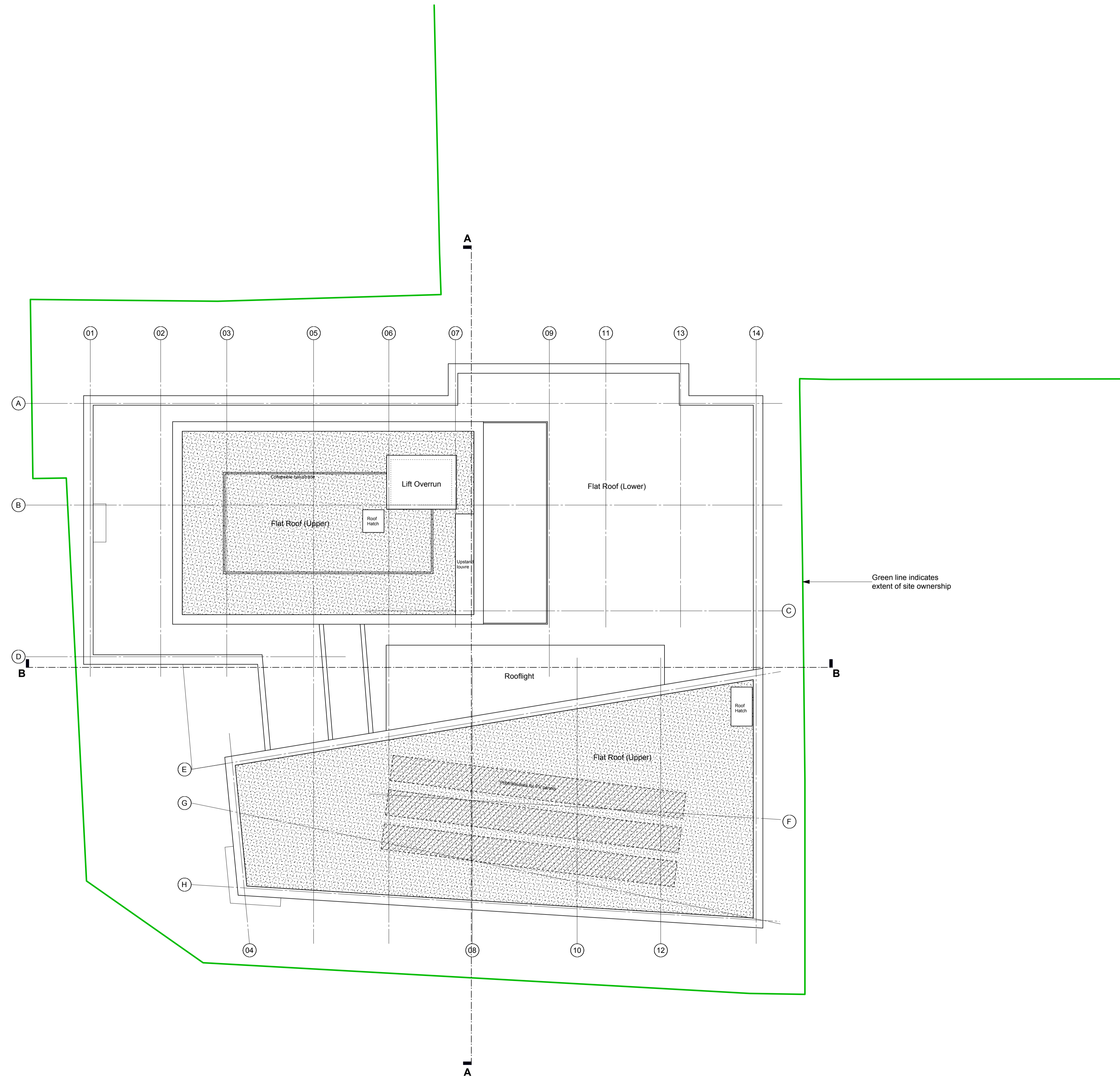
Green line indicates extent of site ownership

Key Plan

Project <b>Winchester City Council St Clements Surgery</b>	
Drawing <b>Second Floor Plan as Proposed</b>	
Scale <b>100 @ A1</b>	Date <b>30.11.15</b>
Status <b>PLANNING</b>	
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SECOND FLOOR PLAN

Issue	Date	Notes	Chkd	Apprd
A	30.11.15	First Issue	DM	PC
B	09.12.15	Updates to roof plant. Access hatches and balustrade added.	DM	PC
C	17.12.15	M&E update	DM	PC



ROOF PLAN

Key Plan

Project  
**Winchester City Council  
St Clements Surgery**

Drawing  
**Roof Plan as Proposed**

Scale  
**100 @ A1**

Date  
**30.10.15**

Status  
**PLANNING**

Drawn by  
**PC**

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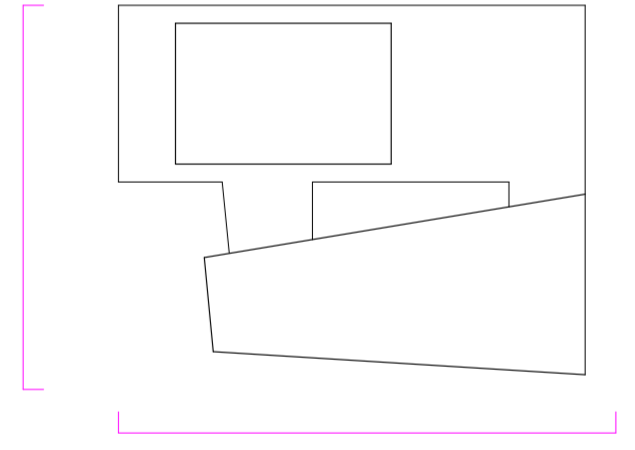
**KEY**

- A Masonry - Flemish Bond with raked joints
- B Channel Glass
- C Capless Curtain Walling
- D Aluminium Windows (Flush with Brickwork)
- E Coloured Polyester Powder-coated Spandrel Panels
- F Coloured Polyester Powder-coated Aluminium Louvres
- G Timber - Dark Stained
- H Coloured Polyester Powder-coated Steel and Glazed Canopy

Issue	Date	Notes	Chkd	Apprd
A	30.11.15	First Issue	DM	PC
B	15.12.15	Planning	DM	PC



Key Plan



Project  
**Winchester City Council**  
**St Clements Surgery**

Drawing  
**Elevations**  
**West and South**

Scale  
**100 @ A1**

Date  
**30.11.15**

Status  
**PLANNING**

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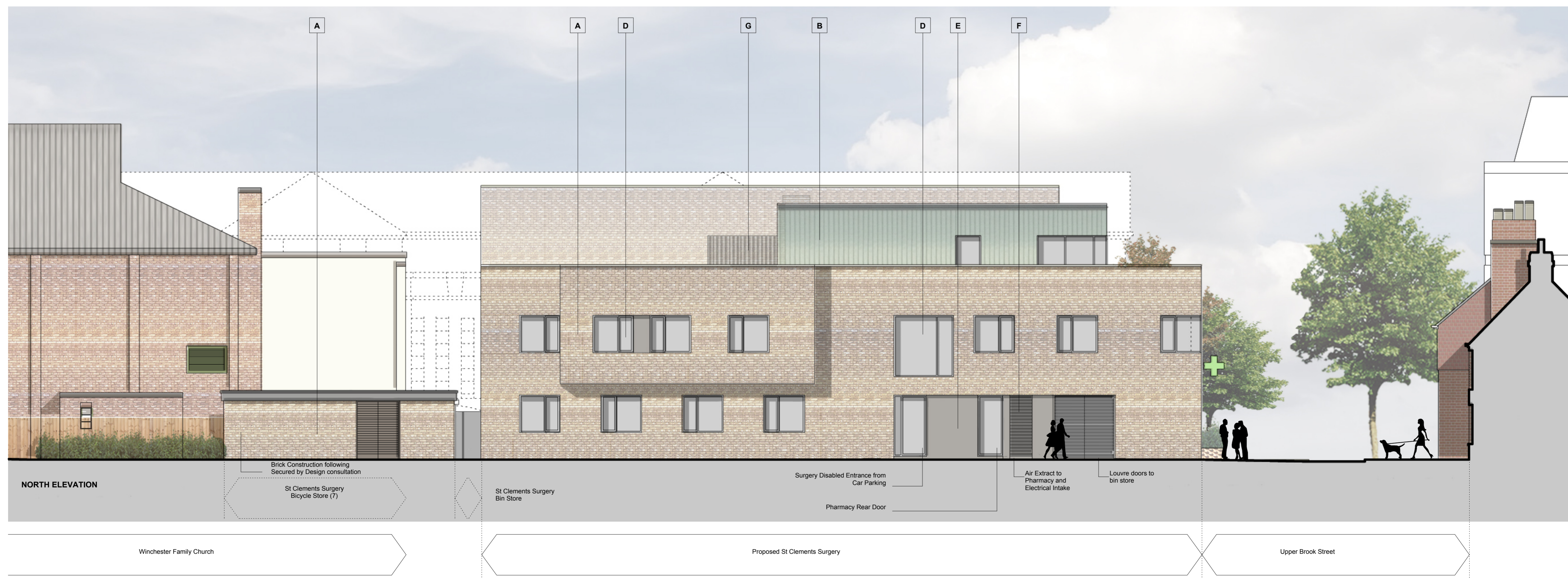
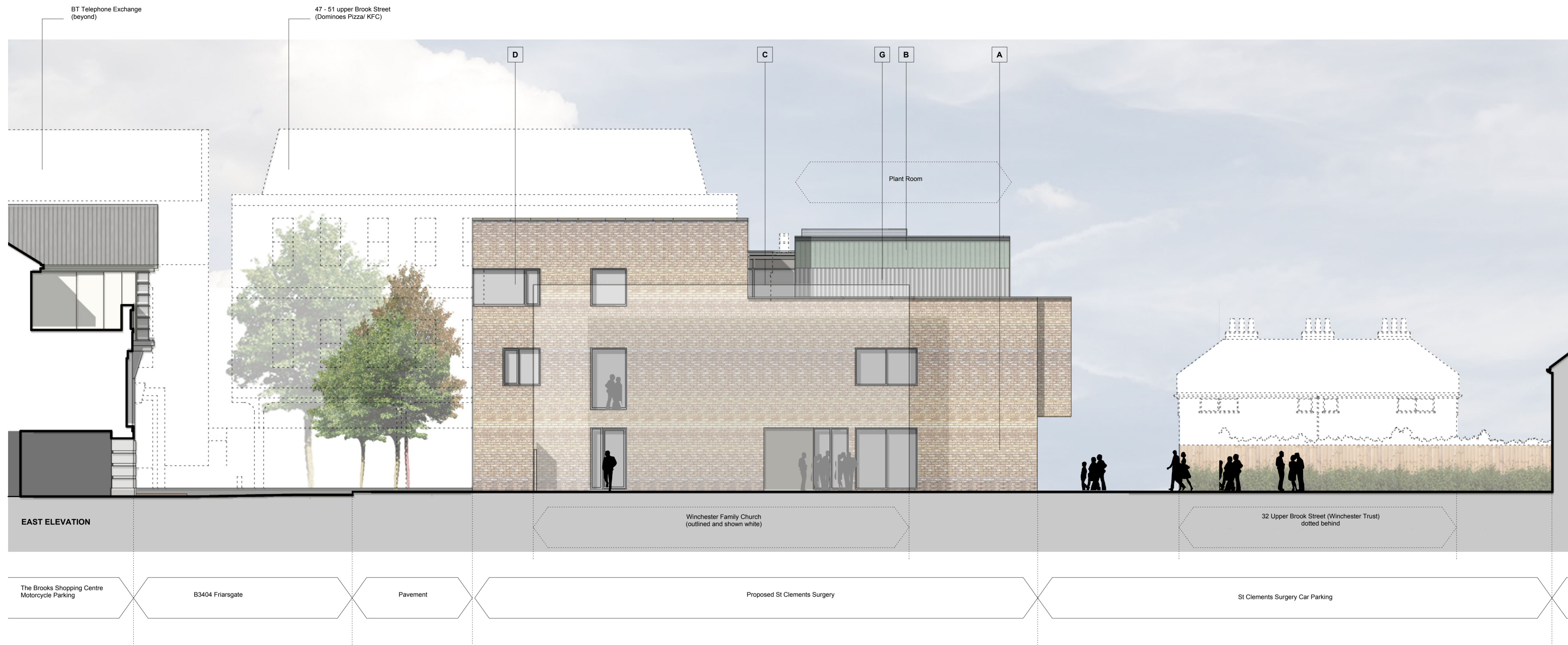


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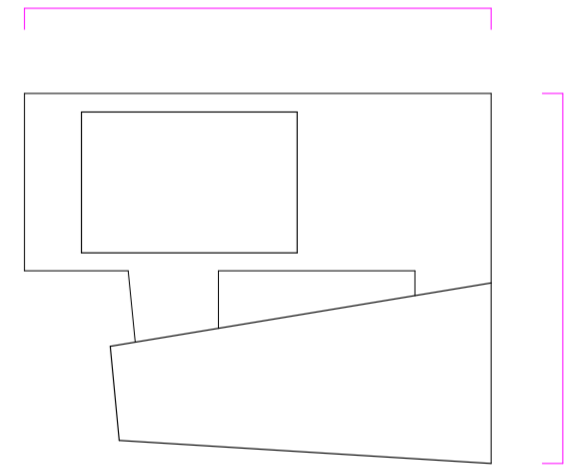
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- E Coloured Polyester Powder-coated Spandrel Panels
- F Coloured Polyester Powder-coated Aluminium Louvres
- G Coloured Polyester Powder-coated Aluminium Plant Enclosure
- H Coloured Polyester Powder-coated Steel and Glazed Canopy

Issue	Date	Notes	Chkd	Apprd
A	30.11.15	First Issue	DM	PC
B	15.12.15	Planning	DM	PC
C	17.12.15	M&E updates, Planning	DM	PC
D	16.03.16	Additional refuse store added	PC	PC



Key Plan



Project  
**Winchester City Council**  
**St Clements Surgery**

Drawing  
**Elevations**  
**East and North**

Scale  
**100 @ A1**

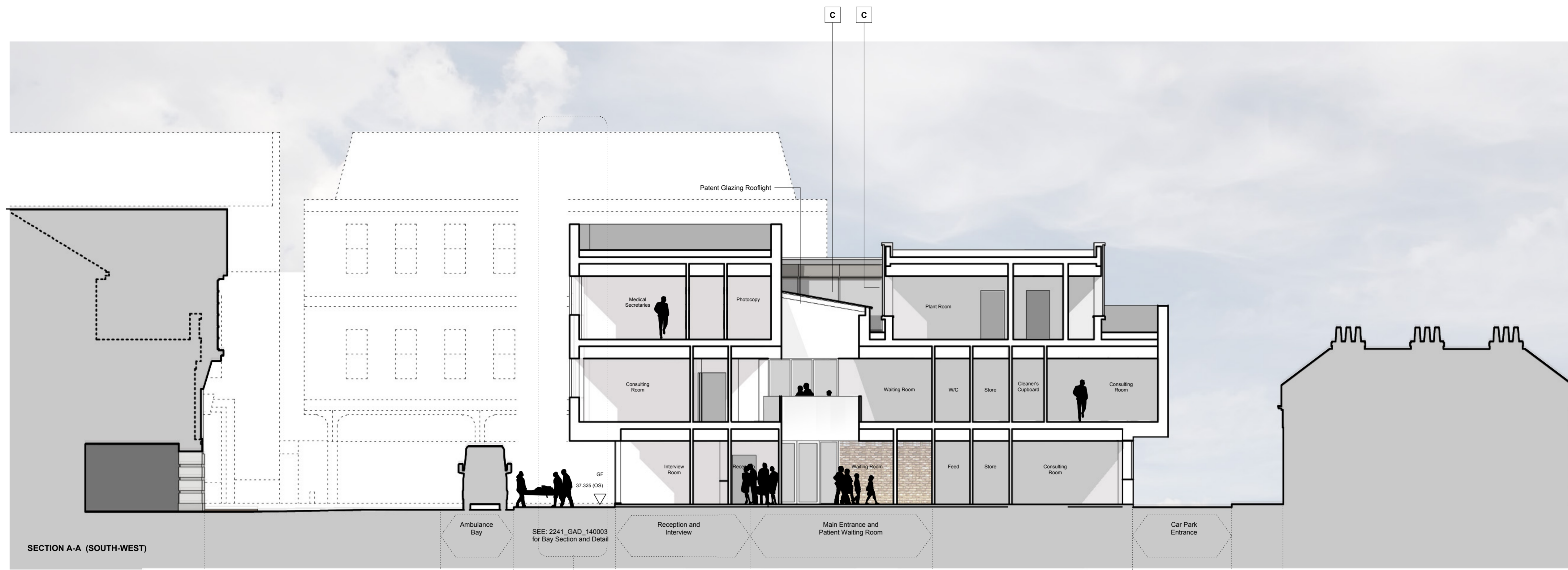
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SECTION A-A (SOUTH-WEST)



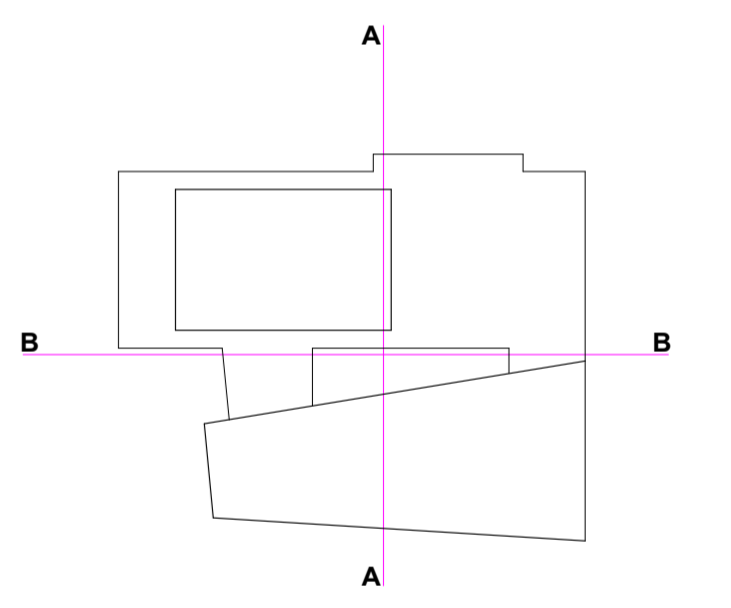
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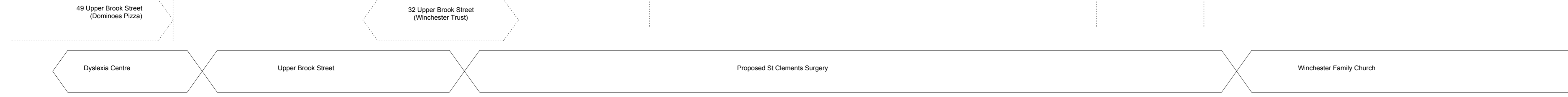
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- G Coloured Polyester Powder-coated Aluminium Plant Enclosure
- H Coloured Polyester Powder-coated Steel and Glazed Canopy

Issue	Date	Notes	Chkd	Apprd
A	30.11.15	First Issue	DM	PC
B	16.12.15	Planning	DM	PC
C	17.12.15	M&E updates, Planning	DM	PC

Key Plan



SECTION B-B (WEST-EAST)



Project  
**Winchester City Council**  
**St Clements Surgery**

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Drawing  
**Sections**  
**South-North and West-East**

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Scale  
**100 @ A1**

Date  
**30.11.15**

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Status  
**PLANNING**

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