Governance, Risk and Best Value Committee

10.00am, Tuesday 15 January 2019

Edinburgh Schools Inquiry - Update

Item number	7.12	
Report number		
Executive/routine		
Wards	City-wide	
Council Commitments		

Executive Summary

Following a wall collapse at Oxgangs Primary in January 2016, structural issues were identified at schools built between 2002 and 2005 in Edinburgh under the Public Private Partnership programme ("PPP1"). This led to the temporary closure of affected schools.

The Council was asked to consider the findings and recommendations of Professor Cole's Inquiry Report when it was presented to Council in February 2017. An update was provided to Corporate and Strategy Committee in December 2017.

Council officers have been following up on the findings within the Inquiry Report. A further update was provided to, and approved by, Corporate Policy and Strategy Committee in December 2018. This report contains the same detail submitted to that Committee.

A report to Governance, Risk and Best Value Committee was requested at GRBV Committee on 26 September 2016. This report discharges that request.



Edinburgh Schools Inquiry - Update

1. **Recommendations**

1.1 It is recommended that the Committee note the content of this report and the continued positive progress being made by the Council.

2. Background

- 2.1. As a result of investigations following a wall collapse at Oxgangs Primary in January 2016, structural issues were identified at schools built between 2002 and 2005 in Edinburgh through PPP1. This led to the temporary closure of affected schools and required alternative arrangements to be urgently put in place for all the affected children.
- 2.2. As detailed in the reports to Corporate Policy and Strategy Committee in May and June 2016, an independent Inquiry was instructed into the matter. Professor John Cole, CBE, was subsequently appointed as the Independent Chair of the Inquiry with an agreed remit and reported his findings to Council in February 2017.
- 2.3 The Chief Executive instructed that officers consider the implications of the Inquiry Report and put in place appropriate measures in response. This report updates Committee on progress made.
- 2.4 Following publication of the Cole report, Council officers have been actively assisting other authorities and the Scottish Government with regard to providing advice in relation to the matters identified in the report, including having been approached by the Irish Government in relation to recent similar issues being discovered in buildings in Ireland.

3. Main report

- 3.1 The Cole Report made 40 separate recommendations.
- 3.2 A detailed response with input from Property and Facilities Management, Building Standards and the Housing Service is set out at Appendix 1, outlining progress to date against each of the Cole Report recommendations.

3.3 Key Specific issues relating to PPP Schools

3.3.1 Fire Safety

- 3.3.1.1 The Council is acutely aware that fire safety is a top priority and has been actively working to ensure that its buildings are fully compliant in all respects from this perspective.
- 3.3.1.2 A process has been established to incorporate the review of the firestopping and fire-proofing processes into the Council's planned maintenance regime throughout both the PPP and wider council estate. The team are working collaboratively with the relevant service providers to ensure that the estate remains safe. An independent Fire and Risk contractor has been employed by the Council to ensure that this matter is appropriately scrutinised and to demonstrate that the remedial works being carried out achieve compliance with the appropriate fire regulations.
- 3.3.1.3 With regard to PPP1, ESP's fire risk consultants have completed their inspections and have confirmed that all required remedial work has now been completed. The Council's fire consultants are doing final checks on this but no issues are anticipated as inspection and reviews have been ongoing throughout the works.
- 3.3.1.4 With regard to PPP2, all remediation works are also complete.

3.3.2 Building Completion Certificates

- 3.3.2.1 Two schools unfortunately remain without Building Completion Certificates (Royal High School and Craigmount High School). These buildings were given Temporary Occupancy Certificates on 6 November 2003 and 25 July 2003 respectively, which would both have expired after three years.
- 3.3.2.2 ESP has made the relevant applications for these certificates but final certification requires that all outstanding fire safety works are fully complete. As noted above, these works have recently been completed and it is anticipated that appropriate certification or equivalent can be granted by the Council following a final inspection.

3.3.3 **Commercial position**

3.3.3.1 The Council is has finalised commercial settlement terms with ESP with regard to both service failures and costs incurred. The Council has ensured that the PPP1 Facilities Management provider has been involved in the ongoing settlement discussions to ensure the Council has full protection. A report was considered and approved at Finance and Resources Committee for the proposed settlement and settlement has now taken place.

3.3.4 **Ongoing Inspections**

3.3.4.1 As outlined in the Inquiry report, the Council continues to carry out a proportionate and structured risk-based approach to investigating and remediating the wider Council property estate.

The wider Council estate

- 3.4 The Housing Service contributed to the Council-wide response to the Cole Report, following a review of the wider housing estate.
- 3.5 The Housing Service has a diverse portfolio including over 19,000 Council homes, as well as an ambitious new build programme that aims to deliver 10,000 new affordable homes by 2027/28. In addition to this, the Council is a member of eight Limited Liability Partnerships, delivering 886 mid-market rent homes as part of the Scottish Government's National Housing Trust (NHT) initiative. The supervisory/quality control arrangements of this diverse portfolio are managed in a variety of different ways, as detailed in Appendix 1.
- 3.6 The scope of the Housing Service's quality and assurance review was expanded following the Grenfell Tower Fire. A detailed report went to Housing and Economy Committee on 7 September 2017. This set out the Council's response in establishing the safety of material and construction methods used in the refurbishment of tower blocks and ensuring that Council tenants were safe in their homes.

4. Measures of success

- 4.1 The progress in relation to the Inquiry's findings provides the Council with assurance as to the processes engaged to ensure, so far as possible, the safety and integrity of the Council's property estate.
- 4.2 The Council agrees appropriate financial redress with ESP.

5. Financial impact

- 5.1 It is still anticipated that the majority of the costs associated with addressing the findings and recommendations of the Inquiry Report with regard to new project quality and inspections can be contained within relevant capital budgets.
- 5.2 The Council incurred significant additional costs as a result of the unavailability of seventeen schools and two other facilities between April and August 2016. Subject to finalisation and approval of the proposed terms of settlement with ESP, it is not anticipated that there will be any overall direct cost to the Council arising from this incident. All costs of remediating the issues have been incurred by ESP.
- 5.3 At the meeting of the Finance and Resources Committee on 23 January 2017, members approved that any excess of contractual deductions due to CEC, over

Governance, Risk and Best Value Committee - 15 January 2019

costs incurred, be earmarked to take forward any necessary remedial work identified through the programme of Estate Wide Structural Investigations (refer to Recommendation 10.1 in the Cole Inquiry report). Tranche 1 of this exercise (buildings and extensions constructed between 1995 and 2017) was completed in March 2018 within a budget of £1.2m. Tranche 2 is now underway addressing buildings and extensions constructed between 1975 and 1995.

- 5.4 The unpredictable nature of the findings limit the accuracy of any time and cost assessment. However, this is being kept under constant review through the relevant Programme Board as the investigations continue.
- 5.5 In a wider context the Council, as part of its budget setting process for 2018/19, approved a capital allocation of £118.9m in asset management works to Council property over a five year period from 2018/19. An additional £34.6m of revenue has also been earmarked for investment in repairs and maintenance over the same period.

6. Risk, policy, compliance and governance impact

6.1 There is a risk that the issues of concern identified within the Inquiry Report could exist within other areas of the built environment (both public and private sector), including within the Council's wider estate. A proportionate risk-based programme of inspection works is already in place to carryout structural assessments specifically related to wall tie related concerns of the Council's wider estate.

7. Equalities impact

7.1 There are no direct equalities impacts arising from this report.

8. Sustainability impact

8.1 There are no direct sustainability impacts arising from this report.

9. Consultation and engagement

9.1 The Council has engaged with other authorities and the Scottish Government in relation to this matter.

10. Background reading/external references

Report of the Independent Inquiry into the Construction of Edinburgh Schools: Professor John Cole Report

Edinburgh Schools Report: Report to City of Edinburgh Council, 9 February, 2017

Webcast - The City of Edinburgh Council 9 February 2017 - Item 5.1 Edinburgh Schools Inquiry

Corporate Policy and Strategy Committee 4 December 2018 - Edinburgh Schools Update Report

<u>Webcast - Corporate Policy and Strategy Committee 4 December 2018 - Item 7.1</u> Edinburgh Schools Update Report

Finance and Resources Committee 4 December 2018 - Edinburgh Schools Partnership Settlement Report

Webcast - Finance and Resources Committee 4 December 2018 - Item 7.20 Edinburgh Schools Partnership Settlement Report

Andrew Kerr

Chief Executive

Contact: Peter Watton, Head of Property and Facilities Management E-mail: <u>e-mail: peter.watton@edinburgh.gov.uk</u> | Tel: 0131 529 5962 Contact Nick Smith, Head of Legal and Risk E-mail: <u>e-mail: nick.smith@edinburgh.gov.uk</u> | Tel: 0131 529 4377

11. Appendices

Appendix 1 - Response to: Report of the Independent Inquiry into the Construction of Edinburgh Schools (Professor John Cole CBE).

Appendix 1

Abbreviations:

BS	Building Standards
CAFM	Computer Aided Facilities Management system
CEC	City of Edinburgh Council
CLT	CEC Corporate Leadership Team
COW	Clerk of Works
D&B	Design and Build
DBFM	Design, Build and Facilities Management
ESP	Edinburgh Schools Partnership (PPP1 Special Purpose Vehicle)
Hub	Institutional Public Private Partnership (delivering asset and new build service to public sector partners)
IC	Independent Certifier
IT	Independent Tester (earlier PPP title for IC role above, referred to in Cole Report)
HP	Housing Property
P&FM	Property and Facilities Management (Resources) delivering projects across Operational Estate
SFT	Scottish Futures Trust
SG	Scottish Government
SPV	Special Purpose Vehicle, term for entity formed to deliver PPP contracts
SRO	Senior Responsible Officer appointed on each capital project and works programme
TWG	Technical Working Group (managed by CEC delivering the estate wide structural investigations)

Current Property & Facilities Management Quality Inspection resources

Table 1 below captures supervisory/quality control arrangements which have been in place following the publication of the Cole Report. These arrangements are a key to delivery of quality in projects and are referred to in the response to the Cole Report recommendations in Table 2 below.

Table 1

The table above gives an overview of the approach to the provision of technical resources on capital projects delivered across the Operational Estate in line with the Inquiry recommendations. The actual provisions are considered on a project by project basis.

Notes:

		Part Time CoW	Full Time CoW	Independent Certifier (DBFM only)	Technical Advisor (considered where deemed appropriate)	Fire Engineer (inspection role) (considered where deemed appropriate)	Design Team (site inspection)	Design Team independent Design Review)	Multivista or similar (considered where deemed appropriate)
	<£2m	~					\checkmark		
Traditional	>£2m		~		~	√	√	~	✓
	<£2m	1					√		
D&B	>£2m		~		~	✓	√	~	~
DBFM	All		~	~		✓	✓	√	

• The above contract categories are not a representation of all available contract and procurement routes but indicate the predominate approaches taken on CEC projects.

- These services are capital funded.
- The majority of the above roles are not full time on any project. This will vary according to scale and complexity of any project.
- The potential to make joint appointments and to align the scope of each service is examined as required. For example, joint COW/TA appointment and also joint COW/IC appointments. On DBFM the IC will be delivering the TA role as part of their scope.
- Multivista and similar now adopted.

Current Housing Service Quality and Assurance Arrangements

The Housing Service estate includes over 19,000 existing homes, as well as an ambitious new build programme that aims to deliver 10,000 new affordable homes by 2028. In addition to this, the Council is a member of eight Limited Liability Partnerships, delivering 886 mid market rent homes as part of the

Scottish Government's National Housing Trust (NHT) initiative. The supervisory/quality control arrangements of this diverse portfolio are managed in a variety of different ways, as summarised below. A more detailed update is provided against each recommendation in table two.

Existing housing portfolio - Housing Property manage the repair and improvement of c.19,000 homes. Housing Property exclusively use traditional procurement routes to design and deliver capital projects. The design of repair and improvement projects is either managed in-house or commissioned through a professional services framework. The designer or design team remain employed by the Council through the design and construction phases of projects. The Housing Property Surveying Team Leaders carry out the role of Principal Designer throughout each project to ensure that adequate control and governance is maintained throughout the life of the project.

Housing Property deliver projects using a number of contractor frameworks, depending on the nature and value of works to be undertaken. These contractors have been screened through robust Invitation to Tender and Pre-Qualification Questionnaire processes prior to appointment to the framework. Projects are regularly inspected by in-house resource or independent clerk of works at varies stages of each project. Feedback on contractor/consultant performance is measured at regular contract management meetings. Housing Property hold a regular Contract Management Board Meetings to discuss collective contractor, consultant and project performance.

National Housing Trust - Under the NHT model, developer partners were procured through a national Scottish Government framework administered by SFT, in three phases between 2010 and 2015. The Council, the developer and SFT formed LLPs which purchase homes from the developer upon completion. The NHT contracts stipulate that in order for the LLP to purchase the homes, they must meet all the requirements of legislation, Good Industry Practice, all relevant consents, and specifications.

New build portfolio - Traditional Scottish design and build contracts are used across the programme, which allows for significant client input and involvement throughout. Directly employed designers are selected from the Council's list of framework consultants who have passed a quality assurance examination prior to appointment. Consultants from the design team are novated over to the design and build contractor. All the design consultants, contractors and subcontractor provide the Council with a collateral warranty for the design and quality of the buildings.

The Council has an in-house team of experienced and knowledgeable Construction Project Managers who are assigned to every project. The CPM has considerable input to design specification to provide a clear and detailed brief and work closely with design teams and developers to ensure that what is submitted for statutory consents meets quality requirements and standards. CPM's continue to have oversight and input to construction and delivery right through to handover.

The Council directly engages a Clerk of Works (COW) on all projects. COWs attend site between one and three days per week depending on the stage of the project. In addition, the COW will certify appropriate sections of works before closing-up the construction. COW provide photographic updates. New homes built through the programme are built to Silver standard which is a higher level of sustainability required under current building regulations.

November 2018 updated position:

Report of the Independent Inquiry into the Construction of Edinburgh Schools (Professor John Cole CBE)

This is an update capturing the Council's response to the Recommendations of the Cole Schools Inquiry.

Overall, the Council (a combination of Property and Facilities Management (P&FM) Division and Place Development Division (Housing Service) have put arrangements in place to address the Cole Report recommendations across its portfolio of projects. Table 2 below captures the response. This table also includes industry wide and national or statutory recommendations which are being addressed at Scottish Government and industry level.

It should also be noted that the Council's response to the Schools issue and the Cole report has also been the subject of an external audit by Scott Moncrieff on behalf of the Controller of Audit. The relevant report was published by Audit Scotland in April 2018 and can be found at:

http://www.audit-scotland.gov.uk/report/201617-audit-of-the-city-of-edinburgh-council-report-on-edinburgh-schools

P&FM have also been invited by Scottish Futures Trust to attend their workshops with Scottish Government around Construction Quality where the provisions put in place by CEC on the new Queensferry High School are being used to inform wider guidance.

Cole Re	commendation	Arrangements in place	Property and Facilities Management	Housing
		Yes/Part/ No		
1.1	Expertise and Resources	Yes	CEC projects now include provision for the Intelligent	Existing Homes
	Ensure access to a level of		Client function.	Senior manager within Housing Property
	expertise and resources to allow			acts as intelligent client. Principal designer
	body to act as Intelligent		Table 1 above also captures additional levels of	is in-house surveying team leader.
	Customer and appropriate		expertise deployed (e.g. Clerk of Works, Fire Engineer	
	resource in terms of governance		etc) as required on a project by project basis.	Robust contract management regime -
	arrangements, types of expertise			regular meetings with contractors and in-
	and funding		Capital Projects are delivered through recognised	house contract management board.
			governance arrangements.	Monthly Capital Programme oversight
				meetings which focus on spend and
			Clients are made aware of their responsibilities in	delivery.
			ensuring adequate resources are available and funded	
			for project delivery.	Inspection role generally carried out in-
				house, although certain projects will

Cole Recommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
			require external resource to ensure adequate cover.
			New Build The Council has an in-house team of experienced and knowledgeable Construction Project Managers who are assigned to every project.
			An independent Clerk of Works is directly employed on every project. Appropriate levels of external expertise are employed where required. This can include design specification and independent certifying of works.
			There are robust governance arrangements, including CEC Programme Board, oversight from CLT and monthly Change Board reports.
			National Housing Trust LLPs Robust Governance arrangements are in place, including CEC NHT Board, oversight from CLT and reporting to Monthly Change Board.
			CEC are represented on each LLP Board of Management.
			A Monitoring Surveyor (MS) is appointed by the developer for every project and they provide quarterly updates to the LLP Board of Management throughout project construction. MS certifies that homes are

Cole Re	commendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
				 practically complete, and the specification has been met. LLP can legally depend upon this certification. COW is not a requirement within NHT contracts, however the vast majority of developing partners have one in place or alternative arrangements for inspection and assurance.
1.2	Ensuring compliance with specification Ensure contract is delivered in terms of the contract. Level of diligence determined through informed assessment of risk of the likelihood or implications of non-compliance	Yes	 P&FM delivered capital projects benefit from risk management processes through the design, construction and delivery phases. Intelligent Client functions and quality compliance arrangements (outlined in Table 1 above) ensure contract delivery The role of the IC/IT on DBFM projects has been reviewed with SE Hub. 	 Existing Homes In-house team of experienced and knowledgeable building surveyors have considerable input to design specification to provide a clear and detailed brief. Regular design team meetings provide relevant level of assurance that designs are developed in line with project specifications. Detailed performance specification developed for external contracts Delivery team leaders carry out regular site visits to ensure compliance with specifications. New Build In-house team of experienced and knowledgeable project managers have considerable input to design specification to provide a clear and detailed brief.

Cole Recommendation	Arrangements	Property and Facilities Management	Housing
	in place		
	Yes/Part/ No		
			Risk register is prepared and regularly reviewed for each project by the project team.
			Construction Project Managers monitor compliance with brief as designs and specifications are developed. Clerk of Works ensure compliance with specification during construction period.
			An independent Employer's agent is appointed to monitor compliance with contract.
			Legal remedies within JCT building contracts to address any performance or quality issues.
			National Housing Trust LLPs Refer to 1.1 above
			The Council does not have a build contract through NHT. The Council provides loan funding to the LLP which purchases homes on completion, subject to homes meeting standards and specifications. The LLP Boards of Management, which includes a Council representative, receive quarterly updates from the Monitoring Surveyor throughout the construction period with any issues identified and addressed.
			Six of the NHT developments are complete, with the final two now in advanced stages of construction. As with

Cole Recommendation	Arrangemen in place Yes/Part/ No		Housing
			all NHT developments, the Monitoring Surveyor will certify that the homes are practically complete, and the specification has been met. LLP can legally depend upon this certification.
			LLPs receive an NHBC Warranty or equivalent which includes structural defects cover. The LLPs and CEC receive collateral warranties from each of the design team members and construction sub-contractors.
			LLPs have a retention function to ensure any defects or quality issues are appropriately addressed.
duties There should al appropriate lev independent so to all aspects of construction th	els of rutiny in relation f design and at are in effect y self-certified by	 P&FM ensure that project budgets allow for project support from relevant professionals to provide an appropriate level of independent scrutiny (Intelligent Client). This includes scrutiny of engineering and architectural design and specifications. CoW and associated quality compliance arrangements are outlined in Table 1 On PPP contracts, the P&FM PPP Management team regularly check a sample of maintenance requirements to ensure they have been carried out under the contract. They have also arranged for the full scope of recent works undertaken by the contractor in response to specific issues, including fire stopping, ceiling repairs and roof maintenance, to be independently verified. 	Existing Homes Role of Clerk of Works function established at project inception meeting. Depending on capacity and project complexity external expertise is sought through professional services framework. Project feasibility will assess which elements will require external expertise/additional capacity and are built into project costs. Designs are reviewed by in-house designers at key stages.
			New Build

Cole R	ecommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
				Refer to 1.1 and 1.2 above.
				National Housing Trust LLPs Refer to 1.1 and 1.2 above.
1.4	Building it right first time ' public bodies should include appropriate investment in the provision of informed independent scrutiny of projects when they are being designed and constructedrather than clients subsequently seeking to rely on their ability to seek remediation of compensation It is the view of the inquiry that seeking savings through cutting investment in quality assurance is inevitably a false economy'	Yes	 Table 1 above captures arrangements for independent scrutiny. In addition, internal design professionals are deployed in an Intelligent Client capacity. On Hub delivered D&B and DBFM projects, P&FM have secured ongoing design team engagement and visibility post novation. This was a historic weakness with the D&B and DBFM procurement route. 	 Existing Homes On large scale improvement works, intrusive surveys are carried out to establish structural condition, and additional external expertise is employed through the professional services framework, as required. A national benchmarking organisation has been commissioned to review the Housing Service's asset management strategy. The output of this work will include revisions and improvement actions, including up to date stock condition information. Refer to 1.1. above re. contract management. New Build Refer to 1.1 and 1.2 above. National Housing Trust LLPs Refer to 1.1 and 1.2 above.
1.5	Quality of design and construction There should be a more informed approach by public bodies as to how best practice methodologies can be incorporated into current models of procurement whilst	Yes	The provisions for ensuring that best practice is delivered through the selected procurement route is reviewed and challenged on a regular basis. This is informed by the lessons learned workshops which are an embedded feature of major projects and programmes.	Existing Homes Refer to 1.4 above. Design project plans are developed by HP. Repeat projects factor in lessons learnt to inform and revise future specifications.

Cole Re	commendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
	 maintaining other benefits of these processes. A key element is a clear articulation in a comprehensive brief by the client of the quality objectives for the project and of the methodology to be used for ensuring the achievement of that quality in both the design and construction phases. Appropriate time and resources should be allocated by clients during the initial stages of a project and during the development of the brief in order to establish and clearly define these quality objectives and approaches to ensuring quality 		DBFM projects are all currently delivered though SE Hub. Following CEC P&FM engagement, SE Hub have taken action with regard to key 'weaknesses' of the D&B and DBFM routes in response to the Inquiry recommendations with processes and procedures now in place. The recommendation to ensure time and resources are allowed is being addressed at Project Initiation by Client Directorates and P&FM as part of the early project planning. The need for Clients to develop an adequate brief which also addresses quality objectives and the methodology for delivering those objectives is a current area of focus. This is being supported by P&FM Intelligent Client engagement.	 New Build Refer to 1.1 and 1.2 above. All tenders based on both quality and price criteria. National Housing Trust LLPs Refer to 1.1 and 1.2 above. NHT Contracts stipulate that in order for the LLP to purchase the homes they must meet all the requirements of legislation,
2.1	Nature of Inspection Inquiry view that one possible option would be to extend the range of services in the appointment of the IC to include the provision and management of CoW services	Yes	 (Note the IC/IT role relates to DBFM type projects which are typically delivered through Hub) The approach to include the CoW within the IC/IT appointment has been incorporated into the procurement and appointment for the IC for the new Queensferry HS DBFM. This arrangement is in place and operational across DBFM projects The IC/IT scope of service has been aligned to the SfT scope with additional items included. This will be the approach to all DBFM projects with IC/IT appointments going forward. 	Existing Homes Refer to 1.1, 1.2 and 1.3 above Where appropriate, independent inspections are carried out by suppliers to ensure compliance of specification and correct installation. New Build Refer to 1.1 and 1.2. National Housing Trust LLPs Refer to 1.1 and 1.2.

Cole Ro	ecommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
2.2	PI insurance and liability Period Level of PI insurance and liability period for IC should be assessed to properly and appropriately reflect the significance of their Certification processes and the degree of reliance that is to be placed on it.	Yes	 (Note the IC/IT role relates to DBFM type projects which are typically delivered through Hub) This has been included in the DBFM IC/IT appointments (which picked up scope of service and fees of IC service). Hub IC and Design Team PI provide for £10m on each and every claim. 	 Existing Homes Contractors/consultants are screened for appropriate Professional Indemnity insurance as part of procurement process, evidence provided at outset and reviewed on an annual basis by Housing Property. New Build All external consultants and COW have appropriate levels of cover in place. National Housing Trust LLPs Refer to 1.1 and 1.2 above. All external consultants have appropriate levels of cover in place.
2.3	Method of appointment of IC Appointment of IC should be made following properly advertised and conducted public procurement process and not through nomination or recommendation by private sector party	Yes	 (Note the IC/IT role relates to DBFM type projects which are typically delivered through Hub) IC/IT appointments follow SG/SFT guidance through the Hub process. The appointment for the IC (including CoW) for Queensferry High School DBFM has been subject to market tendering through HubSE and not on an 'informal recommendation' by the contractor as appears to have been the case on PPP1. This reflects CEC practice on all DBFM. 	Existing Homes N/A New Build All appointments for consultants, employer's agents and COW follow a compliant, advertised process. National Housing Trust LLPs Refer to 1.1 above. NHT procurement was part of a Scottish Government national procurement framework administered by the Scottish Futures Trust. No further phases of NHT are envisaged.
2.4	Fees of IC 'fees should reflect the level of service required rather than the service being restricted to fit a predetermined budget'	Yes	(Note the IC/IT role relates to DBFM type projects which are typically delivered through Hub) The level of service of the IC based on the SfT scope of works documentation and any adjustment by the	Existing Homes N/A New Build

Cole R	ecommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
			participant is subject to tender and priced through competitive market tendering by HubSE.	Fees for relevant external consultants are based on an agreed schedule of work which has been tendered and priced through competitive market tendering.
				National Housing Trust LLPs N/A
2.5	Independent Inspection of	Yes	See Table 1 above for outline of approach taken by	Existing Homes
	<u>works</u>		P&FM on all projects.	Refer to 2.1 above.
	Public sector clients should engage appropriately qualified individuals or organisations with necessary construction expertise to undertake appropriate ongoing inspection of construction.		This addresses the gap in assurance level.	New Build Refer to 1.1 and 1.2 above. National Housing Trust LLPs Refer to 1.1 and 1.2 above.
	Depending on the nature of the project, this inspection role, at the level at which the defects in the Edinburgh PPP1 schools occurred, is traditionally undertaken by a combination of resident architects, resident engineers and CoW, the use of whom has dramatically reduced over recent years, yet the essential role they played does not appear to have been effectively provided for by alternative arrangements within the forms of procurement currently in vogue.			

Cole Re	ecommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
	Clients need to reappraise this gap in the assurance processes which has been allowed to develop.			
3.1	Scope of service of design team'Under current models of procurement (D&B, DBFM for example) the relationship between the client and key members of the design team has tended to become at least one or more steps removed the extent of their appointment and levels of involvement of design team members (either with clients or on site) is now frequently delegated to contractors to determine''Pubic bodies should review current procurement arrangements to ensure they are providing the optimum level of 	Yes	 P&FM have challenged SE Hub (a route for the majority of D&B and DBFM projects) around designer engagement. SE Hub have responded to the issue to ensure the designers are directly available with client engagement and meeting attendance. On non-hub procured D&B, provision is in place to facilitate direct engagement between the client and design team, particularly where the design team has a concern around the D&B contractor's quality. This is not an issue on traditional procurement where the design team remain directly employed by the client. This recommendation relates to D&B an DBFM. There is now provision across all project delivery routes to require that design teams carry out site quality inspections and report independently to project programme meetings. 	 Existing Homes N/A - the improvement programme uses traditional procurement methods. Internal principle designer puts together designs, which then forms part of the tender documentation. Any changes are captured and costed. New Build CEC appoints design teams and works with them to develop design specification to the required quality. Client project managers involved throughout design process and continue to be involved following novation to ensure quality standards are met. D&B contracts are used where CEC novate design team to contractor; this is done on the basis of an agreed schedule of services and fee level. National Housing Trust LLPs The last NHT procurement concluded in 2015. No further phases of NHT are envisaged.
3.2	Role of design team in inspecting works on site	Yes	See above 3.1.	Existing Homes Refer to 1.1 and 1.2 above.

Cole Rec	commendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
	If clients do not wish to prescribe in their tender documentation the minimum level of services which they require to be provided by the design team when employed by the contractor They should at least require that submitted tenders include full description of the scope of the design team services, including any proposed role on the inspection of the works on site'		 On SE Hub delivered projects, arrangements are in place for the project team to be appraised of the scope of service of the design team and project roles which should be provided by the D&B contractor. P&FM have requested that on Hub projects going forward there is proper provision for ensuring design team involvement in works inspection (along with submissions of site inspection reports) which is in place for D&B and DBFM projects. Hub procurement currently captures all DBFM and a majority of D&B projects. On non-Hub D&B projects the framework designer's scope of work is known and will be transferred in full post-novation to the D&B Contractor and this will be reflected in the contract terms. There is a requirement for sight of design team site inspection reports at monthly project meetings. 	New Build CEC provide an agreed schedule of services and fee as part of the novation to D&B contractor National Housing Trust LLPs Refer to 1.1 above.
3.3	Notification of issues to public sector client 'where possible, there should be a mandatory provision built into such contracts (D&B and DBFM) that where a contractor has failed to take appropriate action as advised by a member of the professional design team on issues that could impact on subsequent safetyof functionalitythe consultant in question should be required to inform the public-sector client of	Yes	 This is an issue around designers being employed by the contractor on D&B and DBFM and their associated terms of appointment. Arrangements outlined in 3.1 and 3.2 apply here. This is also a matter for the various design discipline's professional bodies to address. However, it should be expected that any issues of a safety nature would be escalated by a professional designer (H&S being everyone's responsibility). This is not an issue on Traditional Procurement route. 	Existing Homes Refer to 3.1 above. New Build This has not presented as an issue within CEC housing new build projects. Pre- existing relationships with design consultants has ensured open and continuous dialogue between CEC, design teams, COW and contractors. However, there is an opportunity to further strengthen processes by including this as an absolute requirement.

Cole Recommendation		Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
	the advice provided tot eh contractor			National Housing Trust LLPs Refer to 1.1 and 1.2 above.
4.1	Production, retention and updating of information mandatory protocols for receipt and processing of all such information within own organisations.	Part	All projects delivered by P&FM have requirements in place to distribute Building Manuals on the following basis: Paper and electronic copy to site, electronic copy to each of following, Facilities Management Technical Support Team, Strategic Asset Management and copy retained by Capital Programme Team. Regarding project documentation, arrangements for document retention on the proposed CAFM system are still to be finalised once CAFM is fully rolled out across the service. However ongoing working arrangements are in place to ensure that electronic document is appropriately retained on the relevant shared drive.	 Existing Homes Information is provided, but in variety of formats and stored in a variety of locations. This is a key area of review/improvement as part of the Asset Management Strategy. New Build All housing new build projects have requirements in place for the developer and design teams to deliver full H&S files, including drawings, operations manuals, tenant handbooks. These are stored electronically and shared with property and housing maintenance colleagues. There are ongoing discussions underway with CEC ICT to identify solutions to ensure that CEC has the capability to receive and store drawing information electronically. This includes setting up as shared drive with Housing Property to enable shared access to information. National Housing Trust LLPs The Council and the LLPs receive a suite of documentation as part of the settlement process. Operational and Performance monitoring information is presented to the LLP Boards of Management once the homes are occupied.

Cole R	ecommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing Information provided to the Council to date has been in various formats and to various degrees. Work is being undertaken
				to help to standardise the format in which information is presented.
4.2	2.2 Provision of as-built drawings Design teams on D&B frequently unaware of changes so difficult for them to produce as-built drawings. Contractors should be required to put in place appropriate arrangements for the recording of all subsequent changes to final' construction issue' drawings and arrange for the production of a final as-built set of documents	 This recommendation relates to Contractor's site quality processes. There is now specific challenge to ensure that contractor quality processes properly address the development of As Built Drawings during the construction period. This now forms part of Design team ongoing site inspections. It should be noted that the Principal Designer under CDM 2015 has to hand over the H&S file to the Principal contractor and make them aware of any issues to be considered when reviewing, updating and completing it. 	Existing HomesDesign and build or DBFM are not used as part of the improvements programme.Where changes are identified through traditional procurement routes, the designer will issue updated drawings. Robust change management processes and inspection regime in place to monitor contract variations 'As-built' drawings are issued at the conclusion of the contract.Refer to 4.1 above re. storage and retention	
	Contractors should also be required to certify that the 'as- built' documentation as provided is an accurate record.'		The Principal Contractor is responsible for issuing relevant information for inclusion in the file. This is based on guidance on the legal requirements of CDM 2015.	New Build As per P&FM response; however, this has not presented as a significant issue within new build housing projects. Quality processes require updated versions of drawings and specifications to be shared with client and COW. National Housing Trust LLPs Refer to 4.1 above.
4.3	Provision of as-built drawings to Building control recommendation to provide	Part	P&FM receive as built records as part of the completion process. These are held as outlined in 4.1 above. Copies can be made available to Building Standards if required though this process.	As per P&FM response

Cole Re	ecommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
	Building Standards with As Builts as part of completion certificate.		Currently there are no legislative requirements in place for Building Standards to receive As Built drawings. In the event that the legislation is altered, this requirement would be adopted by Building Standards at CEC.	
4.4	On-site accessibility of design information	Yes	Construction information is provided as part of the design information provided to the contractor.	Existing Homes Refer to 3.1, 4.1 and 4.2 above.
	A comprehensive set of all information in regard to the construction of external cavity walls should be provided on a document produced by the structural engineering consultants		Arrangements are in place, through the briefing process, to ensure that required information is incorporated in structural engineering design packages.	 New Build This information is provided in general terms as part of the Structural Engineer's specification information and in line with relevant British standards. The Council-wide standardised process being developed by the TWG will be reviewed to identify whether there are opportunities to further strengthen processes. National Housing Trust LLPs Refer to 3.1 above.
4.5	Communication of design intentStructural engineers should berequired to describe in theirdocumentation and drawings theapproach and design philosophyadopted in their designs in termsof the reliance on the inclusion ofbed joint reinforcement, wallhead and lateral restraints or	Part	This is addressed as part of 4.4 above. While this is in place it is apparent that there is a need for further refinement. To ensure consistency across all P&FM projects, the TWG are drawing up guidelines.	Existing Homes Robust scope of works informs design. New Build Refer to 4.4 above. National Housing Trust LLPs Refer to 4.1 above.

Cole R	ecommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
	locations and in accordance with the specification			
4.6	Structural amendments to be approved Contractors should ensure that any changes to structural design are only implemented after checked by Structural Engineer and that these are documented and processed in accordance with statutory obligations imposed by Building Standards	Yes	Amendment to warrant process is in place across all projects as it is a statutory obligation. Contractor Quality processes are reviewed to ensure that this is fully addressed. In addition, there is audit of compliance with the process. Audit of quality processes is in place (ref 5.5 below).	 Existing Homes Refer to 3.1 above. Robust change management processes and traditional procurement route safeguards against this. New Build Amendment to warrant process is in place as it is a statutory obligation. Structural Engineer sign-off is required as part of CEC and COW aligned quality control processes.
				National Housing Trust LLPs Refer to 1.1 and 1.2 above.
4.7	Access to original constructioninformationCEC was not automaticallyprovided with all relevant design,construction and surveyinformation relating to theoriginal construction, thesubsequent investigations andimplementation of remedialworks on PPP1 schools.In response to requests forelements of information theCouncil was advised by various	Part	 The events around PPP1 Stage 2 schools reflect the usual contract arrangements in place. On new Hub DBFM, the CEC PPP contract Management Team will be getting access to the design archive (via a shared portal). There still a need to agree a suitable level of information released and provisions for access to greater levels of detailed information as required. This will be developed with the delivery of the current DBFM school, Queensferry High School. The roll out of the CAFM system will also provide scope for storage and retention of these large electronic files. 	Existing Homes Refer to 4.1 above. Through traditional procurement route, information flows directly to the internal designer to ensure provision. Archived information is used where possible to inform project scope and design. Where there is insufficient information, additional surveys are commissioned. Ownership of drawings is written into contracts and forms part of the procurement process.
	Council was advised by various members of the (PPP) supply chain that it did not have direct contractual right to this			New Build N/A

Cole R	ecommendation	Arrangements in place Yes/Part/ No	ice l	Housing
	information and would have to seek it through ESP.			National Housing Trust LLPs Refer to 4.1 above.
	PPP contract arrangements should incorporate the right for public sector clients to be provided with copies of all design and technical information, surveys, proposed amendments and as built documentation in relation to their projects.			
5.1	Building of leaves of cavity walls separately Implications of building inner and outer leaves separately. Recommendation that alternative construction adopted to avoid the issue.	Yes	CEC response to this recommendation has been to clearly specify that both leaves are constructed together. Should there be a strong and fully justifiable reason to construct separately and this would have to be with specific Authority approval. In such cases the contractor would be required to provide a detailed method statement signed off by the structural engineer, architect and parties monitoring quality (e.g. CoW). Specific site supervision and quality checking would be a key requirement of any such agreement.	Existing Homes N/A New Build The majority of CEC housing projects are timber frame construction and the leaves are therefore constructed separately. Site supervision and quality control is monitored by COW. Engineers and contractors required to provide specification for wall ties. National Housing Trust LLPs Quality control monitored by Monitoring Surveyor.
5.2	Design of wall ties suggestion to calibrate wall ties	_	This is an industry/supplier issue.	As per P&FM response
5.3	Design of head restraintssimplification of type forspecification purposes and alsoconsideration of provision ofvisible indicators to confirmpresence	_	This is an industry issue.	N/A

	ecommendation	ArrangementsProperty and Facilities Managementin placeYes/Part/ No	Housing	
5.4	Payment of Bricklayers	_	This is an industry Issue. There is possibly scope for SFT to influence this through the Hub framework.	N/A
5.5	Contractor quality assurance processesDisplay the second structureDisplay the second structureThe repeated failures across many different (PPP1) projects would suggest that either the quality processes themselves or the manner in which these processes were implemented 	Yes	 This relates to Contractor quality processes. Contractor quality processes have advanced and been refined since the PPP1 Schools contract. Examples include all contractors now having Quality Policies, Risks and Method Statements. They now have internal quality managers and execute internal Health and Safety inspections and utilise digital snagging portals with photographic records. etc. It is clear that any process should be reinforced by independent checking. P&FM addresses this through project quality monitoring arrangements. On CEC D&B projects, the Technical Advisor (TA) has a specific responsibility in checking and auditing the Contractors Quality Processes with the provision of CoW addressing site inspection. DBFM have additional provisions for Independent Certifiers to which arrangements are being made for deployment of CoW. On Traditional Procurement, the design team are obligated to inspect contractor quality processes and report findings as part of their monthly site inspection reports. 	Existing Homes Refer to 1.1, 1.2 and 3.1 above. New Build Refer to 1.1 and 1.2 above. Starting to make use of digital recording where available. National Housing Trust LLPs Refer to 1.1 and 1.2 above.

Cole Rec	Cole Recommendation		Property and Facilities Management	Housing
			Table 1 above outlines the various parties engaged on projects of different types.There are industry wide contractor quality processes initiatives underway. P&FM along with SE Hub are monitoring to ensure contractors adopt industry best practice. This work is ongoing.	
5.6	Inspections and sign off of cavity walls recommended that QA processes on site are such that they prevent the closure of walls before proper inspection and sign-off has been facilitated to confirm the quality and completeness of the work	Yes	Contractor quality process have specific provisions around inspections of works prior to 'closing up'. This is reinforced during procurement process. In addition, this is addressed as part of the CoW deployment ensuring CoW inspect identified works prior to closing up. The Council's Building Standards Service has implemented a change to its construction compliance notification plan. This simplifies the process and uses a risk based approach to site inspection. Training has been provided to staff on this. Nationally, the Scottish Government is considering changes to the requirements for CCNP and site inspection through its "Making Scotland's buildings safer for people" consultation. The Council will implement changes the Scottish Government requires once these are put in place.	Existing Homes N/A New Build This is part of the quality control processes that are agreed between contractor, CEC and COW at the outset. National Housing Trust LLPs Refer to 5.1 above.
5.7	<u>Bricklaying profession</u> construction industry to re- examine approach to recruitment, training, selection	-	While this is essentially a matter for the wider industry, CEC probe this issue at PQQ tender interview stage. There may be scope for SFT to influence this.	No further comment

Cole R	ecommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
	and appointment of brick laying subcontractors'			
5.8	Fire stopping and fire proofing recommendation to have independent in-depth inspection and certification by a suitably qualified person of company and that this certification be provided to Building Standards as evidence of fully compliant installation prior to approval of Completion Certificate by Building Standards	Yes	In summer 2018, the Government set new requirements for assessment of the fire safety aspects of building warrant applications, depending on their complexity. Since then the Council has commissioned independent fire engineers to assess applications of greatest fire safety complexity. Multivista type records will also address specific record of fire stopping condition on completion.	Existing HomesRefer to 1.1 and 1.2 above.Specifically on large scale external fabricupgrades, the supplier will carry-outindependent staged inspections to ensurematerials have been installed tospecification in advance of certificatesbeing issued which supplements in-housestaged inspections.In the interest of recognising emergingbest practice, Housing Property willprocure a call-off contract that willprovide an independent in-depth fireinspection and certification wheredeemed appropriate.New Build and National Housing TrustLLPs
				LLPs No further comment, will link with industry developments
6.1	Provision of training and recruitment	Part	National issue.	Existing Homes Contractors are screened through PQQ
	appropriate authorities to review the current level of provision of training in following areas: bricklaying, CoW, Building Stds		There is scope on frameworks (including Hub) which already have KPI provisions for training and apprenticeships.	and ITT process to ensure they are adequately skilled. Compliance is monitored through monthly contract management meetings.
	Inspectors		A challenge for the industry would seem to be its ability to respond to the swings in demand impacting on the retention of trained staff during downturns.	Training matrix in place for internal staff, which is regularly reviewed.

Cole Re	ecommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing New Build and National Housing Trust
				LLPs No further comment. Appropriately skilled COW in place for all CEC new build projects.
6.2	Apprenticeships CITB issue around effectiveness of current bricklayer apprenticeships	-	While there is scope to influence the industry through KPI's etc. this is fundamentally an Industry training issue.	Encourage and promote apprentices and community benefits through all housing projects
7.1	Scope of Building Standards inspections and certification 'need for Government and industry to consider the introduction of methods that would provide Buildings Standards with the required level of assurance in risk areas consider extending the concept of mandatory inspection and certification .by approved certifiers		The Scottish Government is considering this through its "Making Scotland's buildings safer for people" consultation. Once any statutory, certified, mandatory inspection provisions are in place this will be readily adopted.	N/A
7.2	Sanctions for non-compliancewith building standards'systematic and appropriateadministrative arrangementsshould be developed andimplemented by verifiers toidentify pursue and sanctionthose who fail to comply with itsstatutory requirements'.		National Buildings Standards issue presently with Government	N/A
7.3	Temporary Occupation certificates issue of Availability Certificate on back of confirming provision of a	Yes	This relates to PPP type projects around the IC requirement to ensure Temporary Occupation Certification is in place before issue of Certificate of Availability.	Existing Homes Broadly not applicable to improvement programme. Where appropriate, full

Cole Re	ecommendation	Arrangements in place Yes/Part/ No	No	Housing
	Temporary Occupation Certificate (formally advising the Client of this position) Additionally, there should be a requirement that a date should be set by which the Project Company achieve the Certificate of Completion (post occupancy) of be in default	Hub. SE Hub ensure there is a programme towards securing the final certificate at time of issue of Certificate of Availability under a Temporary Occupation Certificate	project retention would not be released until completion certificate is in place. New Build and National Housing Trust LLPs No further comment	
7.4	Prioritisation of risk factors this relates to Building Standards inspector site inspection arrangements	Yes	The Council's Building Standards Service has implemented a revised Construction Compliance Notification Plan which priorities inspections in relation to risk.	N/A
7.5	Building standards Department of the City of Edinburgh Council review of staffing in CEC Building Standards	Part	Staff levels within the Council's Building Standards Service are kept under review. Additional staff have been brought into the service during 2017 and 2018. Training is being implemented to ensure that new employees develop the skills and experience they require to ensure the Service can fulfil its requirements.	N/A
8.1	Sharing of information on matters of structural concern collation and dissemination of information of structural concerns	No	This would be a national initiative and would be welcomed. Following the events around Oxgangs, CEC did respond positively and fully supported every request from SFT to and other local authorities share information.	As per P&FM comment
9.1	Minor changes within PPP1 schools Frustration from members of staff and public around changes on PPP estate	Yes	This relates to the provision of minor changes within the schools. There is a process for both PPP and DBFM contracts regarding such changes.	N/A

Cole Recommendation		Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
			Whilst the School Business Managers (school contact for PPP team) are given an induction to PPP processes and are aware of the roles and responsibilities regarding contract variations, there appears to be a need to provide more information to the wider school staff and public. This has been followed up by the PPP Management Team.	
9.2	Parents' and schools' review of management of closure Joint meeting with Parent Councils	Yes	Meeting held 6 June 2017.	N/A
9.3	Fire stopping It is recommended that CEC should, in addition to the ongoing checking of fire safety measures and components across its wider estate, require that appropriately frequent on- going inspections are undertaken by those responsible for the management of these buildings.	Yes	P&FM have introduced a PPM programme across the estate which will include fabric as well as M&E inspections, maintenance and certification including quarterly checks/repairs for fire doors, seals etc A Fire Strategy Manager is also being appointed who will, amongst other items look at ensuring that the fire compartmentalisation of buildings and fire alarms/suppression is fully captured within a property specific fire register. This includes details of firestopping.	Existing HomesQuarterly inspections carried out by fire service on higher risk buildings. Inspections are carried out every 5 years to medium risk buildings. Any concerns are reported to Housing Property and necessary actions are taken to resolve.Housing management carry out weekly inspections of common areas in high risk blocks to ensure fire safety compliance. Any issues are reported and repaired as required.New Build Refer to Existing Homes aboveNational Housing Trust LLPs Scottish Futures Trust undertook a nationwide review of NHT LLPs, with recommendations to be rolled out across the LLP Boards of Management in an SFT Guidance Note. This will include a

Cole Recommendation		Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
10.1	Further Investigations (Other	Part	CEC initiated a review of the wider estate prior to the	recommendation around inspections, which would be undertaken by the management and maintenance agent appointed for each development. Existing Homes
	Clients of recently constructed buildings)publication of the Cole Inquiry Report.In relation to the potential presence of further defective construction in the external walls of other of their buildings, the CEC in undertaking a proportionate and structured risk proportionate and structured risk based approach to investigating their wider estate specifically thepublication of the Cole Inquiry Report.Clients of recently constructed buildings)The Cole Inquiry Report refers to the 'proportionate and structured risk based approach' to investigating to investigating Government.	The Cole Inquiry Report refers to the 'proportionate and structured risk based approach' to investigating the wider CEC Estate (ref CLT Report of August 2016 for Mandate). CEC developed a process which has been widely shared with other interested parties, SFT and Scottish	Housing Property contributed to the Council-wide quality assurance audit. Further assurance work was initiated following the Grenfell Tower Fire. Initial inspections were carried out across all 44 Council owned tower blocks in the city. A robust communications strategy was implemented, working in partnership with Local teams and SFRS, focused on providing reassurance to residents.	
	i.e. wall tie embedment and the provisions of appropriate restraints to masonry panels. 'other clients of recently constructed buildings of a similar scale and form of the constructions to the PPP1 schools, if concerned that their buildings may contain similar defects, may wish to adopt a similar risk-based approach to any investigation process as they may feel necessary'		requirement on 23 out of 141 buildings or extensions assessed in Tranche 1 (buildings or extensions constructed from 1995 to date). On Tranche 2 (buildings or extensions constructed between 1975 and 1994) 22 properties out of an initial assessment of 95, have shown a need for an intrusive investigation. To date no requirement for associated remediation works has been identified. This exercise continues. The current programmed completion date for Tranche 2 is Autumn 2019.	 independent fire safety inspection of the tower blocks across Edinburgh. Weekly safety inspections are carried out by Locality colleagues and block inspections continue to be carried out by SFRS on a quarterly basis. New Build New build housing team contributed to the Council-wide quality assurance audit for Capital projects, producing a 'Quality Assurance in Council House Building' document. National Housing Trust LLPs A review of NHT developments took place

Cole Recommendation	Arrangements in place Yes/Part/ No	Property and Facilities Management	Housing
			following the Cole report. The scope of this review was expanded following the Grenfell Tower Fire to take account of specific fire assurance matters, culminating in the SFT Guidance Note referenced above.