SETTING THE BAR

A NEW COMPETENCE REGIME FOR BUILDING A SAFER FUTURE

The Final Report of the Competence Steering Group for Building a Safer Future

October 2020

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EXECUTIVE SUMMARY
This has been published as a separate document at:
http://cic.org.uk/setting-the-bar-annexes.php

FOREWORD

One legend of the performing arts is the reported saying of W C Fields that actors should "never work with children or animals". Perhaps the equivalent warning in my line of work would be "never write a report by committee"! This is particularly pertinent when the committee has 13 Working Groups; with active personnel that has changed on a regular basis; and with more than 300 organisations and people engaged in the report-writing process.

That said, it is quite remarkable that this report has been produced: a testament to the unified determination of these organisations to do everything they can to improve building safety and to ensure that residents feel safe in the homes that they occupy. This applies to all homes – and, indeed, all buildings – but it particularly applies to fire and structural safety in the buildings with the highest risk, as initially defined by Dame Judith Hackitt in her seminal report 2018 report, *Building A Safer Future*, which has been our guiding light; and subsequently modified by the draft Building Safety Bill, which was published for pre-legislative scrutiny on 20 July, 2020. This report of the Competence Steering Group (CSG) should be read in association with the draft legislation and our Interim Report, *Raising the Bar*, which was published in August 2019.

The process of getting to this Final Report, *Setting the Bar* has been a difficult one and – as with everything in the past six months – it has been seriously impacted by the Covid-19 pandemic. We have temporarily lost chairs and secretaries of our many working groups, both due to furlough and, for example, the lightning-fast construction of Nightingale Hospitals (which showed this industry in its best light). Nonetheless, we have kept going, clocking up almost 50 meetings of the CSG along the way.

Unfortunately, some of the early complete contributions have had to be revisited due to the length of time it has taken to finalise the report, which became rather like painting the Sydney Harbour Bridge in a job that never seemed to be finished. Like trying to leave the Hotel California, it seemed that we might never check out!

At various periods over the past two years, I have reported on the progress of our work to the Industry Safety Steering Group (ISSG) and to the Industry Response Group (which formally established the CSG back in 2018). It was pleasing to see the ISSG's second report to the Secretary of State and Minister for Building Safety, published in August 2020, which states that the ISSG is "impressed and encouraged by the significant progress, at pace, the Competence Steering Group and its working groups have made in the last year".

However, the ISSG report goes on to say that "not all in the industry have embedded good practices and embraced the changes required to ensure the

safety of buildings. There is still a huge challenge for all those involved in competence work to ensure that those who work on higher-risk residential buildings…are competent to do so and that this is realised and implemented at all levels across the industry."

This is a sentiment with which I concur wholeheartedly. The work on enhancing competences to date, as described in this report, is an important first step towards a better industry but it is only a beginning. The vital work is that which is yet to come and implementing the competence frameworks set out in this report is essential and must not be fudged.

On the plus side, some important things are happening. The British Standards Institution (BSI) has got to grips with implementing the recommendations of WG0 in already taking forward the development of a suite of National Standards to raise competence in the built environment sector, which means that the CSG is in the enviable position of producing a report in which key recommendations are already being implemented. And the Government has published the draft Building Safety Bill. These happenings mean that the timing of the publication of *Setting the Bar* has turned out rather well!

However, on the debit side, the impact on the economy caused by Covid-19 already appears to be encouraging a return to bad habits, particularly with regard to the 'race to the bottom' and cut-price bids for work (already I am hearing of absurd uneconomic pricing which seems fit only for buying cashflow) and this will be a recipe for cutting corners and quality. And while the recently announced planning reforms will help to encourage industry recovery that must not be at the expense of quality and safety issues.

Most of what is in this report requires action by industry across the sectors represented in these discussions (fire safety, construction, the built environment, building owners and managers) and it is essential that every organisation gets cracking to arrange the enhanced competences that are required. The building safety legislation will take time to be enacted and implemented, as will the suite of National Standards which will also need to be developed through due processes. The 'industry' (in its widest context) cannot stand still and wait for these things to happen. It must continue the momentum towards implementing change without delay.

It is also paramount that the proposed Building Safety Bill provides the impetus to ensure that the enhanced competences outlined in this report are required for working on all buildings that are in scope to the legislation. The worst outcome would be for the best to become better but to still be "undercut" by parts of the industry that are able to dodge around the requirements to be properly competent. This will be complex to achieve but the CSG and its many constituent organisations believe that it is essential.

There are many people to thank for the preparation of this report and the plethora of important appendices, both for their participation in the working groups and the CSG itself and also for the many considered suggestions for revision we received at the two consultative conferences, held in September/October 2019, and the hundred or so formal written responses that we received to that consultative process. It has been a massive team effort and I thank you all.

Special thanks are due to the many civil servants who have participated in our work from various departments but notably to Kara Kashemsanta and Bethany Dunning who have been regular attendees at both the CSG and the various Working Groups and have patiently and diligently ensured, insofar as has been possible, alignment between our work and the Government's response to *Building a Safer Future*.

I would like to pay particular thanks to Denise Chevin who has stood by the CSG tirelessly both as its Secretary, providing invaluable support to me over the past two years, and as the principal author/editor of this report. Denise has been a tower of strength during the whole of this process and the various sectors covered by this report owe her a debt of gratitude.

Finally, I would also like to recognise the contribution of Ashley Salandy, the Head of the Better Regulation and Policy Unit of the Health and Safety Executive (HSE). When the HSE was identified as the potential host for the proposed Building Safety Regulator, Ashley became its representative on the CSG and – for a brief time – acted as a link between our work and the HSE. Tragically, Ashley died earlier this year and our condolences go to his family, friends and colleagues. We hope that an enduring legacy will be that *Setting the Bar*, alongside all the other improvements in building safety being carried forward by the industry and Government, will be the achievement of the 'Better Regulation' that Ashley was responsible for at the time of his death.

© Paul Wilkinson

Graham Watts OBE
Chair, Competence Steering Group

29th September 2020

1 OVERVIEW

Introduction

Delivering competences for a safer future

1. *Setting the Bar* is the second and final report of the Competence Steering Group (CSG) and is an update of our Interim Report, *Raising the Bar*, published in August 2019.[1]

2. The CSG was set up to tackle competence shortcomings identified in the 2018 Hackitt Review, *Building a Safer Future*, published in the wake of the Grenfell Tower fire in June 2017.[2] The CSG comprises more than 150 institutions and associations working across construction, built environment, fire safety and owner / manager sectors.

3. We came together two years ago to improve the competence of those procuring, designing, constructing, inspecting, assessing, managing and maintaining higher-risk residential buildings. In this report, where we refer to higher-risk buildings we mean those in scope of the legislation and under the control of the Building Safety Regulator (shortened in this report to 'higher-risk buildings'). This change reflects the wider remit of the draft Building Safety Bill and the terminology now being used by the Ministry of Housing, Communities and Local Government (MHCLG). We explain more about this below.

4. That said, we would see higher-risk buildings as a starting point for the new competence frameworks for the whole of the built environment. It has always been the intention of our work that, in line with Dame Judith's aspirations, we are setting out to change the culture of the whole industry. We believe that the processes and frameworks set out in this document, and the accompanying appendices, will provide the foundation for a significant improvement in competence for construction work right across the sector.

5. To this end, some of the Working Groups have drawn up their own sector-specific competence frameworks with the intention that they will be rolled out across the professions or trades without reference to particular building types. The detail of these frameworks can be found by following links in our report to the online annexes of these individual Working Groups.

[1] *Improving Competence – Building A Safer Future*, Interim Report of the Industry Response Group Steering Group on Competence for *Building a Safer Future*, published August 2019 http://cic.org.uk/admin/resources/raising-the-barinterimfinal-1.pdf
[2] *Building a Safer Future*, published 17 May 2018

6. Since publishing our Interim Report, we have consulted widely, refined our recommendations and continued to develop the frameworks to reflect the skills and knowledge for key disciplines which will assure owners and residents of higher-risk buildings that work is being carried out safely. Our aim is reflected in the title of this report, *Setting the Bar – A New Competence Regime for Building a Safer Future*.

7. The intention underpinning our work has been to set out a system of competence standards that all those in life-safety-critical disciplines working on higher-risk buildings will adopt, as set out in *Building a Safer Future*. This includes engineers, fire engineers, designers, building standards officers, installers, site supervisors, fire safety enforcement officers, fire risk assessors and project managers. In addition, we have extended our work to include procurement professionals and competence in specification and the use of construction products, where we believed it was critical to raise competence (see below).

8. The competence standards have two aspects: first, an overarching competence framework developed as a suite of National Standards that will be common to all disciplines; and secondly, discipline-specific requirements which have been developed by the Working Groups, which we explain later in this overview.

9. The CSG's focus has not solely been on fire safety: the Group has also considered how to develop skills and competences pertaining to all aspects of life safety related to completed buildings (and potentially across all buildings) in order to raise the bar and drive much-needed and far-reaching culture change.

Developments since the Interim Report

10. Throughout, we have worked closely with MHCLG as it has responded to the recommendations set out in *Building a Safer Future*.

11. In the period following publication of our Interim Report, further detail has become available as to how Government intends to respond to *Building a Safer Future* and the outcomes of the Grenfell Tower Inquiry through a new building safety regime underpinned by legislation and guidance. This has culminated with publication of the far-reaching draft Building Safety Bill on 20 July 2020.[3]

12. In conjunction with the release of the draft Building Safety Bill there will also be a Home Office consultation on the Regulatory Reform (Fire Safety) Order 2005 to remove identified weaknesses in the current legislation, and to more closely align with the requirements of the draft Building Safety Bill and include recommendations made by the Grenfell Tower Phase 1 Inquiry. The Fire Safety Bill was published in March 2020 to allow these changes to be made and is progressing through the House.[4]

[3] The draft Building Safety Bill, published July 2020 https://www.gov.uk/government/publications/draft-building-safety-bill
[4] Fire Safety Bill, March 2020 https://services.parliament.uk/bills/2019-21/firesafety.html

13. Key elements of the Government's emerging proposals relate to regulation of competence for both key dutyholders and the wider workforce. Throughout our work we have sought to ensure that our recommendations are adaptable to meet our understanding of the new regime, though our report was predominantly written before the new draft Building Safety Bill was published and we were therefore unable to comment on the details therein. Detail for delivering some of the ambitions set out in the draft Building Safety Bill will come in secondary legislation, and we hope this work will help frame elements of that detail.

14. In addition, *Setting the Bar* takes on board the comments we received from consulting widely across the whole sector, progressing the work from our Interim Report in a number of ways that reflect the Government's broader proposals.

15. One key development has been the progression of an overarching competence framework standard for the built environment setting out principles and core competence requirements for safety-critical professions and trades on higher-risk buildings, which was a recommendation in the Interim Report. This will be developed through industry consensus to ensure there is consistency in competence relating to issues such as leading and managing safety, communicating safety, delivering safety, risk management, ethics and behaviours.

16. To this end, MHCLG has commissioned the British Standards Institution (BSI) to take forward a programme to deliver a suite of National Standards under the direction of a newly established Built Environment Competence Standards (BECS) Strategy Group made up of government, industry and consumer interest groups. These National Standards include an overarching competence framework, three Publicly Available Specification (PAS) documents that will form the basis of the competence requirements for three new regulated roles – Principal Designer, Principal Contractor, and Building Safety Manager – and guidance.

17. In tandem and to inform this work, we set up a new workstream, taking the core values we developed in the first year of our work to form an underlying set of requirements for the National Standards (explained in more detail in the section below).

18. Since the Interim Report, we have also firmed up the role, responsibilities and competences for the Building Safety Manager – which has been established from scratch.

19. In addition, we have also established partnerships with other relevant organisations to trial implementation of the sector frameworks, including the Early Adopters Group.

Background to our work

20. Our work is a response to recommendations in the Independent Review of Building Regulations and Fire Safety, conducted by Dame Judith Hackitt. Her report, *Building a Safer Future*, identified the lack of consistency in the processes and standards for assuring the skills, knowledge, experience and behaviours of those working on higher-risk buildings as constituting a major flaw in the current regulatory system. Dame Judith pointed to a fragmented approach, with different competence frameworks even within one discipline; a lack of professional qualifications; and in instances where qualifications do exist, no coherent means for how they should be evidenced so as to be clearly understood by those operating within the system.

21. Furthermore, as Dame Judith made clear, the multitude of different approaches across industry towards competence standards and their assessment has led to a focus on individual specialisms without considering how their work interacts with others – and thus a failure to see the building as a single system.

22. In addition, responsibility is too widespread among different roles and often there is no single person clearly carrying the primary responsibility for building and life safety at each stage of the building lifecycle.

23. In the immediate aftermath of the Grenfell tragedy, an Industry Response Group (IRG) was set up by the MHCLG and the leading umbrella bodies in the built environment. The Steering Group on Competence for Building a Safer Future, known as the Competence Steering Group (CSG), was established at the request of the IRG to take forward recommendations set out in *Building a Safer Future*.

24. The CSG was tasked with:
    - developing the role and remit for an overarching competence body
    - ensuring a coherent and consistent approach to raising and overseeing competence standards within each discipline in scope
    - supporting the delivery of competent people working on what was then referred to as higher-risk residential buildings or HRRBs.

25. At all times the CSG has endeavoured to meet the spirit of *Building a Safer Future* by ensuring that the membership of the Steering Group and its Working Groups was balanced evenly between the construction industry / professions / fire safety sector / and building owners and managers (a full list of members and the bodies they represent is given in Appendix C).

26. The CSG then embarked on the challenge of raising competence standards for specific sectors. These were the 10 disciplines set out in *Building a Safer Future*, plus two further sectors (Procurement Professionals and Construction Products Competence), which the CSG considered were equally important in bringing about the necessary improvement.

27. Twelve Working Groups were therefore formed for individual sectors to develop competence frameworks, which would report to the CSG. Subsequently, a separate group (WG0) was tasked to come up with recommendations for the role and remit of the overarching body (or system for overseeing competence). This overarching body would have the aim of driving up standards and providing oversight of competence in a way that gives assurance to residents, dutyholders and regulators that those involved in the design, construction, inspection, maintenance and management of higher-risk buildings are fully competent to perform these roles.

28. The Working Groups are:
    - Overarching Competence Body (WG0)
    - Engineers (WG1)
    - Installers (WG2)
    - Fire Engineers (WG3)
    - Fire Risk Assessors (WG4)
    - Fire Safety Enforcing Officers (WG5)
    - Building Standards Professionals (WG6)
    - Building Designers, including architects (WG7)
    - Building Safety Managers (WG8)
    - Site Supervisors (WG9)
    - Project Managers (WG10)
    - Procurement Professionals (WG11)
    - Construction Products Competence (WG12).

29. The Procurement Professionals Working Group (WG11) was considered essential because of the existence of poor commercial practices that prioritise time and cost over quality, and which risk compromising safety. As profit margins throughout the construction industry are low and competition is fierce, there is a real concern that despite the best intentions of everyone involved in the various Working Groups, the culture of low prices and undercutting of competitors will continue.

30. Similarly, products are a critical element in every construction project. The choice, specification and performance of each individual component is critical to the overall performance required. Recent experience shows the process of delivering required outcomes (in particular, with safety-critical items) is systemically broken. Inappropriate products and product combinations are often used and can jeopardise life and property.

31. The scope of this work covers competences required for interactions with all construction products that are a fixed part of completed assets (buildings and infrastructure). The term ‘construction products’ includes those products used for maintenance during the operational stage of the building lifecycle and the structural fabric and engineering systems that the products are applied to. The

Construction Products Competence Working Group (WG12) established the qualities needed for the competent selection and installation and maintenance of construction products throughout an asset's life.

32. There is a chapter on each of the Working Group's proposals contained within this report. For the purposes of brevity, more detailed documents drawn up by each of the Working Groups as annexes have been published online.

33. The Working Groups' activity has involved:
- appraising the competence frameworks and qualifications that already exist
- developing additional competence frameworks for general construction and operation
- developing additional sector frameworks specific to those working on higher-risk buildings, where required.

34. This, combined with the introduction of third party assessment and a new layer of oversight and standards, as outlined in proposals from WG0, will result in a step change, improving competence and industry culture.

35. The Working Groups each started at a different place in terms of sector competences for working on higher-risk buildings. Some already have mature competence systems (engineers and architects, for example) from which an extension can be made to cover the specialism of higher-risk buildings. Some sectors have a plethora of competence systems, which need to be assessed and reviewed. Others have no recognised competence and assessment systems at all. WG8, which has focused on the competences of the Building Safety Manager, has essentially started from scratch, since there is currently no recognised competence and assessment system for this discipline.

36. As mentioned earlier, the approaches of the Working Groups also differ in that some sectors expect their new competence frameworks to apply to all types of buildings, while others are specifically focusing these new requirements on higher-risk buildings.

The consultation process

37. In developing this, our final report, the CSG has taken on board extensive feedback from the industry following a wide-ranging consultation process undertaken during the autumn of 2019 after the publication of *Raising the Bar*.

38. As well as making the report available to all, we also held two conferences which attracted participants from across the built environment and fire sectors. At these events Working Group chairs presented their reports and delegates also heard from Dame Judith Hackitt and senior officials at MHCLG.

39. We received 84 written responses to our consultation, most of them positive. Working Groups have each reviewed the comments that were relevant to their specific reports, and have detailed in their final reports how they have responded.

Change from higher-risk residential buildings to higher-risk buildings

40. As explained, the work of the CSG began two years ago following publication of *Building a Safer Future*. Our remit was to respond to the recommendations in Dame Judith Hackitt's report and develop a new regulatory framework for those working in the design, construction and management of higher-risk residential buildings (HRRBs). Dame Judith suggested that HRRBs were defined as residential buildings of 30 metres or more – though from the outset, some Working Groups sought to extend the new approach to all buildings, not just residential.

41. However, in the intervening period Government has made it clear through its responses to the report that a more stringent regulatory regime will apply to all multi-occupied residential buildings of 18 metres or more in height, or more than six storeys (whichever is reached first). In due course, it intends to extend this to include other premises, based on emerging risk evidence. The more stringent regime will apply throughout the lifecycle of new builds. It will also apply at the occupation stage to existing buildings in scope following a suitable transition period.

42. The term 'higher-risk building' in this report therefore means any multi-occupied residential building of 18 metres or more in height, or of more than six storeys (whichever is reached first) and / or any other building types that are brought within the draft Building Safety Bill legislation and therefore under the control of the new Building Safety Regulator. Some Working Groups are referring to these buildings, as simply 'buildings in scope'.

An overarching system for overseeing competence

43. One of the areas of significant progress over the past 12 months is in the development of an overarching system for overseeing competence, which is reflected in our report with the new workstreams.

44. Three of the chapters in our report cover this aspect:
- The development of National Standards and an overarching competence body
- Developing an overarching competence framework
- Oversight of assessment.

45. The work on setting up an overarching system for overseeing competence was part of the CSG's remit from the outset. In *Building a Safer Future* it was clear that Dame Judith Hackitt was convinced that the industry should set up an

overarching body to oversee and continue to improve competence across the range of disciplines involved in working on and in higher-risk buildings. This body needed to bring a degree of independence to the process so that no organisation could be seen to be 'marking its own homework'.

46. The CSG devoted considerable thought and discussion to the role of an overarching body and in January 2019 set up Working Group 0 (WG0) under the chairmanship of Dr Scott Steedman, Director of Standards at the BSI and a member of the Industry Safety Steering Group (ISSG), in consultation with Dame Judith. The chair of WG0 reported jointly to the CSG and the ISSG.

47. In the Interim Report, WG0 set out a proposal for a robust, coherent and comprehensive system of overseeing competence that gives assurance to residents, dutyholders and regulators that those involved in the design, construction, inspection, maintenance and management of higher-risk buildings are competent and that they understand the risks and responsibilities of their work and act accordingly.

48. Key recommendations include the following strands of work:
- the creation of an industry-led building safety competence committee, appointed or designated by the Building Safety Regulator to raise competence
- the creation of an overarching competence framework covering the core skills, knowledge, experience and behaviours required to work on higher-risk buildings as part of a suite of National Standards, under the governance of the National Standards Body against which professional and trade bodies are expected to develop their individual sector-specific or discipline competence frameworks
- the development of enhanced competences over and above their discipline-related competences, for the three regulated roles that have primary responsibility for building and life safety at each stage of a building's lifecycle, namely: Principal Designer; Principal Contractor; and Building Safety Manager. The competences of these regulated roles should be developed and maintained as part of the suite of National Standards that includes the overarching competence framework
- that professional and trade bodies which certify or qualify members against the sectoral frameworks recognised as meeting the National Standards are expected to maintain a register of those individuals certified under their scheme. These bodies are also expected to be accredited / licensed by a suitable publicly recognised body such as the United Kingdom Accreditation Service (UKAS), the Engineering Council or other body, subject to equivalent standards of accreditation or licensing being agreed by the building safety competence committee, reporting to the Building Safety Regulator.

49. In terms of the need for a building safety competence committee, it has transpired that since the Interim Report was written the Government has announced the setting up of a Building Safety Regulator and said that there

will be an industry-led advisory committee established within that to oversee and review sectoral frameworks, drive and challenge competence standards across industry, and advise the Building Safety Regulator and Government on matters related to industry competence. It is referred to in the draft Building Safety Bill as the Committee on Industry Competence, though this will not necessarily be its official title.

50. Following discussions between MHCLG and Graham Watts, the Chair of the CSG, during January and February 2020, it was agreed that the recommendations from WG0 would be taken forward as a programme of formal standards development work under the governance of BSI in its role as the National Standards Body, with full stakeholder engagement and open public consultation (see report of WG0). This suite of National Standards will include the competence frameworks for the regulated roles of Principal Designer, Principal Contractor, and Building Safety Manager.

51. To co-ordinate the standards development programme, BSI has now formed a Built Environment Competence Standards (BECS) Strategy Group from the wider stakeholder base.

52. In parallel, a sub-group of the CSG led by Richard Harral (Chartered Association of Building Engineers) (CABE), Katy Turff (Engineering Council) and Adreena Parkin-Coates (National Fire Chiefs Council) began the work to create an overarching competence framework. This identified the core principles from the Working Group frameworks that form the heart of the bottom-up approach to improve competence across the sector. Their work will now be incorporated into the overarching competence framework to be developed through the BECS programme.

Assessment and oversight

53. As mentioned above, the *Building a Safer Future* report clearly indicated the need for improvements in the way that the competence of those professions and trades involved with higher-risk buildings is assessed and verified, and this has been another major focus for the CSG since the publication of the Interim Report.

54. In its Interim Report, the CSG recognised that the different sectors concerned employ a wide variety of methods for assessing competence and it accepted the need for greater consistency. The CSG agreed that the introduction of a greater degree of independent scrutiny in the assessment process and a requirement for regular reassessment of competence in all sectors would provide significantly increased assurance of competence.

55. All Working Groups have considered how assessment and reassessment should operate in their particular sectors. In addition, as part of the work of WG0, UKAS and the Engineering Council were asked to consider how they and other relevant

organisations can work together to provide a framework for the oversight of assessment of competence within the overarching system proposed.

56. Following the industry consultation on our Interim Report and further discussion within the CSG and the Working Groups, it is proposed that existing arrangements for third party assessment, in the main delivered through certification and professional registration, should be improved and built on by requiring all assessments and reassessments to include – as a minimum – the competences needed for working on higher-risk buildings. The development of National Standards, as proposed in the WG0 report, will provide a benchmark for assessing competence.

57. It is further proposed that all organisations carrying out the assessments and reassessments should themselves be subject to a rigorous system of oversight (in *Building a Safer Future* this is referred to as 'accrediting the accreditors').

58. Bodies that certify or register members against the higher-risk buildings competence frameworks are expected to:
    - maintain a register of those individuals certified under their scheme
    - be accredited / licensed by a suitable publicly recognised body such as UKAS or the Engineering Council, or be able to demonstrate equivalent standards of robust accreditation / licensing approved by the building safety competence committee.

59. The system of assessment and oversight proposed is still a work in progress. There are a number of actions required to make further progress.

Third party assessment of individuals

60. In further developing proposals for competence assessment the CSG has agreed a principles-based approach in determining the extent that third party assessment of individuals should be required of persons working on higher-risk buildings in the future.

61. There is absolute agreement that everyone working on in-scope buildings must work within a system of competence assessment and management to ensure they are competent to deliver safe outcomes.

62. In most instances, the expectation is that demonstrating competence will be through third party assessment where individuals are assessed by an independent organisation, such as certification, professional or licensed bodies, which are independent of the work that person undertakes (that is, they are not an employer or contractor and therefore are in effect 'marking their own employees' homework').

63. However, it is also recognised that it may not always be practical or necessary to require that every person is third party assessed. In particular:
    - a requirement of competence is experience, so to enable people to gain sufficient experience in higher-risk buildings they need to work on these projects, under supervision, until they are able to demonstrate satisfactory performance in meeting the appropriate assessment criteria
    - some roles in relation to work being carried out on higher-risk buildings do not have implications for building safety, particularly those roles which do not affect the design, specification, performance or maintenance of the building. It may be disproportionate to require these roles to be assessed by a third party
    - there are potentially significant difficulties in enabling works to continue when personnel in a project change at short notice (due to ill health, promotion or resignation, for example) without there being some flexibility to continue to resource work under suitably competent supervision
    - there are significant variations across sectors and roles, from professionals working individually or in teams, to installers working on their own or for businesses, including companies from outside the UK which may have other approval systems. The way in which third party assessment is applied will need to vary to reflect these differences.

64. This suggests that there is a genuine need for a degree of flexibility in setting requirements so that, where appropriate, competence can be managed by approaches other than third party assessment. This may include competence management and assessment systems run within business (rather than by third parties) or other formally certified approaches to competence management.

65. In these circumstances, non-third party assessed persons working on higher-risk buildings will need to be properly supervised:
    - the supervisor must be third party assessed as competent to undertake the work being supervised *and* to act as a supervisor
    - those persons who are supervised must be subject to ongoing audit of their competence.

66. Third party assessment should be required of all persons whose work is likely to materially affect safety outcomes and must be required for those who work unsupervised. Sectoral competence frameworks must clearly set out at what level or in what roles third party assessment is and is not required, and the requirements for supervision where applicable. These arrangements should be subject to approval by the building safety competence committee established within the Building Safety Regulator to provide confidence that building safety is not negatively affected.

67. The CSG suggests that further work is required by the Building Safety Regulator, the building safety competence committee and MHCLG to develop a detailed framework for third party assessment and competence management in line with

the approach described above. This should result in statutory and other forms of guidance for use in assessing the adequacy of sectoral competence frameworks.

68. The net result of this approach would be to ensure that all safety-critical decisions and work are undertaken by third party assessed persons who are competent to do so. All other persons involved in work on higher-risk buildings will, as a minimum, be subject to audited and evidenced competence assessment or management processes and supervision by a third party assessed person. Such an approach would also allow suitable flexibility for new entrants to gain experience and develop suitable competence over time.

Third party assessment of organisations

69. In considering the need for a greater degree of independent scrutiny, the CSG's main focus has been on the verification of the competence of individuals, as highlighted in *Building a Safer Future*. However, discussion in the Working Groups and the results of the consultation exercise have indicated that consideration also needs to be given to the competence of organisations.

70. In some sectors, it is common for organisations (for example, installation companies) to be required to demonstrate that they employ competent staff who are properly assessed, managed and supervised. This can be achieved by third party certification of the service provided by the organisation or of the competence management system operated by the organisation. The final recommendations, therefore, reflect this point and it will be for the Working Groups and the building safety competence committee to decide how this will operate in practice for each sector.

Building control

71. In the past few months a Future of Building Control Working Group has been established under MHCLG auspices to look at building control / standards across the whole of the built environment.

72. In parallel with WG6's deliberations, the Future of Building Control Working Group has also been tasked to consider how best to re-establish building control as a unified profession and examine how the whole building control / standards sector could be regulated.

73. The Group has so far looked at strengthening professional pathways, supporting a unified (Approved Inspectors and Local Authority Building Control) sector and a generic competence framework (building on the draft higher-risk buildings framework produced by WG6).

74. A joint meeting of both working groups was held in May 2020, chaired by Richard Harral of CABE. This meeting agreed in principle to combine the Future of Building Control Working Group and WG6 frameworks to produce a unified comprehensive competence framework and publish it for use by the building control sector at the earliest opportunity. It is then recommended that this competence framework is subjected to a BSI process, similar to that of the three regulated roles, translating into a full British Standard. This is discussed in more detail in WG6 report.

75. The Future of Building Control Working Group is also considering building control / building standards in a wider context and addressing the following themes:
    - regulation of the building control / standards sector
    - common code of conduct for building control / standards
    - competence for all building standards professionals – going beyond higher-risk buildings
    - how the building control profession might transition into a new regime including integration with the role of the Building Safety Regulator
    - it was agreed by WG6 and Future of Building Control Working Group that in order to prevent duplication and to deliver these workstreams to the tight deadlines, they should merge.

76. The CSG is fully supportive of these developments and agrees to the proposed actions. Recommendations from Future of Building Control Working Group were published on 16 July 2020.[5] Further to this, the draft Building Safety Bill sets out plans for the Building Safety Regulator to establish a unified building control profession.

Construction Products Competence

77. Unlike other Working Groups, the competence framework being developed by the Construction Products Competence Working Group (WG12) is not sector specific, and we have therefore chosen to include it in the section on overarching competence work. Products are a critical element in every construction project. The choice, specification and performance of each individual component is critical to the overall performance required. There is a level of understanding and experience needed to ensure safe and appropriate outcomes.

78. WG12 established the qualities needed for the competent communication, selection and implementation of products throughout the life of a building or any type of infrastructure (or as we are collectively describing them, assets). As such, the audience for this framework includes all actors across every stage of the design, construction and in-use phase of an asset.

[5] The Future of Building Control Working Group made 11 recommendations for reform. https://www.rics.org/uk/upholding-professional-standards/sector-standards/building-surveying/the-future-of-building-control-working-group/

Culture and education

79. The CSG recognised that changing culture and behaviour to achieve safer buildings is essential, which reflects the views of Dame Judith Hackitt, who said in *Building a Safer Future*: *As well as addressing technical competence, there is a pressing need to see the leadership that is required within the construction industry and fire safety sector to drive the shift in culture*.

80. The matters of culture and behaviour, taken together with education, have been acknowledged as part of the specific considerations given by each Working Group to those working within their sector. Although the impact across the wider construction and building industry of these matters has not been the direct focus of any activity, there have been discussions on some issues like fire safety education with wider stakeholder groups.

81. Each Working Group has set out its proposals to improve competence within their sectors. The CSG believes that when combined, these initiatives will have a significant positive impact on the culture of the building industry.

The need to standardise terms

82. In the course of the CSG's work it became clear that differing interpretations of roles and technical terms was hampering a common approach to setting standards. The CSG believes this is a task that needs to be taken up by the building safety competence committee in order to produce a set of common definitions that can be used in law. Discussions have taken place with the BSI to consider a refresh of existing common definitions within relevant British Standards and the addition of further definitions where necessary.

The need to bring more professions into a competence framework

83. While the working groups set up by the CSG have tackled the key and most significant areas, there are clearly areas and occupations not yet covered. In our Interim Report we highlighted the need for other disciplines and areas to also be brought on board in addressing the inadequate level of competence and knowledge relating to building safety. For this work to raise the bar universally and significantly, these other areas need to be addressed. We thought it important to again draw attention to these gaps as an issue for the new building safety competence committee to review when it comes into operation.

84. These are what the CSG sees as the main 'missing' disciplines, but our list is not exhaustive:

85. *Ad hoc design:* This represents one of the most elusive groups to define and therefore potentially is one of the most difficult to address in terms of the aspiration for competence. Ad hoc design is prevalent across the industry and is present in all systems and complex assemblies. It can have a significant influence on safety of the completed building or infrastructure scheme. In many cases ad hoc design is undertaken by individuals who will come within the scope of one of the sectoral frameworks, especially installers such as:
    - sub-structure and below-ground works including service connections, ducting and drainage
    - cladding, curtain walling and glazing systems
    - roofing
    - external (building envelope) features
    - mechanical, electrical and plumbing systems
    - secondary and trimming steelwork (eg, for internal openings, glazed screens, demountable and acoustic partitioning)
    - carpentry and joinery packages
    - finishes, including painting and decorating
    - flooring, including raised access floors
    - ceilings, including proprietary drop-in grid and plasterboard systems, and bulkheads
    - hard and soft landscaping.

86. Other areas that warrant attention include:

87. *Facilities management:* There has been some work done on maintenance via the Procurement Professionals, Installers, Engineers and Building Safety Manager Working Groups but the complex area of facilities management needs more detailed attention.

88. *Occupants and building users:* Occupants of higher-risk buildings must be briefed to ensure they understand their building's fire and evacuation procedures and should be under an obligation to obey the rules and instructions of building safety throughout their occupation. This will ensure they do not make changes to their homes (or the building) that inadvertently pose a risk to safety.

89. *Insurance providers:* Insurers' understanding of the process and control of risk is fundamental to the safety and security of all projects, and is therefore critical to the stability of the industry.

90. *Legal profession:* Those providing legal advice need to have a clear understanding of the implications of providing certain advice to clients in respect of the chosen procurement strategy and the resultant contractual framework to be put in place for a specific project.

91. *Regulatory groups:* Although there has been work undertaken for some regulators, there have been other authorities whose competence has not been addressed as part of the CSG's work. They include those working in town planning, environmental health, and trading standards. All of these may have a role to play in the new regulatory system and therefore should also have their level of competence, particularly in relation to fire, subjected to scrutiny.

Continuing Professional Development

92. Across all sectors, there has been clear commitment to a continuing professional development (CPD) framework. It is agreed that CPD is important for the sectors which this report covers to ensure they maintain their existing skill-set and are able to integrate new products, technologies and techniques into their work. This needs to be supported by robust methods of independent assessment and reassessment (in *Building a Safer Future* this is referred to as accreditation and re-accreditation) to ensure that all those involved with higher-risk buildings have the necessary competence for the roles they undertake.

93. Many professional bodies have CPD recording frameworks which are mandatory for membership renewal and are clearly understood by the sectors using them. Other sectors, notably installers, have few opportunities to undertake formal CPD, and where they do, there is no formal recording process. It is recommended that the competence of all those involved with higher-risk buildings should be regularly reassessed.

94. Although the CPD and assessment requirements for each sector will vary significantly, it is proposed that common principles are established that sectors would be guided by, and to which the building safety competence committee would hold sectors accountable. To ensure these principles are embedded, UKAS and the Engineering Council have begun working with each sector to ensure there is clear oversight of each sector's CPD and assessment processes in order to provide assurance that it is being carried out effectively and consistently.

What happens next

95. Since the publication of the Interim Report in August 2019 the CSG and its Working Groups have continued to develop and feed into new systems that will be able to assure the public that members of the built environment and fire sectors are competent to work safely on multi-occupied dwellings and others that fall into a new higher-risk category.

96. The CSG's work on competence standards sits within a new systems-based approach to building safety envisaged in *Building a Safer Future*. It includes a more stringent approach to the use of materials, new safety measures including

sprinklers, greater accountability with introduction of new dutyholders, and oversight by a new Building Safety Regulator. The draft Building Safety Bill made clear that assisting and encouraging competence in the built environment is one of its key functions. Additionally, we have drawn up a new professional role, that of the Building Safety Manager, whose competence has been set out by WG8 and has formed a major element of our work.

97. Throughout this report, we acknowledge there is much still to be done but we are confident that we have created a solid base to build on. In broad terms we have set in motion the development of new National Standards which must underpin the sectoral competence frameworks in the so-called top-down, bottom-up development activities of the key professions and trades. We have worked closely with MHCLG, the ISSG, HSE and others involved in developing this new system for building safety to ensure it is closely aligned with all our stakeholders' views.

98. In time, and as quickly as possible, we expect these new protocols can help bring about an improved culture, so that the design and construction of new and refurbished buildings and the management of occupied ones is carried out with pride, rigour and quality by a skilled, knowledgeable and competent workforce.

2 AN OVERARCHING SYSTEM FOR SETTING AND OVERSEEING STANDARDS OF COMPETENCE

The development of National Standards and an overarching competence body

Lead contributors to Working Group 0
Dr Scott Steedman, British Standards Institution
Clare Price, British Standards Institution

Aims and objectives

99. WG0 launched in early 2019 and was led by Dr Scott Steedman, Director of Standards at BSI and a member of the Industry Safety Steering Group (ISSG), in consultation with Dame Judith Hackitt. The Chair reported jointly to the CSG and the ISSG.

100. WG0 was tasked with making recommendations for the role and remit of an overarching body (or system) for overseeing competence with an aim of driving up standards and providing oversight of competence in a way that gives assurance to residents, dutyholders and regulators that those involved in the design, construction, inspection, maintenance and management of higher-risk buildings are fully competent to perform these roles.

101. The outputs from WG0 have been developed into a National Standards project to develop a framework of British Standards and supporting documents, including Publicly Available Specification (PAS) standards, to support an overarching competence system and the competence requirements for newly regulated roles in the built environment.

Audience

102. This work is relevant to the designer, contractor, engineer, client, owner and resident communities as well as to experts in fire and structural safety, construction products, building control, building and facilities management, and those developing government policy, regulation, accreditation and certification processes.

Recommendations

103. WG0 drew up an industry-led proposal for a robust, coherent and comprehensive system of overseeing competence aimed at giving assurance to residents, dutyholders and regulators that those involved in the procurement, design, construction, inspection, assessment, management and maintenance of higher-risk buildings are competent and understand the risks and responsibilities of their work and act accordingly.

104. A significant amount of work to implement the recommendations from WG0 has taken place since the Interim Report was published. Updates to the recommendations are noted below.

105. **Recommendation:** Industry should complete an overarching competence framework for higher-risk buildings as part of a suite of National Standards under the governance of the National Standards Body. A recommendation to establish such a framework was made in the Interim Report and this work is now underway.

106. **Recommendation:** It is expected that the overarching competence framework is developed using a consensus-based, consultative approach. Professional and trade bodies are expected to develop their individual sector-specific or discipline competence frameworks in light of the overarching competence framework as it develops.

107. **Recommendation:** Professional and trade bodies that certify or qualify members against the higher-risk buildings competence framework National Standard are expected to maintain a register of those individuals certified under their scheme. They are also expected to be accredited / licensed by a suitable publicly recognised body such as UKAS, the Engineering Council or other body, subject to equivalent standards of accreditation or licensing being agreed by the overarching competence body (which we refer to as the building safety competence committee).

108. **Recommendation:** A strategic, industry-led building safety competence committee should be created comprising representatives of relevant industry bodies, independent experts, building owners and government. The committee should be appointed or designated by the Building Safety Regulator to raise competence by working with and challenging professional and trade bodies to drive gap-filling, promote the equivalence of accreditation or licensing systems, issue guidance to dutyholders and the Regulator on selecting competent people, provide a space for industry to continue to work collaboratively to drive competence more widely, and provide or signpost guidance to industry and the public on relevant legislation, registers and standards relevant to higher-risk buildings.

109. **Recommendation:** The three regulated roles that have primary responsibility for building and life safety at each stage of a building's lifecycle (Principal Designer, Principal Contractor and Building Safety Manager) require competences in addition to any discipline-related competences. The competences of these regulated roles should be developed and maintained as part of the suite of National Standards that comprise the competence framework. New PAS standards specifying competence requirements for the three regulated roles are in preparation. Work will start after a research and consultation process.

110. **Recommendation:** Additional competences for the three regulated roles are expected to ensure that the design intent of the building is maintained and that workers employed and used in design, construction, refurbishment, maintenance and operation are suitably competent. Market providers that offer to assess individuals against the enhanced competence requirements should be accredited or licensed by UKAS or another suitable body.

111. **Recommendation:** The Building Safety Regulator should hold and maintain a register of those qualified to perform the regulated roles, having been advised by the building safety competence committee, and provide signposting to the registers held by the professional and trade bodies. We are aware that the mechanism for fulfilling this duty needs to be established. Again, this is a task we would envisage being undertaken by the building safety competence committee under the Building Safety Regulator.

Ambition framed against *Building a Safer Future*

112. The following key recommendations from *Building a Safer Future* are applicable:

113. *5.1 The construction sector and fire safety sector should: a) demonstrate more effective leadership in relation to developing a responsible approach to delivering building safety and integrity; b) work with other sectors to learn and translate good practice and implement it within the sector; and c) develop continuous improvement approaches to competence levels.*

114. *5.2 The professional and accreditation bodies working within the construction and fire safety sectors should continue the work started in response to the Interim Report and present a coherent proposal to government within one year. As a minimum, this proposal should cover the role and remit of an overarching body to provide oversight of competence requirements and support the delivery of competent people working on higher-risk buildings (in scope).*

Consultation responses

115. There was broad support for the WG0 recommendations, albeit with comments highlighting the complexity involved in trying to develop common strategies.

116. A number of contributors underlined the importance of not reinventing the wheel and calling for any overarching requirements to be cognisant of existing competence schemes such as National Occupational Standards (NOS).

117. The potential rise in costs of complying with new requirements was also of some concern with a call from numerous social housing providers for consideration to be given to this.

118. All the comments received will be considered going into the standards development project. There will also be further opportunities to influence outputs through participation in standards development and the consultation process.

Assuring improvement

119. WG0 proposed a project for the creation of a suite of National Standards and supporting documents that will set out the principles and a common language for competence and provide a framework for the three regulated roles of Principal Designer, Principal Contractor and Building Safety Manager. The standards will enable independent assessment and third party accreditation of individual schemes offered by qualifying bodies and industry associations. Essentially, they will also provide a bridge to the wider competence requirements being developed for the improvement of professional, technical and artisanal skills of those working in the built environment.

120. The need for a synchronised approach to the interface between the Building Safety Regulator, the public interest, industry and the proposed building safety competence committee is fundamental. The scope of work therefore includes, as a first step, the setting up of a new Built Environment Competence Standards (BECS) Strategy Group - that will both oversee the work programme and ensure the necessary links are established and maintained. It will develop the plan which will prioritise and define the standards deliverables. Each standards development project will be delivered by a steering group made up of stakeholders convened for the purpose.

121. The work programme will draw on prior and current work in this area to ensure that the resulting framework standards form a consistent and coherent set of information that will be relevant to government, industry and society.

122. The proposed suite of consensus National Standards and supporting documents, including the PAS standards, will be developed by industry and other stakeholders

(including representatives of the public, regulators and academic experts) following a rigorous process managed by BSI in its role as the UK's National Standards Body.

123. The BSI processes are governed by the principles of full stakeholder participation, open public consultation and consensus, consistent with the principles enshrined in the international standards system. The proposed documents will therefore be developed by industry experts and all other interested parties including representatives of the public to ensure full stakeholder participation.

124. The resulting documents will form part of the BSI National Standards catalogue and will be publicly available. British Standards are dynamic documents subject to review by the BSI Technical Committee every five years. The three PAS frameworks will be reviewed by industry every two years.

125. Under this project the technical documents will be made freely available to ensure maximum take up and usage. The overarching competence framework standard will be publicly available through the development phase and include three periods of open consultation before being published as a British Standard. The three PAS standards will be freely available for their lifetime.

Progress to date

126. Following discussions between BSI, MHCLG and the CSG during January and February, it was agreed that the recommendations from the CSG WG0 would be taken forward as a programme of formal standards development work under the governance of BSI.

127. The BECS Strategy Group led by Scott Steedman and drawn from the wider stakeholder base will co-ordinate the standards development programme.

128. An important early step in the standards process was to hold a 'town hall' meeting for industry, government and societal stakeholders. This took place on 9 March, 2020 at the Royal College of Physicians with around 70 attendees including representatives from key professional institutions and trade associations, MHCLG, the Regulator (HSE), the certification industry including UKAS and representatives from the Consumer and Public Interest Network (CPIN). All Working Groups of the CSG were represented.

129. The meeting was preceded by a workshop on the development of an overarching competence framework led by Richard Harral (CABE), Katy Turff (Engineering Council) and Adreena Parkin-Coates (NFCC). The workshop focused on the core principles in the document that will underpin the individual competence schemes for individuals working on higher-risk buildings (see Developing an overarching competence framework see page 31).

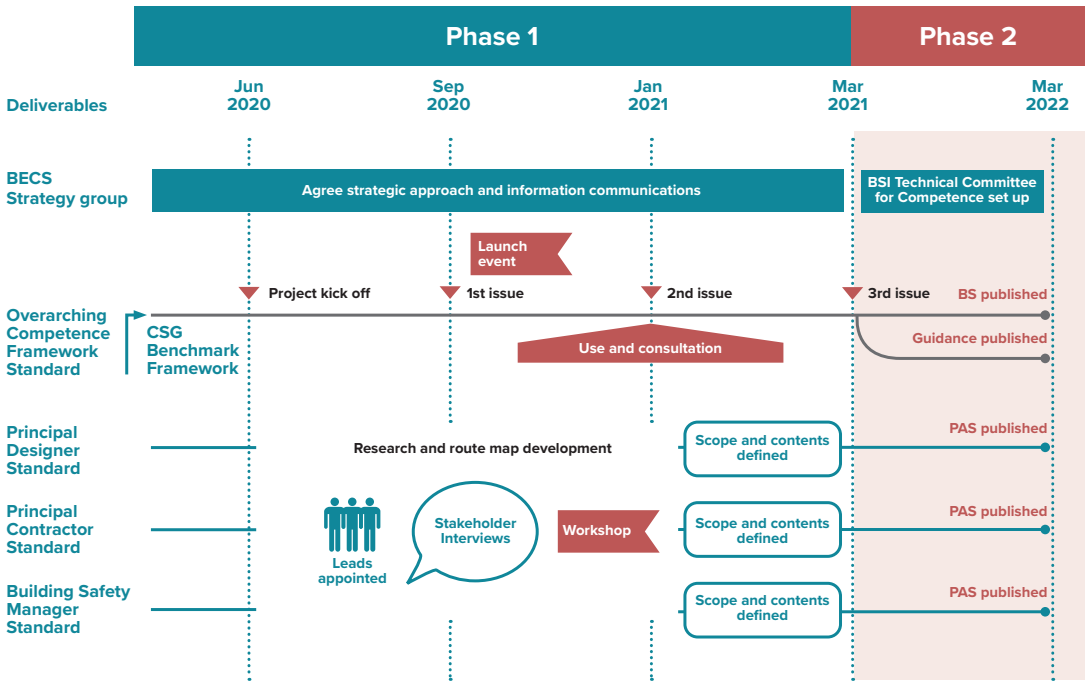
130. Core principles will form the heart of the bottom-up approach to improve competence across the sector. They will also need to cover the top-down competences required of the regulated roles of Principal Designer (PD), Principal Contractor (PC) and Building Safety Manager (BSM) under the overarching competence framework. This is to ensure that the leadership competences required of the regulated roles are fully captured. This will be an early task of the BECS Strategy Group, liaising with the CSG Working Groups working on the sector specific competence requirements.

131. During the town hall meeting, presentations were made by BSI (Scott Steedman, Clare Price), MHCLG (Catherine Ryan), HSE (Tim Galloway), CSG (Graham Watts) and UKAS (Malcolm Hynd).

132. Discussions fed into the project included extending the scope of work beyond higher-risk buildings, the importance of addressing life safety from all potential hazards not just fire, including competences related to retrofit and refurbishment, and the vital importance of ensuring residents' voices are heard.

133. Preliminary consideration has also been given to determining how individuals and organisations will be assessed for compliance with the competence requirements developed and how the assessment process itself will be accredited or licensed (see Oversight of assessment see page 36).

134. It is envisaged that the BECS Strategy Group will liaise with the proposed building safety competence committee once established.



[Diagram reproduced by courtesy of BSI]

Acknowledgements

135. WG0 acknowledges the important work of the Overarching Competence Framework Working Group, the CSG, and the valuable contribution made by all those who attended the town hall event.

136. BSI is keen to ensure a consultative approach throughout the project. A dedicated email address has been set up for further information: CompetenceFramework@bsigroup.com

Group consultees

George Adams	Engineering Council (EngC)
Mike Andrews	National Association of Professional Inspectors and Testers (NAPIT)
Sandra Ashcroft	Health and Safety Executive (HSE)
Nathan Baker	Institution of Civil Engineers (ICE)
Peter Baker	Health and Safety Executive (HSE)
Nick Baveystock	Institution of Civil Engineers (ICE)
Julie Bregulla	Building Research Establishment (BRE)
Hannah Brook	Ministry of Housing, Communities and Local Government (MHCLG)
Gavin Bull	Health and Safety Executive (HSE)
Anthony Burd	British Standards Institution (BSI)
Peter Caplehorn	Construction Products Association (CPA)
Lucy Carmichael	Royal Institute of British Architects (RIBA)
Hanna Clarke	Construction Products Association (CPA)
Richard Coackley	Institution of Civil Engineers (ICE) and *In Plain Sight*
Izzy Connell	Ministry of Housing, Communities and Local Government (MHCLG)
Dennis Davis	Fire Sector Federation (FSF)
Adrian Dobson	Royal Institute of British Architects (RIBA)
Bethany Dunning	Ministry of Housing, Communities and Local Government (MHCLG)
Sarah Garry	Build UK
Neil Gibbins	Institution of Fire Engineers (IFE)
Dame Judith Hackitt	Industry Safety Steering Group (ISSG)
Peter Hansford	*In Plain Sight*
Richard Harral	Chartered Association of Building Engineers (CABE)
Anthony Hart	Office for Nuclear Regulation (ONR)
Sofie Hooper	Institute of Workplace and Facilities Management (IWFM)
Malcolm Hynd	United Kingdom Accreditation Service (UKAS)
Kara Kashemsanta	Ministry of Housing, Communities and Local Government (MHCLG)

Stuart Kerr	Salix Homes
Sir Ken Knight	Independent Expert Panel
Mehdi Laftavi	C- MIST
Debbie Larner	Chartered Institute of Housing (CIH)
Angus Law	University of Edinburgh
Mark Lunn	Horizon Nuclear Power
Bill Mackenzie	Ministry of Housing, Communities and Local Government (MHCLG)
Alistair Macleod	C- MIST
Paul Mooney	Salix Homes
Paul Nash	Chartered Institute of Building (CIOB)
Suzannah Nichol	Build UK
Dee O' Connell	Ministry of Housing, Communities and Local Government (MHCLG)
Adreena Parkin-Coates	National Fire Chiefs Council (NFCC)
Martin Powell	Institution of Structural Engineers (IStructE)
James Preston-Hood	Grosvenor Estate
Ken Rivers	Industry Safety Steering Group (ISSG)
Brendan van Rooyen	Institution of Civil Engineers (ICE)
Helen Samuels	Network Rail
Offer Stern-Weiner	Ministry of Housing, Communities and Local Government (MHCLG)
Matthew Symes	Concerto Partners LLP
Kate Thompson	Ministry of Housing, Communities and Local Government (MHCLG)
Katy Turff	Engineering Council (EngC)
John Waterman	Wilmott Dixon
David Watson	L&Q
Graham Watts	Construction Industry Council (CIC)
Nigel Wiles	L&Q
Peter Yates	Local Government Association (LGA)

Developing an overarching competence framework

Lead contributors
Richard Harral, Chartered Association of Building Engineers
Adreena Parkin-Coates, National Fire Chiefs Council
Katy Turff, Engineering Council

Aims and objectives

137. To develop an overarching competence framework that can be used by the building safety competence committee (or alternative body designated by MHCLG under the proposed draft Building Safety Bill). The committee would use it to evaluate whether a submitted regulated role framework or sectoral competence framework can be recognised as a basis to determine suitably qualified and experienced personnel status appropriate to work on higher-risk buildings and, provisionally, the wider built environment sector in the longer term.

Audience

138. This work is targetting the following groups:
- MHCLG; the Home Office; the Building Safety Regulator; building safety competence committee; BSI.
- Professional bodies; trade associations; and competence assessment scheme providers responsible for assessing competence of individuals working in the built environment sector.
- Training and education providers supporting development of building safety knowledge and competence.
- Building owners; key dutyholders; regulators; professionals and trades (individuals and organisations) working in the built environment sector.

Recommendation

139. **Recommendation:** Industry should complete an overarching competence framework for higher-risk buildings as part of a suite of National Standards under the governance of the National Standards Body.

Ambition framed against *Building a Safer Future*

140. *Building a Safer Future* identified that:

141. *5.16 While there are many instances of competent people, there is no consistent way to assess or verify their competence. The current approach to levels of competence is disjointed and in places not rigorous enough. This allows individuals to practice with questionable qualifications or without a requirement for competence to be assessed, accredited and reaccredited. There are some examples of good practice within the sector with a range of professional competence frameworks in place, but the absence of a coherent overarching framework or body which provides oversight has led to confusion and a lack of trust. This status quo also means that actors fail to see their responsibility to view a building as a complex system and fail to interact appropriately with other professional skills.*

142. *5.17 The Interim Report tasked professional and accreditation bodies to work together to propose a robust, comprehensive and coherent system covering all disciplines for work on higher-risk buildings (in scope). Since the Interim Report, they have begun that work and have discussed the merits of an overarching body which can provide oversight of competence levels across the range of disciplines. Such a body would be beneficial in providing the oversight and collective working which is required to provide assurance to the dutyholder and to all those operating within the system.*

143. *5.18 Any such competence framework and oversight body should be developed in a way that is coherent and consistent and provides assurance to the dutyholder. If everyone in the supply chain is required to understand and meet robust standards set out in a clear framework, this will drive improved competence across the sector.*

144. The ambition of the overarching competence framework is to set out the core principles of a robust sectoral framework, the process for assessing and re-validating competence, and a core set of building safety competences. This should provide a robust, comprehensive and coherent system and a basis for the overarching body to determine whether existing and new competence development and assessment, trade and professional registration schemes are fit for purpose.

Consultation responses

145. There was broad support for the principle of an overarching competence framework and for this to become a national standard. In particular, respondents commented on:
- a unified set of core competences that demonstrates coherence across multiple frameworks

- a common set of fire safety competences
- a common approach to assessing competence of individuals
- a common set of levels and descriptors
- the flexibility for additional frameworks and providers to be recognised, beyond those currently covered by WG1-12
- the importance of recognising organisational as well as individual competence.

146. Suggestions included that:
- the matrix should include assessment of experience in addition to knowledge, skills and attitude
- the framework should be clear on the systems effects in buildings and construction management that it seeks to control. The industry is in need of an overarching framework that helps to contextualise the importance of the maintained integrity of individual components, those integrated to form systems and most importantly, the recognition of how the built environment functions as a complete unit
- the competence framework should be tested to ensure that it cannot be 'gamed'
- there should be a review process to ensure standards are maintained and updated as needed.

Assuring improvement

Top-down approach

147. Discussions with BSI have confirmed that the overarching competence framework will be incorporated into the proposed suite of National Standards to be developed through the BECS programme as set out in the previous chapter. The current proposal is that this should be the basis of a 'handshake' document that would provide coherence between the mandatory key dutyholder standards and competence frameworks, and the wide range of sectoral competence frameworks. As a National Standard, the overarching competence framework would be available to new providers of training and assessment relevant to in-scope buildings, as these emerge or are identified.

Bottom-up approach

148. The working group started with an analysis of all the competences, competence levels and proposed assessment and revalidation processes produced by Working Groups 1-12. These informed the first draft of a narrative document drafted following *BS 0:2011 Principles of Standardisation*. The competence frameworks proposed by the Working Groups were also distilled to identify the core sets of competences. These were grouped into categories, with ethics as a central and unifying theme (see diagram below). The guidance document also identifies organisational competence as an area to be addressed.

149. Alongside this, analysis work is in progress to collate key terminology and definitions with a view to proposing an informative annex as part of the suite of National Standards. This will promote the adoption of common language across the different frameworks. As work has progressed it has become apparent that there is a broader ambition to identify common terminology across the many sectors which would assist in the consistent understanding and application of core competences. This work is significant and will need to be informed by definitions within existing British Standards and other current sectoral guidance. The work has started but will require sufficient resource and expertise to ensure that it meets industry expectations.

150. The intention is to provide a document that, in the short term, will enable Working Groups 1-12 to map their proposed competence assessment systems and frameworks, and which can also be used by other sectors looking to engage with this process. The Working Group therefore supports the BECS proposal to issue an interim industry-adopted standard to fill the gap until the National Standard is published.

Progress to date

151. Initial analysis of the Working Group frameworks and guidance was presented at a town hall workshop organised by BSI on 9 March 2020. The concept has been well-received, and feedback from the workshop and other subsequent comments have been reviewed and incorporated into the materials transferred to the BECS programme.

152. BSI has agreed to take the work forward within the BECS programme. CABE has been appointed to provide technical author services, and the new development methodology for agile standards (to be known as Flex standards) will be deployed.

153. A number of questions have been raised with MHCLG to enable the drafting to be framed within the context of the future regulatory system.

Programme to achieve ambition with key milestones

154.
- Handover to BSI for development as part of the suite of National Standards through the BECS programme – *June 2020*.
- Publication of the overarching competence framework for first public consultation – *September 2020*.
- Publication of the overarching competence framework standard for second public consultation – *January 2021*.
- Publication of the overarching competence framework standard for third public consultation – *April 2021*.
- Publication of the overarching competence framework British Standard and accompanying guidance – *March 2022*.

Acknowledgements

155. The Overarching Competence Framework Working Group acknowledges the significant inputs of Working Groups 1-12, whose work forms the starting point for the overarching competence framework. The feedback received in response to *Raising the Bar* at the town hall workshop and subsequently is also acknowledged.

Oversight of assessment

Lead contributors
Malcolm Hynd, United Kingdom Accreditation Service
Katy Turff, Engineering Council

Aims and objectives

156. Chapter 5 of the *Building a Safer Future* report called for improvements in the way the competence of those professions and trades involved with higher-risk buildings is assessed and verified. The Working Group set up to consider the role and remit of the overarching competence body (WG0) asked the United Kingdom Accreditation Service (UKAS) and the Engineering Council to consider how they and any other relevant organisations could work together to provide a framework for the oversight of assessment of competence within the overarching competence system proposed. In preparing their report, UKAS and the Engineering Council also considered the assessment mechanisms used by the different professions and trades to ensure that the oversight systems proposed are fit for purpose.

Audience

157. The report produced by UKAS and the Engineering Council was aimed at providing recommendations for the oversight of the assessment of competence for all professions and trades involved with higher-risk buildings.

Recommendations

158. Representatives of UKAS and the Engineering Council worked together to compare their respective methods for overseeing the assessment of competence, to identify the assessment and oversight arrangements that already exist for bodies carrying out assessment of competence for those professions and trades involved with higher-risk buildings, and to identify where there are gaps that need to be filled. The report produced was included in the CSG's Interim Report, *Raising the Bar*, as an annex to the WG0 report.

159. The generic recommendations of the CSG, based on the findings of WG0 and the various Working Groups in respect to assessment, reassessment and oversight, are summarised in paragraphs 55 and 56 of the Introduction to the Interim Report and in Recommendations 8-13 of the Interim Report.

160. Following consideration of the responses to the industry consultation carried out and further discussion, the final recommendations of the CSG in this respect, are:

161. **Recommendation:** In order to provide the necessary confidence in the marketplace, all individuals whose work on higher-risk buildings is likely to materially affect safety outcomes or who work unsupervised should meet the competence requirements developed by the Working Groups set up to support the CSG.

162. **Recommendation:** For these individuals (see above), compliance needs to be demonstrated by independent, third party assessment and periodic reassessment. All others working on higher-risk buildings should be supervised by individuals who have been third party assessed as competent to carry out the work and to act as supervisors.

163. **Recommendation:** In those sectors in which third party assessment is carried out at the organisation level (ie, companies, rather than – or as well as – individuals, are third party assessed), the requirements for organisations will need to set out clearly how the competence of the individuals carrying out the work is assessed and how they are managed and supervised.

164. **Recommendation:** Existing arrangements for assessing and reassessing competence, in the main delivered through certification and professional registration, should be improved to include – as a minimum – the competences needed for working on higher-risk buildings.

165. **Recommendation:** Wherever appropriate, Government should mandate persons working on higher-risk buildings to be registered / certified by a recognised professional / certification body.

166. **Recommendation:** All organisations carrying out the assessment and reassessment of competence should themselves be subject to a rigorous system of oversight for their activities in relations to higher-risk buildings (in *Building a Safer Future* referred to as 'accrediting the accreditors'). This should be undertaken by a body such as UKAS or the Engineering Council, or another body able to demonstrate equivalent standards of robust accreditation or licensing. The suitability and consistency of the assessment and oversight processes should be agreed by the building safety competence committee.

167. **Recommendation:** The period of reassessment may vary from discipline to discipline but it should be at least every five years.

Consultation responses

168. The responses to the consultation on *Raising the Bar*, the CSG's Interim Report were broadly supportive of the recommendations for assessment, reassessment and oversight.

169. Overall, there was strong support for:
- independent and robust assessment of competence
- regular reassessment
- oversight by a recognised independent body such as UKAS, the Engineering Council, or another body with equivalent standards of accreditation or licensing, as agreed by the building safety competence committee.

170. There were a number of comments expressing concern about the likely cost of more rigorous assessment and reassessment but, in general, it was recognised that the improvement in confidence to be gained from greater independent scrutiny justified the additional cost.

171. Of the 84 responses received, approximately 30 commented on the recommendations relating to assessment, reassessment and oversight. Roughly half of these were expressly supportive of the proposed arrangements. A small number of respondents (approximately seven) questioned the effectiveness of third party assessment and accreditation.

172. Two responses questioned the focus on individual competence, considering that organisational competence was also required, especially for the key regulated roles.

173. Several responses (approximately four) questioned the use of the Construction Skills Certification Scheme (CSCS) as evidence of competence. Others (approximately three) supported the idea of the CSCS organisation as an assessment or oversight body. Still others (approximately six) considered that the CSCS card procedures would need to be strengthened if they were to be used for this purpose.

174. Two responses mentioned the need for putting these matters on a statutory basis to ensure that the assessment processes recommended are implemented fully.

175. A small number of responses (approximately four) suggested that registration by a professional institution does not represent a demonstration of competence.

176. Two suggested the Architects Registration Board as the appropriate oversight body for architects, while a further response cautioned against bringing additional bodies into this role.

177. Although the overall tone of the responses received was supportive, the comments received and further discussion in CSG have led to a number of changes to the final recommendations, particularly in regard to the extent to which individuals need to be third party assessed. The responses to the consultation also indicate that a number of considerations need to be taken into account as the work programme to implement the report develops, namely:

- care should be taken to ensure that any additional costs are kept to a minimum
- the need for organisational competence, as well as individual competence, should be considered
- careful attention should be paid to ensuring that the CSCS card provides sufficient assurance of competence
- professional institutions should consider their processes to ensure they provide sufficient assurance of competence and to introduce periodic reassessment
- UKAS and the Engineering Council should continue the work started to ensure equivalence of outcome in their oversight of the organisations carrying out the assessment and reassessment of competence and work with any other body that comes forward to provide oversight to the same end
- MHCLG should consider the need for a statutory basis for assessment, reassessment and oversight.

Assuring improvement

178. If implemented fully, it is considered that the system of oversight proposed in the report would lead to a significant improvement in the way that competence is assessed in the sector.

179. The proposals for assessment and oversight were drawn up on behalf of WG0 and are therefore considered to be compatible with the proposals for the assessment of competence of the three regulated roles set out.

180. As a cross-cutting mechanism for assessing competence, the system proposed is considered to be applicable to all professions and trades involved with buildings in scope. In preparing the report, UKAS and the Engineering Council representatives have engaged with all Working Groups to make them aware of the implications of assessment and oversight for their work. The Working Groups were encouraged to include proposals for assessment and oversight in their reports.

Progress to date

181. The system of assessment and oversight proposed is still a work in progress. Actions required to make further progress are:
- MHCLG agreement to the proposals set out
- competence criteria to be completed by all Working Groups and standards to be completed by BSI
- agreement by the individual Working Groups of the assessment and oversight arrangements for their sectors
- professional institutions and certification bodies to bring forward proposals for

registration programmes and certification schemes specifically for those working on higher-risk buildings including their proposed oversight arrangements
- approval of the proposals for assessment and oversight by a new building safety competence committee
- arrangements for oversight established and initial assessments carried out.

Programme to achieve ambition with key milestones

182. The steps required for implementation are outlined above. Given that progress is dependent on action by a large number of different organisations, it is not possible to provide accurate milestones to completion. Provided that good progress can be made on the completion of the competence criteria, it is possible that agreed oversight and assessment arrangements could be in place for some disciplines within a year. Where completion of the competence criteria is delayed, this could take significantly longer.

183. The development of the BSI standards is likely to take longer and the delivery of assessment and oversight mechanisms is currently programmed for 2023. However, it is hoped that this timescale can be accelerated by the adoption of more agile methods of standards development.

Acknowledgements

184. The co-operation of UKAS, the Engineering Council, the CSG members and the members of the various Working Groups is acknowledged.

Developing construction products competence

Lead contributors to the Construction Products Competence Working Group (WG12)
Chair: Peter Caplehorn, Construction Products Association
Deputy Chair: Douglas Masterson, Guild of Architectural Ironmongers
Secretary: Hanna Clarke, Construction Products Association

Scope and framework

185. The scope of this work covers competence required for interactions with all construction products for all construction works, and is not limited to higher-risk buildings or fire. This work has been carried out by WG12 (renamed during this phase of the work to Construction Products Competence), which established the qualities needed for the competent communication, selection and implementation of products throughout an asset's life (throughout this report, the term 'asset' covers both buildings and infrastructure). As such, the audience for this framework includes all actors across every stage of the design, construction and in-use phase of an asset, making it overarching in its premise.

186. Products are a critical element in every construction project. The choice, specification and performance of each individual component is critical to the overall performance required. There is a level of understanding and experience needed to ensure safe and appropriate outcomes. WG12 has identified a lack of competence across the sector, an inability to robustly identify competence where it exists and inconsistent approaches to verification.

187. Using a matrix developed by WG12, everyone across the industry will be made aware of the minimum level of understanding needed to interact with a product. WG12 has defined five levels of product competence in the framework ranging from the very simple basic understanding of products (Grade E) to the expert and technically adroit (Grade A). These apply to any role actively engaging with products. Competence will be verified through demonstrating that the correct skills, knowledge, experience and behaviour have been achieved.

188. This framework was detailed in the CSG's Interim Report.

Consultation responses

189. WG12 was pleased to receive excellent and majority-positive feedback regarding the framework outlined in the CSG Interim Report. Themes in the feedback included:
    - queries over the definition of 'products' and whether that extended to systems, components and kits

- questions over whether the scope should be extended to include third party certification on products and product testing
- recommendations that WG12 works with further stakeholders across the supply chain and requests for more detail on the framework.

190. Regarding the definition of products, the intent is that it will extend to products brought to market including systems, components, kits and materials. The CPA has recognised that a clear definition is required that extends beyond that defined in the Construction Products Regulation (CPR) and is working with its members, industry and government to develop a formal definition to adequately capture this.

191. Regarding the scope, WG12 has agreed that it will remain limited to that defined and set out in the CSG Interim Report. Outputs around product testing and third party certification are being developed by government, and the CPA has excellent engagement in those projects to ensure a consistency of approach. The CPA also established the Marketing Integrity Group[6] which has been tasked to put together a scheme ensuring the communication of product information is clear, transparent, unambiguous and complete.

192. There were requests for more detail on the competence framework. WG12 recognises that given the complexity of the subject and its application, a high level of stakeholder engagement in the development and testing is required. Therefore, WG12 has chosen to further develop its work, including by collaborating with other Working Groups and stakeholders, and will be reporting the findings later in the year.

Recommendations

193. In the CSG Interim Report, WG12 outlined our recommendations:

194. **Recommendation:** The skills, knowledge, experience and behaviour (SKEB)[7] competence matrix and methodology should be further developed as part of the National Standards programme and rolled out across the sector as a benchmark for ensuring correct product interactions.

195. **Recommendation:** The new regulatory framework and sanctions recognise the WG12 competence framework as the way industry is to behave when addressing products and their interactions.

196. **Recommendation:** The building safety competence committee as recommended by WG0 is put in place to ensure that WG12's recommendations are properly maintained and consistently applied.

[6] The work of the Marketing Integrity Group is further detailed in the CSG Interim Report.
[7] The SKEB competence matrix was previously referred to as SAKE (skill,attitude,knowledge, experience) competence matrix in the CSG Interim Report; this has been amended to align with the language of the draft Building Safety Bill.

197. **Recommendation:** As the WG12 framework is developed and applied, due consideration is made to ensure it co-ordinates and fits with other competence work and with product information standards (being developed by the CPA Marketing Integrity Group).

198. WG12 consider these recommendations to remain applicable, although we have continued to develop the work as outlined below.

Development of the framework

199. WG12 is currently engaged in rapid development of the competence framework. Work currently undergoing includes:

- *Integrating with the work of WG0 and the suite of National Standards* – WG12 is in strong support of the work of WG0. We have been working closely together, with a focus on the overarching competence standard being developed to ensure that product competence is properly integrated within this and the approaches are harmonious
- *Identifying stakeholders and collaboration with other working groups* – The competence framework of WG12 covers actors across the whole industry. We have decided to focus in the first phase on our stakeholder engagement to designers, installers, supervisors and procurement professionals. In this we can develop the framework and methodologies at each key touch point, and then expand to other parts of the industry in a considered approach
- *Reviewing the current landscape* – WG12 is exploring how to map the current landscape to get a clear picture of existing competence frameworks. It is the intent to understand what necessary work will be required to fill the gaps and how to implement a consistent approach
- *Developing a method to identify and mechanise ethical behaviour* – WG12 is researching and developing a method of identifying, mechanising and evaluating, both organisational and individual behaviour
- *Refining methodologies and application* – WG12 is working to develop methodologies on both how to construct the product competence matrices and framework and how they should be practically applied
- *Understanding drivers* – WG12 is doing considerable work on understanding how we can employ drivers to ensure that product competence is a clear requirement of the construction industry. One of the options we are exploring is using the competence framework to underpin product guarantees and warranties
- *Competence in product marketing* – WG12 is collaborating with the CPA Marketing Integrity Group to ensure the competence of construction product manufacturers is addressed.

WG12 *Setting the Bar* report

200. It is the intention of WG12 to publish our supplement to the *Setting the Bar* report in Q4 2020. This will set out:
- the competence framework
- progress of the intended outputs with the relevant working groups
- proposals for the supporting structure
- the implementation plan.

201. Given that WG12 intends the framework to have impact on all industry, we will also be releasing this for further public consultation, thus allowing opportunity for more detailed feedback and buy-in.

Group members

Ronan Brunton	Single Ply Roofing Association (SPRA)
Peter Caplehorn	Construction Products Association
Joe Cilia	Finishes and Interiors Sector (FIS)
Hanna Clarke	Construction Products Association
Jonathan Ducker	Kingspan
Lindsey Lewis	Ministry of Housing, Communities and Local Government
Douglas Masterson	Guild of Architectural Ironmongers
Cary Randall	United Kingdom Accreditation Service (UKAS)
Sarah Spink	Liquid Roofing and Waterproofing Association (LRWA)
Andrew Taylor	Association for Specialist Fire Protection (ASFP)
Kevin Underwood	British Woodworking Federation (BWF)
Ian Weakford	National Association of Rooflight Manufacturers (NARM)
Stephen Wise	Knauf Insulation
Mike Wood	Fire Sector Federation (FSF)

3 WORKING GROUP REPORTS

Working Group 1 – Engineers

Lead contributors
Chair: George Adams, Engineering Council / SPIE UK
Secretary: Katy Turff, Engineering Council

Aims and objectives

202. The scope of WG1 was to develop the competence required by engineering professionals engaged in design, build, test and maintenance of the fabric and fixed engineering life safety systems, assets and equipment within higher-risk buildings and proposals for the safety case process.

Audience

203. The WG1 proposals encompass engineering professionals across all levels and disciplines employed on higher-risk buildings, including those that will seek to develop the specialist competences required to fulfil key dutyholder roles (to be defined through the BSI BECS programme). The proposals aim to support understanding of the interfaces between engineering professionals and other professions, and trades as addressed by WG2, building occupants and users, operating managers of buildings, and key dutyholders.

Recommendations

204. **Recommendation:** Dutyholders should be required to appoint a Lead Engineer with responsibility for overall safety risk management throughout the building lifecycle.

205. **Recommendation:** To improve interfaces between systems and professions, dutyholders should use a systematic safety management process, comprising a safety management system, safety case and a hazard identification and risk assessment methodology coupled with engineering leadership responsible for

ensuring these are integrated and functioning effectively. The proposed process needs to be user-friendly and enable collaborative contribution of stakeholders including residents.

206. **Recommendation:** The safety management process and competence framework should be piloted with industry professionals in key dutyholder roles for existing buildings.

207. **Recommendation:** The Engineering Council should establish a section of its register requiring assessment and revalidation against an enhanced 'contextualised' version of the UK Standard for Professional Engineering Competence (UK-SPEC) mapped to a higher-risk building overarching competence framework and process. This should include identified levels of competence cross-referenced to the overarching competence framework being developed by BSI that can be used to build competence profiles underpinned by a code of ethics and professional engineering conduct.

Ambition framed against *Building a Safer Future*

208. *Building a Safer Future* identified engineers as one of the key professions whose work is essential to the fire safety of higher-risk buildings (paragraph 5.14) and whose members undertaking this work must therefore have relevant competence.

209. The need to think of a building as a system is set out in Dame Judith Hackitt's personal view in the preamble to *Building a Safer Future*, and repeated throughout the report. This theme is central to WG1's recommendations.

210. *Building a Safer Future* identifies the need for engineering advice to support government to act intelligently in control of the built environment (paragraph 6.18).

211. Responding to these themes, WG1's ambitions are:
- that organisations responsible for building safety are competent. This means ensuring that the organisation's culture and management systems promote and support competent practice, and the organisation employs or consults individuals who individually and collectively have the knowledge, skills, experience and behaviours required to perform functions and tasks competently throughout the lifecycle of the building
- that building owners and occupants recognise that buildings are integrated systems and if occupants are to be safe and feel safe, the component parts must be fully integrated and functioning effectively
- that building owners and key dutyholders have access to independent engineering expertise throughout the lifecycle of the building, from inception to demolition, including during the critical period of occupancy and routine maintenance

- that the contextualised engineering building safety competence framework becomes the industry standard for determining that individual engineering professionals are competent to work on buildings in scope
- that contextualised registration demonstrates that an engineering professional has the professional commitment to prioritise the safety of all who live in, work in or otherwise use the building
- that competent engineering professionals contribute to developing and maintaining the competence of the organisations and systems within which they work. It is important that the dutyholders (who often will not be engineers) refer to engineering expertise and hence the appointment of the Lead Engineer role
- that the definition of higher-risk residential buildings includes all those where significant numbers of people sleep or spend extended periods of time.

Consultation responses

212. *Lead Engineer* – While this recommendation was well supported by some respondents, some questioned how it will fit with other roles. WG1 considers the report is quite clear on the role, the relationship to other roles, and the need for the role throughout the lifecycle of a building. The complexity, breadth of expertise required and longevity of the building means the role will most likely sit with an organisation or series of organisations, rather than one or a series of individuals. The role of the Lead Engineer is set out in Annex 1B. During the occupation phase, the Lead Engineer will be an independent advisor / competent person (or organisation) who performs a similar function to that of an Independent Competent Person in some other safety critical industries, as set out in Annex 1A.

213. WG1 asserts that the occupation phase of the building lifecycle has the greatest scope for fatalities in the event of a major fire or life safety event. During this phase, maintenance and seemingly minor modifications are made to a building that are individually below the threshold for the CDM Regulations, but cumulatively could result in material change to the safety case. WG1 therefore re-emphasises the criticality of building owners and Building Safety Managers having access to engineering expertise during the occupation phase including any fit out and alterations by the building operators.

214. *Safety management system* – The proposals were supported by all respondents. Several respondents mentioned the importance of competent organisations as well as competent individuals. WG1 concurs, noting that Annex 1A describes the safety management system as: *a systematic approach to managing safety, including organisational structures, accountabilities, policies and procedures. …. It is desirable that the SMS is structured according to the ISO High Level Structure. This makes it compatible with other management systems that the*

organisation may already have in place such as ISO 50001 Asset Management System, ISO 450001 Health and Safety System, ISO 9001 Quality system etc.

215. WG1 noted that a competent individual could be constrained by a lack of organisational competence. WG1's report notes the lack of a legislative structure in the UK to ensure that engineers in practice are qualified and co-ordinated or integrated together.

216. WG1 strongly supports the view that for individuals to perform competently the organisation must also be competent; the Lead Engineer has a responsibility to support and contribute to driving organisational competence.

217. The recommendation to pilot the safety management system was also supported. In response to a request for clarification, WG1 advises that the industry professionals referred to for the pilot phase are building owners and those carrying out the functions that will fall to key dutyholder roles under the proposed building safety regime. Those referred to in the pilot phase also refer to people fulfilling roles that might in future contribute to creating and maintaining the safety case.

218. *Contextualised version of the UK Standard for Professional Engineering Competence* – This recommendation was also well supported. One respondent commented that WG1 had "not paid much attention to the specifics of fire safety, presumably in the expectation that fire safety competence will emerge naturally through a generic focus". As WG1 refines the framework, we will consider whether the first key competence and the details of what this should cover are sufficient.

219. The contextualised engineering competence framework proposed by WG1 is intended to be applicable to all engineering disciplines involved with buildings. As the framework is developed further, competence profiles will be developed for practice at different levels and, where appropriate, specialisms. WG3 has therefore proposed to bring fire engineering into the scope of the engineering framework.

220. There was a suggestion that smoke control engineering should be recognised as a discipline in its own right. It would be possible for this to be developed on a standalone basis under the overarching competence framework proposed by WG0. However, WG1 would encourage the Smoke Control Association (SCA) to explore opportunities to bring this within the engineering framework, as WG3 has proposed to do for fire engineers. This would be consistent with WG1 findings that there is an absolute need for both the static and dynamic engineering systems and their interfaces to be fully co-ordinated into an integrated solution from design to operations.

Assuring improvement

Top-down approach

221. WG1 expects the Engineering Council to be the oversight body for the engineering professions using the proposed engineering building safety competence framework. The proposals for contextualised registration include the requirement for relevant CPD and periodic revalidation of competence. The period will be aligned with requirements set by the building safety competence committee.

222. WG1 has also noted the importance of developing a strategy for delivery of building safety engineering education and training and is starting to set out the requirements for underpinning knowledge and skills development. While it is expected that the engineering institutions will be well-placed to develop provision collaboratively, WG1 recognises that this will be within the context of a competitive market.

Bottom-up approach

223. WG1 is exploring how best to further develop the role of the Lead Engineer in integrating and coordinating with other disciplines represented by the Working Groups.

224. WG1 considers that stakeholders not yet engaged include: trade bodies who will need advice on the role of the Lead Engineer, and also the safety case process; facilities management organisations such as the Institute of Workplace and Facilities Management (IWFM); organisations that represent property developers; and bodies representing the professions responsible for commissioning and testing systems.

225. WG1 is looking at the structure of the Building Services Research and Information Association (BSRIA) building services job book as a model for developing an engineering project management handbook, with a view to setting out interfaces and hand-offs between different professions and trades at each stage in the building lifecycle, including during routine maintenance and modification during occupation.

Progress to date

226. *Lead Engineer* – The Engineering Council Board has endorsed the proposals for the role of Lead Engineer. It is proposed to include this role within the work to develop and implement the engineering building safety competence framework, based on the description submitted by WG1. WG1's initial view was that, as a minimum, the Lead Engineer will require advanced competence across the full range of this framework with enhanced skills, knowledge, experiences and

behaviours in areas such as systems integration, risk management and identifying the limits of competence of others.

227. *Safety management system* – WG1 has connected with the MHCLG workstream developing the safety case process as a key component of the proposed building safety regulatory system. The four building owners have been connected into the Early Adopters Group and it is expected that this workstream will take forward the proposed pilot. WG1 will remain involved and use the outcomes of this work to inform guidance to engineering professionals on the skills, knowledge, experiences and behaviours required to lead, manage or operate within a safety management system.

228. The Engineering Council is working with the engineering institutions to consider how best to implement contextualised registration of engineering professionals in roles impacting on building safety. A workshop was held with the engineering institutions on 13 March 2020 to kick-off this phase of the work.

229. A new working group of engineering institutions is forming, led by the Institution of Chemical Engineers (IChemE), to collaboratively develop integrated training and CPD packages to support development of building safety competences. Initial approaches have been made to major providers of engineering training. Some commercial providers have started to tailor training in safety and risk management skills, such as a hazard and operability study (HAZOP) and bow tie analysis techniques, for those working in building safety.

230. WG1 has also explored the concept of a process manual, modelled on the BSRIA building services job book, as a tool for engineers of all disciplines to improve interfaces between systems and professions, promote systems-thinking and support recognition of limits of competence and identification of when to hand-off and to whom.

231. WG1 will continue with the engagement of three end users to develop insight and feedback of the processes and recommendations by the group.

232. The Institution of Civil Engineers (ICE) has introduced WG1 to its work relating to digital competency profiling and management for member professional development / CPD. This can be extended to incorporate overarching building safety or other competence frameworks.

Programme to achieve ambition with key milestones

233. The timeline below is indicative and may be subject to modification by WG1 as it is developed further.

Activity	Target completion
Lead Engineer: Explore and learn from similar roles in other systems such as the Scottish Structural Engineers Register, German Prüfingenieur system, the USA PE and the building consent exemptions under the New Zealand Building Act. Develop plan to engage with key stakeholders to promote understanding of and engagement with this role.	01/12/2020 01/12/2020
Safety management system: Once MHCLG (HSE-led) safety case workstream has released its conclusions, re-engage with end-users to ensure that the engineering building safety competence framework and other supporting tools remain aligned.	Timescale for MHCLG (HSE-led) safety case workstream
Contextualised register: This will include: • refinement of the engineering building safety competence framework and alignment to the overarching competence framework in due course; • provision for competence profile for Lead Engineer, based on the description provided by WG1; and • development of registration, revalidation and oversight mechanisms.	Develop business case: December 2020
WG1: Following publication of this report, WG1 will review its terms of reference and membership to focus on continuing co-ordination with the other Working Groups, the CSG and the client groups it has established, until the new building safety regulatory regime is in place. WG1 will consider whether and how the following tasks could be taken forward: • understanding the pipeline of engineering professionals to meet demand in building safety without detriment to other safety critical sectors where these engineers currently operate • undertaking further work to progress WG1 recommended tools and products that could support, or be adapted to support, good engineering practice in the built environment, and identify potential specific additional areas where support is needed • engaging with additional stakeholders and any new Working Groups established to address gaps identified in the Interim Report • develop recommendations, competences, and importance of life safety systems testing and commissioning integrated to design and client operations phases.	01/10/2020 01/12/2020

Acknowledgements

234. Thanks are due to all Working Group members listed below for their continued engagement and contributions.

235. Thanks also to Southwark Council, Camden Council and Haringey Council for hosting site visits and positive engagement with this work, and to Sheryl Hurst of Risktec for her introduction to risk assessment and the bow tie analysis.

236. The generous support of Aecom, Engineering Council, Institution of Structural Engineers, Institution of Mechanical Engineers and SPIE UK in hosting meetings is also acknowledged.

Group members

George Adams	Engineering Council (EngC)
Ian Aldridge	Institution of Gas Engineers and Managers (IGEM)
Brian Cox	Institution of Mechanical Engineers (IMechE)
Graham Dodd	Society of Façade Engineers (SFE)
Neil Gibbins	Institution of Fire Engineers (IFE)
Colin Goodwin	Building Services Research and Information Association (BSRIA)
Richard Harral	Chartered Association of Building Engineers (CABE)
Richard Hartless	Building Research Establishment (BRE)
Dean Lenton	Institution of Civil Engineers (ICE)
Conor Logan	Institution of Mechanical Engineers (IMechE)
Charles McArthur	Engineering Council (EngC)
Ian McCluskey	Institution of Gas Engineers and Managers
Frank Mills	Institution of Mechanical Engineers (IMechE)
Chris O'Regan	Institution of Structural Engineers (IStructE)
Brendan van Rooyen	Institution of Civil Engineers (ICE)
Colin Sellers	Institution of Engineering and Technology (IET)
Katy Turff	Engineering Council (EngC)
Kevin Wellman	Chartered Institution of Plumbing and Heating Engineers (CIPHE)
Peter Wilkinson	Institution of Fire Engineers (IFE)

Annexes

Annex 1A Safety management process
Annex 1B Definition of Lead Engineer

Working Group 2 – Installers

Lead contributors
Chair: Nick Jarman, Stanhope / Build UK
Secretary: Chris Auger, British Approvals for Fire Equipment (UK)

Aims and objectives

237. WG2 representatives from the built environment and fire safety sectors have expertise as products or systems installers and contribute towards a building's holistic fire safety strategy. Initially 36 installers participated, and the group also engaged with clients, contractors and specialist contractors.

238. The aim was to develop a comprehensive and coherent framework for assuring competence levels for those installing and maintaining fire safety and other safety critical systems for higher-risk buildings.

239. The first objective involved the installer sectors engaged with the group mapping, and comparing their current competence arrangements to help develop an understanding of the existing landscape. This mapping is ongoing and includes the cladding sector. Because of the sector's diversity, WG2 focused on common issues of concern rather than the depth of each installer sector.

240. The second objective was the development of an 'industry adopted' framework to be adopted and monitored by the proposed building safety competence committee. The framework was prepared for all installers working on higher-risk buildings but it is capable of application to other project types.

Audience

241. While WG2 primarily focused on active and passive fire installers, the group also considered the wider installer sectors. WG2 considers all installers should have a mandated core knowledge of fire safety within buildings through standardised training.

242. Further work is needed to provide procurers with the support they need to use the framework developed by WG2 to ensure a company (and its installers) has the technical competence to implement tendered work. Using the framework would assist the industry's understanding of 'what good looks like' in relation to assuring competence.

Recommendations

243. **Recommendation:** The industry should adopt a framework for all the installer sectors working on in-scope buildings that can be applied to other project types. The framework will consist of:
- Accredited third party certification of companies
- Level 2 or 3 qualifications for individuals
- A card scheme such as, but not limited to, the CSCS
- CPD refresher training and the maintenance of individual skills
- All installers have a core knowledge of fire safety in buildings – training to be standardised and made mandatory.

244. **Recommendation:** Where installer sectors do not currently operate within the above, these will need to be defined and developed.

245. **Recommendation:** Standardised terminology in educational terms should be adopted across all installer sectors. There will need to be:
- a review of card accreditation schemes which are not currently CSCS partners
- a robust review of contractors' CSCS card-checking processes via the Early Adopters Group
- robust, regular audit of CSCS and its processes for awarding cards
- support from industry and government to raise awareness of CSCS in the domestic market.

246. **Recommendation:** An industry-wide CPD refresher training programme to be introduced within each sector specifying the training, process and accessible storage of records. Contractors and Building Safety Managers should ensure industry-agreed fire safety resources are presented to all installers at induction.

247. **Recommendation:** WG2 continues exploring competence systems for designers and task supervisors.

248. The recommendations are intended to ensure much improved competences for installers and also a means that will enable supply chains, owners and occupiers of buildings to recognise people who are competent to work on higher-risk buildings.

249. As such WG2 has made the adoption of a recognised card 'logo' a key plank of our framework, but we appreciate that there is much work to be done to review and align existing cards to come up with a strategy that will work across all installer sectors.

250. For example, we appreciate that the CSCS cards are well-known and understood in the construction industry but they are not so well embedded in the other

associated sectors. Also, there is a lack of alignment between UKAS accredited Competent Persons Schemes and some card schemes, such as the CSCS. This point was raised by a section of members within WG2, and going forward we agree this will need to be resolved through constructive dialogue between the Construction Leadership Council, which is recommending an industry-wide 'one logo scheme', WG2, the CSG and operators of Competent Persons Schemes.

Ambition in the context of *Building a Safer Future*

251. WG2's initial focus was to review the active and passive fire protection installer sectors, which yielded 36 installer participants including cladding specialists. There is ongoing work to identify every installer specialism including asking the Early Adopters Group to provide a list of typical installers on in-scope projects.

252. Many active and passive fire protection specialists have established British, European or ISO standards for the installation and maintenance of fire safety systems and these standards often include design and commissioning.

253. The fire sector has well established albeit limited scope ISO / IEC 17065 accredited third party certification (ATPC) to rigorously demonstrate competence, which affords companies assurance against specific industry-agreed certification scheme requirements.

254. ATPC also supports procurers to identify companies which understand and meet agreed sector practices. However, many are limited to the installation of 'fire safety systems' and not therefore inclusive of the wide range of installer activity on higher-risk buildings.

255. In the past eight years the active and passive fire protection installers have moved their focus towards improving the competence benchmark for individuals. Traditionally, when training their employees on processes, the employees would receive product training and be trained to understand the installation and maintenance standards. Additionally, Level 2 or 3 Ofqual-regulated qualifications have recently been launched in some areas.

256. Across other construction sectors, many companies are used to undertaking ATPC to demonstrate adherence to international standards, eg, ISO 45001 occupational health and safety management systems or ISO 9001 quality management systems. Although there are some industry-agreed technical standards for installation, because of the sector's sub-contracting structure many 'labour only' sub-contractors are employed with a focus often on the Ofqual-regulated qualifications for individuals.

257. The WG2 view is that a site manager or supervisor should require evidence that on-site operatives attending on behalf of an installation company have the relevant qualification and a CSCS card appropriate for their role. In occupied

buildings, the site manager is typically replaced by a building manager who should apply this standard.

258. CSCS cards are used to show what qualifications an individual has achieved to meet the occupation title on the card. CSCS effectively acts as a register of qualified installers and trainees. The minimum award standard for skilled CSCS cards should be Level 2 or equivalent, or in some industry sectors a Level 3 minimum.

259. Although CSCS cards are technically able to store additional training data and certificates to help assess competence, this is used infrequently by individuals, employers or clients.

260. CPD or refresher training is offered infrequently with no current defined model for recording. WG2 considers it is critical that installers keep up to date with technological advances and regulatory changes, and that they undertake regular refresher training.

Consultation responses

261. The consultation regarding WG2's recommendations created a welcome and interesting response with close to 30 respondents providing comments, some of which were very detailed.

262. The recognition of competence issue generated considerable debate regarding the most appropriate identification method to use.

263. WG2 acknowledges this is a significant concern in both the interim and longer terms and its leadership has been considering options. For example, industry training schemes do offer, and will continue to offer, primary support in raising standards or upskilling – an issue referred to by some consultees.

264. WG2, in leading towards the longer-term aim of ATPC, recognises this important role undertaken by trade associations and will now seek to reconcile this matter and garner installers' support before proceeding further.

265. This point is emphasised by the consensus views which appear to accept the following points: there is a particular challenge for this group of trades and professions in seeking greater standardisation of performance; that the task is not easy but does require improvement; and that in order to gain fullest support, any solution arrived at will need to recognise the diversity and variable positions of all the different operators and individuals who are active within multiple sub sectors existing within the overall installers' sector. Again, WG2 accepts these points and will seek in its ongoing discussions to address them.

266. Another issue raised in the consultation was the lack of inclusion or engagement of installers in the design, specification and procurement processes. The point was made that the whole supply chain and client relationship lacked a 'joined up' approach. While recognising these issues, WG2 is mindful that the procurement and supply chain process is not within its remit and that the complexities of supply and joined-up working are part of the wider CSG discussions.

267. Several respondents referred to the sector's general lack of engagement with installers – indicating perhaps a low appreciation of installers' competence. Using the CSCS card and its accompanying process did not necessarily enhance recognition.

268. Some comments suggested that the concerns of particular specialists, like those involved with smoke control or maintenance, have not been adequately covered. Concerns were also expressed by operators working on gas, electricity and heating that there will be cross-sector impacts. One respondent sought greater clarity on interim arrangements and another wanted a better definition of buildings at risk. On the broad matters raised, WG2 believes that continuing discussions in the CSG are the way forward. The group welcomes the views of any other installer specialisms seeking to participate.

269. In summary, there remains debate about how best to signify competence. The dangers of self-certifying are mentioned by some respondents, as are the alternative routes offered, which may or may not have external validation.

270. What emerges from this mixed outcome of responses is:

- general acceptance that the direction of travel towards recognised standards of competence as outlined by WG2 is necessary
- concern that clarity and acknowledgement of what currently exists, especially from those that have invested in training and systems to develop competent people, is valued
- debate about whether to enhance the CSCS approach or offer alternatives through a number of acceptable recognition methods across the industry such as UKAS or existing industry training schemes
- ambition to gain improved industry recognition and engagement through interaction and partnerships for the distinct sub-sector skills and knowledge involved
- the need for harmonisation, benchmarks and structure to help trade associations and professional bodies across a diverse sub-sector quantify and level up competence
- concern that there are time and cost implications in any outcome and there is therefore a requirement to plan and support transition.

Assuring improvement

271. An 'industry adopted' framework is proposed for the building safety competence committee to monitor for all the installer sectors working on higher-risk buildings in particular but which could also be applied to other project types. The ultimate aim is to have a combination of the points detailed in first of the final recommendations.

272. The proposed approach is split into three phases: addressing fundamental issues; standardising content; and widespread implementation.

273. The practical difficulty for the WG2 is that designing and agreeing one set of criteria to fulfil both a primary task of the job in hand and the secondary task of life and fire safety awareness for all sub sectors is most unlikely to be achieved within reasonable expectations of time and cost. Finding a viable alternative to achieve widespread early adoption suggests that emphasis should be placed on clarifying the secondary task, where description of criteria and a validation system of assurance is possible, and then working to integrate these important requirements within any existing or developing job role criteria.

274. In recognition of the potential difficulties in a 'one size fits all' approach, WG2 has set up a sub-group to review the competence and training matrix, shown in Annex 2C, with a view to focusing on those trades having the greatest impact on buildings in scope. This sub-group will work with other sub-groups to provide a consistent approach.

Progress to date

275. In the period following the production of the Interim Report, a smaller strategic group consisting of chair, co-chairs and secretary has continued to meet so as to progress the implementation plan developed in the second half of 2019.

276. The plan and actions have included continuing to gain clarity surrounding existing practices related to competence, including liaison with early adopters and evaluation of the practical steps needed to move the plan forward as envisaged.

277. Work has also continued to advance through: an internal working group improving fire safety awareness among the installer community; participation through the MHCLG co-ordinating a group of early adopters to pilot CSCS card-checking processes on in-scope sites (originally planned for April but now likely to be postponed); and continued updating of the mapping and comparison of competence.

278. WG2 continues to help develop the overarching competence standard. WG2 intends to use this framework in a review process that will ask each individual installer sector to map their assurance, qualifications and training arrangements against this standard and identify compliance or not.

279. This is particularly important in this sector where competence alignment depends upon meeting the overarching competence. WG2 will be initiating this action as soon as the framework is sufficiently defined.

280. WG2 has set up several sub-groups to progress the specific recommendations of the report and which also incorporates the implementation plan. The sub-groups are:
- Sub-Group 1 – WG2 charter
- Sub-Group 2 – CSCS review
- Sub-Group 3 – Qualification and certification
- Sub-Group 4 – Core knowledge
- Sub-Group 5 – Definitions
- Sub-Group 6 – Collaboration.

281. Each group has strict terms of reference.

282. It has been highlighted that there is a need for greater collaboration with other Working Groups, given that WG2 spans many industry sectors. To this end, WG2 has arranged to meet with WG12 to discuss how we can work more closely, and collaboration with other groups has been discussed.

Programme to achieve ambition with key milestones

283. It is expected that the work of the sub-groups will initially take 6-12 months for sub-groups 2, 3 and 6, with regular progress updates to the full Working Group. The work of sub-groups 1, 4 and 5 is expected to be complete within three months.

284. It is expected that full implementation will take 8-10 years, which will include phasing in improved requirements for CSCS cards over a five-year cycle. Specific fire safety training recommendations will take roughly two to three years to implement. A full list of actions and bodies is available in the implementation plan in Annex 2B in the supporting documents.

Group members

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Jon Bourne	Insulated Render and Cladding Association (INCA)
Tom Brookes	Fire & Security Association (FSA)
Phillip Brownhill	Association for Specialist Fire Protection (ASFP)
Ronan Brunton	Single Ply Roofing Association (SPRA)
Cathie Clarke	Single Ply Roofing Association (SPRA)
Hanna Clarke	Construction Products Association (CPA)
John Davidson	National Security Inspectorate (NSI)
Dennis Davis	Fire Sector Federation (FSF)
Bethany Dunning	Ministry of Housing, Communities and Local Government (MHCLG)
Sarah Garry	Build UK
Dawn Hillier	Construction Industry Training Board (CITB)
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Charlotte Lee	National Association of Professional Inspectors and Testers (NAPIT)
Louis Lyons	Build UK
Iain McIlwee	Finishes and Interior Sector (FIS)
Allan Meeks	SCS Fire Safety Services
Richard Miller	National Federation of Roofing Contractors (NFRC)
Mark Newton	Building Research Establishment Group (BRE)
Ruth Oliver	British Automatic Fire Sprinkler Association (BAFSA)
Chris Pateman	Engineered Panels In Construction (EPIC)
Cary Randall	United Kingdom Accreditation Service (UKAS)
Ian Ronksley	United Kingdom Accreditation Service (UKAS)
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Kevin Underwood	British Woodworking Federation (BWF)
Mike Wood	Mike Wood Glass and Fire Consultancy

Annexes

Annex 2A Working Group terms of reference
Annex 2B Implementation plan
Annex 2C Current competence information from industry

Working Group 3 – Fire Engineers

Lead contributors
Chair: Mostyn Bullock, Institution of Fire Engineers / Tenos
Secretary: Neil Gibbins QFSM, Institution of Fire Engineers

Aims and objectives

285. WG3 brought together fire engineers from a broad range of bodies, companies and practices to discuss the competence of fire engineers and competence in fire engineering, including:
- what is expected of a fire engineer in the building work process
- the means for identifying a competent fire engineer
- ethical practice
- maintenance of knowledge
- possible re-registration / re-affirmation
- means and practice of sharing safety critical information (including whistleblowing).

286. WG3 has close links to WG1, with the aim of ensuring consistency on issues common to professional engineering institutions (PEIs) licensed by the Engineering Council such as:
- mandatory CPD recording by registrants with audit by the PEIs
- requirement for adherence to a code of professional conduct (COPC)
- subject to disciplinary policy and procedure for breach of COPC
- whistleblowing policy, guidance and support for whistleblowers.

287. This paper has been amended to reflect feedback received to the Interim Report of CSG.

Recommendations

288. **Recommendation:** Professional engineers (individuals who are members of a professional engineering institution licensed by the Engineering Council) should be recognised as a means of providing assurance of relevant competence.

289. **Recommendation:** That MHCLG should produce statutory guidance for the Principal Designer, Principal Contractor and Building Safety Manager roles to ensure that these regulated roles appoint only professionally registered fire engineers to ensure that fire safety critical work on higher-risk buildings is carried out appropriately.

290. **Recommendation:** That the RIBA Plan of Work is accepted as an industry standard template for managing projects.

291. **Recommendation:** That a number of key fire engineering-related deliverables are produced as part of the design process – notably a fire safety strategy for the works, which will describe the basis of the fire safety design and which will detail how the design meets the relevant legislation and standards. This should be updated as the project progresses and upon completion, a final version should be handed to the building user. This will assist the dutyholder and their other fire safety advisors and risk assessors undertake their duties once the premises are in occupation.

Ambition framed against *Building a Safer Future*

292. For the purpose of developing contextualised standards of competence for *Building a Safer Future*, 'fire engineering' is defined as: *the competent application of scientific and engineering principles, rules [codes], and expert judgment, based on an understanding of the phenomena and effects of fire and of the reaction and behaviour of people to fire, to protect people, property and the environment from the destructive and harmful effects of fire.*

293. There is no requirement in law for a person giving fire engineering input into a building project to hold any minimum qualification, professional body membership, registration or certification as a means of giving assurance as to their competence and ethical conduct.

294. Responding directly to questions arising from recommendations in *Building a Safer Future* (in italics), our responses are below.

Recommendation 5.1

295. *The construction sector and fire safety sector should:*
Demonstrate more effective leadership in relation to developing a responsible approach to delivering building safety and integrity

296. WG3 response: Fire safety is an integral and critical element of building safety. The fire engineers' professional body, the Institution of Fire Engineers (IFE), provides a means of assuring the competence of fire engineers. WG3 asserts that it is for the construction and building management sectors to deploy relevant competent assistance and that this should be enshrined in government's published guidance for higher-risk buildings.

297. *Work with other sectors to learn and translate good practice and implement it within the sector*

298. WG3 recognises (sharing this view with WG1) that the disciplines represented by the other Working Groups require fire safety knowledge in their competence framework. There is recognition that all professional bodies involved must share relevant learning with their members and others. In response to a request from WG1, WG3 provided the list in Annex 3B of what WG3 considers to be core knowledge relating to the fire engineering discipline to ensure appropriate co-operation and co-ordination with other disciplines.

299. *Develop continuous improvement approaches to competence levels*

300. WG3 believes that membership of a relevant professional body that requires maintenance of continuous learning as a condition of maintaining membership is key to this. The IFE and other PEIs commit to supporting their members and members of other professional bodies by the provision of accredited CPD.

301. WG3 understands that the IFE is also co-operating with other bodies regarding the expansion of the confidential reporting of structural safety (CROSS) reporting system and supports the widening of the remit to include fire related learning.

Analysis of issues

Issue 1: Framing the context

What is fire engineering?

302. See above.

What is a fire engineer?

303. Through education, training and experience, a fire engineer competently applies understanding of:

- the nature, characteristics and mechanisms of fire
- the spread and control of fire and the associated products of combustion
- how fires originate
- how fires spread within and outside buildings / structures
- how fires can be detected, controlled, and / or extinguished
- the likely behaviour of the occupants of a premises when confronted with a fire emergency
- the management of fire safety
- the likely behaviour of materials, structures, machines, apparatus, and processes as related to the protection of life, property and the environment from fire
- the interaction and integration of fire safety systems and all other systems in buildings, industrial structures and similar facilities.

What activities does a fire engineer undertake?

304. Conceiving, developing, detailing and overseeing the delivering of the fire safety strategy. Fire engineers work with all other professions across the full project lifespan to ensure that fire safety objectives (both legislative and otherwise) are correctly identified and achieved. More detail about the activities of the fire safety engineer and how these feed into a developing project can be found in the modified RIBA Plan of Work for Fire Safety (FPOW) in Annex 3A.

305. WG3 will work with WG1 and others to overlay fire engineer roles onto the RIBA FPOW works steps. It is anticipated that the Building Safety Regulator will have oversight of gateway approvals, requiring evidence of compliance / safe system potentially via a safety case-based approach that will include the fire safety strategy.

Issue 2: Assurance of competence and ethical practice

306. It should be mandatory for a fire engineer to have membership of a professional body with a:
    - requirement for compliance with a code of professional conduct (COPC)
    - whistleblowing policy and associated support for its members who act as whistleblowers
    - robust disciplinary procedure for sanctioning members who breach the body's COPC.

307. If not enshrined in law, this should be set as the industry standard by agreement with the regulators and in guidance published by the regulators.

308. WG3 recommends that such membership is with a PEI that is licensed by the Engineering Council to register engineers in practice in the field of fire engineering (eg, the IFE) and that the Engineering Council audits these PEIs to ensure the following processes are robust.

309. To achieve this, the registration process for a fire engineer by a PEI for CEng, IEng or EngTech must establish that the fire engineer is working at the appropriate level to achieve the competence and commitment requirements of UK-SPEC for a fire engineer (set out in Annex 3C for CEng. UK-SPEC for IEng and EngTech follow similar formats) and that the fire engineer's knowledge encompasses the range of knowledge areas of fire engineering laid out by the BS7974 series of standards (BS7974:2019 Application of fire safety engineering principles to the design of buildings. Code of practice) which is set out in Annex 3D.

310. Fire engineers will contribute to the development of contextualised registers put in place by professional and certification bodies wishing to register fire engineers with higher-risk buildings specific competence against the overarching competence framework.

311. WG3 recommends that the IFE and other PEIs continue to work with the Engineering Council and increase activity with other professional bodies to set expectations and requirements for maintenance of knowledge of members and will implement a scrutiny system in line with national practice and guidance.

Issue 3: External validation and assurance

312. The IFE is the professional body for fire engineers and is licensed by the Engineering Council to grant registrations to individuals that meet UK SPEC and IFE specific knowledge requirements. This is also the case for other PEIs.

Issue 4: In-scope buildings

313. The proposed implementation plan in *Building a Safer Future* should not create two different regulatory systems. Such a situation would arise if the new Building Safety Regulator-enforced 'Gateway' based process was applied only to higher-risk buildings. This would leave other buildings, some of which could be of equal or even greater risk, at the continued mercy of the 'broken' Building Regulations compliance system.

314. Furthermore, the introduction of a 'binary' cut-off between in-scope buildings and out-of- scope buildings will introduce a new opportunity for 'gaming the system' where dutyholders will build to just short of the height limit set for out-of-scope buildings.

315. Therefore, any new Building Safety Regulator-enforced Gateway-based system should be applied to all significant building projects with the level of risk presented by the project determining, for example, the level of audit by the Building Safety Regulator and the level of professional qualifications (eg, CEng, IEng or EngTech) of those signing off the work.

316. Further work is necessary to consider a risk-based methodology for determining how the Building Safety Regulator-enforced Gateway process for 'low risk' buildings may work differently for higher-risk buildings while at the same time ensuring that all buildings are delivered competently.

Changes to accommodate recommendations in the draft Building Safety Bill

317. The initial draft proposals from WG3 have been amended to provide recommendations that relate directly to the wording of the draft Building Safety Bill that was made available on 20 July 2020, in particular Paragraph 365 of page 63, which refers to the following recommendations:
    - that compliance with statutory guidance in a published Approved Document will require the 'client' (dutyholder for design and construction of new buildings) to appoint a Principal Designer (PD) and Principal Contractor (PC) who are on a register held by an organisation that is third party accredited / audited
    - that compliance with statutory guidance in a published Approved Document will require the PD and PC to appoint designers and contractors who are on higher-risk building contextualised registers maintained by relevant bodies that are third party accredited/audited
    - that, for the building in occupation, compliance with statutory guidance in a published approved document will require the Accountable Person (AP) to appoint a BSM who is on a register maintained by a body that is third party accredited / audited and who will have the duty of maintaining the safety case for the building.

Assuring improvement

318. Should regulations identify higher-risk buildings for which building work requires enhanced safety processes, then professional bodies such as the IFE, whose processes are audited by the Engineering Council, provide a means to identify competent persons to deliver these enhanced processes.

319. The design, construction and management of higher-risk buildings should be subject to the oversight of a competent fire engineer who should be engaged across the RIBA FPOW stages and a fire engineer who has the authority to sign off the fire engineering aspects of the fire safety system (the fire related elements of the safety case).

320. On the assumption that the Building Safety Regulator is provided with the mandate to carry out audits of compliance with a Gateway process:
    - fire engineering work on high-risk buildings should be tested by independent peer review carried out by or commissioned by the Building Safety Regulator when considered to be appropriate by the Building Safety Regulator.
    - a fire engineer should be required to sign off the safety and functionality of the fire protection associated with the construction works at Gateway three in parallel with the Building Safety Regulator.

321. When auditing a project for compliance with the Gateway process, even if not carrying out a full peer review, the Building Safety Regulator should perform a check that the fire engineer(s) responsible for work carried out on the project is / are members of a third party accredited/audited higher-risk building specific contextualised register maintained by a suitable professional body (such as the IFE or other PEI).

322. Knowledge and understanding of key fire safety principles is essential across all aspects of design, construction and management of buildings. For higher-risk buildings, the IFE and other PEIs and bodies registering fire safety professionals should work with each other and other relevant bodies to assist in the provision of accredited Initial Professional Development (IPD) and CPD relevant to the roles of persons involved (see Annex 3C for the cross-discipline competences WG3 believes to be important).

323. Agreements should be reached between professional bodies to confirm training needed across professions and how it is delivered: for example, what fire safety education or training is needed for architects. Training organisations could assist with the arrangements for putting the training courses together on these fire safety topics and arranging their delivery, including members of appropriate competence, to deliver the technical content, which the professional bodies would accredit.

324. PEIs (including the IFE) should require registrant engineers to submit a CPD record at intervals, eg, two years (ie, not just maintain a CPD record for possible audit by the PEI). In contrast to the IFE's Fire Risk Assessors register, where registrants undergo periodic re-evaluation as a condition of registration, a fire engineer who is a member of the IFE (including Engineering Council registration as CEng, IEng or EngTech) does not undergo any compulsory re-appraisal. There is only the requirement stated in the COPC to carry out CPD and maintain a copy of that CPD for potential audit. It is understood that the same situation applies to other PEIs. A change will require new policies and implementation by the PEIs, and the Engineering Council should be asked to advise on policy for re-affirmation of registrants.

325. PEIs (including the IFE) should support the creation of more academic courses to provide IPD and CPD in the core fundamentals of fire safety and practical implementation in buildings as follows:
    - heat transfer
    - properties of materials
    - fire chemistry
    - fire dynamics
    - active fire protection
    - passive protection
    - people / fire interactions

- human behaviour, evacuation and escape route design
- performance-based design
- fire protection analysis
- computational modelling
- fire hazard and risk assessment
- general building design
- code and regulations
- fire-fighting
- fire-testing
- cost benefit analysis
- presentation skills.

Programme to achieve ambition

Delivering competent fire engineers

326. The process of identifying competent fire engineers is already in place with the IFE, which is licensed by the Engineering Council to register fire engineers. This process can respond to changes in CPD requirements, regulations or regulatory guidance set by the Regulator or Engineering Council. However, the registrations awarded are not tested against specific higher-risk building-related competencies and are instead tested against the general requirements of UK-SPEC. To meet the expectations set by *Building a Safer Future*, contextualised registration is expected to be required, with applicants' specific fire engineering competence for higher-risk buildings tested against the overarching competence framework being developed by BSI. WG3 members are working with the Engineering Council and other relevant PEIs to develop a consistent approach to contextualised registers.

327. There are practising fire engineers who have achieved CEng, IEng and EngTech registration via other PEIs (eg, CIBSE, EI & IET). Engineering Council rules under which PEIs carry out registration allow this. The Engineering Council must ensure that any contextualised register for fire engineers set up by a PEI establishes the applicant's competence and commitment in the activity of fire engineering, in accordance with the overarching competence framework under development by BSI, and also ensure that the application process is carried out by peer fire engineers who also have fire engineering competence for higher-risk buildings.

328. A CEng, IEng or EngTech fire engineer is required to work ethically within his / her limits of knowledge and skill (competence). A registered engineer whose registration has been achieved through peer examination of their competence and commitment in fire engineering and who is maintaining that registration through appropriate CPD would only be expected to apply for registration on a higher-risk building-specific register if they have the relevant competence.

329. Many fire engineers that are already registered as CEng, IEng or EngTech with the IFE and other PEIs, as well as some others that are not currently registered, already have the appropriate competence to populate higher-risk building contextualised fire engineer registers.

330. Therefore, there need be no delay in putting in place additional measures to 'develop' fire engineers to populate contextualised registers. Any delay relates to the timetable for implementation by Government of regulation / statutory guidance that 'expects' the three regulated roles (Principal Contractor, Principal Designer, and Building Safety Manager) to employ fire engineers on third party accredited / audited contextualised registers. If this is done then PEIs (including the IFE) will invest in the resources required to set up contextualised registers for fire engineers with higher-risk building competence and fire engineers who are currently not registered with a PEI will apply for registration.

Deployment of competent fire engineers

331. WG3 will continue to co-operate with RIBA to incorporate the fire engineer role in the FPOW and the Building Safety Regulator to develop the safety case approach, to be tested at relevant Gateways.

Learning from others

332. The IFE should continue to work with CROSS to incorporate fire safety into the reporting system.

Barriers to delivery

333. The deployment of competent fire engineers must be clearly expected through guidance issued by the Regulator to the Principal Designer, Principal Contractor and Building Safety Manager.

334. Involvement of a fire engineer through the relevant stages for higher-risk buildings could become established practice if the RIBA FPOW is amended to reflect the role specifically.

335. If PEI(s) registering fire engineers are to invest in putting in place resources to support and maintain registration of a greater number of competent professionals, this must be balanced by introduction of a surety that use of registrants will be required of dutyholders based on guidance issued to dutyholders by regulators and which the regulators will expect (and check by audit) dutyholders to follow.

Acknowledgements

336. Thanks to all those listed below for their contribution. Thanks also to Arup, Greater Manchester Fire & Rescue Service and the IFE for providing support with meeting facilities.

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Annexes

Annex 3A WG3 mark-up edit of draft RIBA FPOW
Annex 3B Core fire engineering knowledge
Annex 3C UK-SPEC for CEng fire engineers
Annex 3D Knowledge headings from BS7974

Working Group 4 – Fire Risk Assessors

Lead contributors
Chair: Dennis Davis, Fire Sector Federation
Secretary: Stephen Adams, British Approvals for Fire Equipment (UK)

Aims and objectives

337. The aim of WG4 was to develop and introduce an enhanced level of competence for fire risk assessors undertaking fire risk assessments on higher-risk buildings. The objectives aligned to this aim were:
- work to raise fire risk assessors to acceptable competence standards
- develop criteria that better define the level of competence needed for higher-risk buildings and more complex fire risks
- clarify how reassurance may be offered to those, including the public, using fire risk assessor services involving organisations and people
- identify and address weaknesses in current practices
- indicate how improvement could be achieved, with a statutory requirement, accredited third party certification, a national register and a new organisation.

Audience

338. The introduction of the Regulatory Reform (Fire Safety) Order 2005 placed duties upon a 'responsible person' who in defined premises was required to conduct a fire risk assessment. One outcome was the creation of an unregulated market place of individuals offering fire risk assessment services.

349. Responsible industry sectors – many now within the Fire Sector Federation – sought to establish standards and registers of qualified and assured persons and companies, with some having third party assurance.

340. WG4 has taken oversight of this task with the specific intent of informing and engaging with the public, government and property owners to offer advice on sourcing and using competent fire risk assessors operating to an appropriate level to their requirements.

Recommendations

341. **Recommendation:** Accredited third party certification of fire risk assessors and organisations should be introduced with registers of persons assessed by organisations accredited by the UK Accreditation Service (UKAS) and others

validated by being part of a Professional Engineering Institution (PEI) licensed by the Engineering Council.

342. **Recommendation:** A statutory requirement to use only fire risk assessors meeting the standards defined in WG4 criteria to conduct assessments of higher-risk buildings and those of complex fire risk will safeguard and reassure the public, regulators and firefighters that competent fire risk assessments have been made.

343. **Recommendation:** To reassure the public, responsible persons and dutyholders, a fire risk assessors' register compiled from the existing registers was proposed. This would be easy to use with open public access to records of individuals and organisations who both meet the defined criteria and are validated or registered by a certification or professional body.

Framed against *Building a Safer Future*

344. WG4 considers it has already produced a detailed criteria and benchmark framework for fire risk assessors seeking to operate on properties having complex fire risk. It will include those properties likely to become in-scope buildings within the proposals now under active development by Government. This work is to be consolidated in a code of practice.

Consultation responses

345. There were 19 responses to the section of the Interim Report related directly to the analysis and recommendations made by WG4. The analysis generally attracted very good support. There was only one objector, who suggested risk assessment came at the wrong stage in the process. As the report suggested that the appropriate stage was at design, it was unclear why the objector disagreed or what their preferred alternative was.

346. When addressing possible omissions, six commentators made suggestions including: the scheme should extend beyond just higher-risk buildings; it must have third party accredited recognition; it should be linked to a professional body; it should be suitably benchmarked; and it should have greater clarity in relationship to other roles like those surrounding building safety management. Many of these points resonate with the overall universal recommendations made in the report's introduction; they add little directly to the specific WG4 recommendations.

347. Directly related to the recommendations, two modest objections were made towards the content. Both objections were in turn cross-referenced and again related to comments made on the more generic opening recommendations concerning better engagement with resident end users or stating competent

persons must be adequately trained. The WG drew the conclusion, therefore, that the proposed implementation approach for fire risk assessors is broadly supported.

348. In regard to commentary on the possible impact or implications if the recommendations were introduced, responses were made by just over half of the respondents. Issues here varied with some emphasis again on the need to mandate assessments, create open registers or independently benchmark assessors. Others highlighted the need to ensure appropriate cross-sector mapping and care to harmonise how fire risk assessment might be accommodated within any new regime or incorporated within existing controls like the Fire Safety Order.

Assuring improvement

349. The framework for fire risk assessors includes a requirement to comply with its first recommendation, namely that accredited third party certification was required for fire risk assessors and organisations wishing to be registered to undertake this task. Some sectors, for example, care and heritage, have specialist fire risk assessors and WG4 regarded supervision by Approved Third Party Certification should be required for any in-scope buildings.

350. While awaiting greater clarification on the new building safety system, a sub-group of WG4 has sought to advance the creation of a possible Level 4 benchmark standard for higher fire-risk buildings that would include all in-scope buildings. After reviewing a number of options and timescales the chosen route was the production, for wider WG4 consideration, of an internal document. Entitled Level 4 Fire Risk Assessors Benchmark Standard for Higher-risk Buildings, the standard follows the conventional approach for a regulated qualifications framework vocational standard.

351. The developed fire risk assessor framework was promoted within the fire sector industry and WG4 continues to discuss implementation. The next stage, the development of a code of practice for in-scope buildings, for adoption and integration by existing fire risk register operators, is active.

Progress to date

352. The positive consultation responses – ie, supporting Approved Third Party Certification, a national public access register and greater engagement in design, etc – have enabled progress to turn towards producing a consolidated comprehensive code of practice, using the detailed criteria, framework and in-scope standard.

353. The code will link the detailed criteria to other related content and conditions, such as CPD, training, behaviour, culture, etc. It will be proposed for adoption in the fire risk assessment industry to be used by all those intending to risk assess higher-risk buildings and complex fire risks, and develop individuals through career pathways or other routes. The code will also take into account outcomes developed as part of the BSI overarching competence framework standard.

354. In addition to this review and enhancement activity WG4 has contributed fully to CSG, produced freely available fire safety animations introducing fire science, fire safety and fire containment, and liaised directly with the Home Office on matters related to the draft Fire Safety Bill.

Programme to achieve ambition with key milestones

355. During the second quarter of 2020, the code of practice was being drafted and consulted upon prior to seeking general acceptance by wider fire sector interest. If supported, current organisations having third party assured fire risk assessors would then be requested to assess and compare their internal standard with the code of practice as a prelude to full industry adoption in late 2020.

356. This route has been chosen to allow the industry to move ahead pending outcomes from the ongoing building safety system debate.

357. Current revisions being introduced by the Home Office related to the Fire Safety Order, together with proposals made in a consultation on Fire Safety, are judged by WG4 to represent a considerable impact on fire risk assessors, far beyond in-scope buildings. Accordingly, some WG4 members are working with the Home Office to clarify issues and identify barriers in order to achieve a planned, appropriate and proportionate introduction of new fire safety requirements in buildings.

Acknowledgements

WG4 was supported in its work by BAFE, LABC and IFE, which all hosted meetings, and by all WG members who contributed their thoughts, ideas and opinions.

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Working Group 5 – Fire Safety Officers

Lead contributors
Chair: Adreena Parkin-Coates, National Fire Chiefs Council
Secretariat: Provided by the National Fire Chiefs Council

Aims and objectives

358. WG5 was created by the National Fire Chiefs Council (NFCC) to review the existing Competency Framework to ensure that it provided a clear structure for organisations to follow in order to achieve, maintain and demonstrate appropriate standards of competence within their workforce. It was also to ensure that the issues identified in *Building a Safer Future* were addressed. NFCC is the professional voice of the UK fire and rescue service, and is comprised of a council of every UK chief fire officer. NFCC provide co-ordinated leadership to the UK fire and rescue service.

Ambition framed against *Building a Safer Future*

359. The specific competence issues for the UK fire and rescue service to address in *Building a Safer Future* are listed below, with NFCC accompanying explanations and actions against each.

360. *The existing Competency Framework requires review (paragraph 1.11)*

The revised Framework was published by NFCC in February 2020 and is available online.[8]

361. *Cross referencing of previously attained qualifications and skills needs to be completed (paragraph 1.11)*

The revised Framework states that individuals with qualifications which do not meet the framework should be assessed for recognised prior learning by an appropriate training provider. Additional training should be provided where prior learning is not considered equivalent to current standards.

362. *The NFCC (National Fire Chiefs Council) should seek to ensure that fire and rescue services comply with the Competency Framework for Business Fire Safety Regulators. (proposal Appendix E page ref137)*

NFCC cannot require fire and rescue services to adopt the Framework. However, the Framework will be recommended to the Fire Standards Board for conversion to a Standard in due course.

[8] https://nationalfirechiefs.org.uk/write/MediaUploads/NFCC%20meetings/2020/February/Item_11_-_Competence_Framework_2020.pdf

363. The Fire Standards Board is an independent board supported by the National Fire Chiefs Council to create professional standards for fire and rescue services in England and ensure they are nationally co-ordinated across the sector. This will ensure fire and rescue services adopt the Framework to demonstrate compliance with published Standards. Fire and rescue services in England are measured against these Standards by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (Inspectorate). The Inspectorate has had statutory responsibility for the inspection of fire and rescue services in England since July 2017. As part of their inspections they consider the competence of fire safety officers (FSOs).

- *The Competency Framework for Business Safety Regulators should be developed through a national standard for England that could be adopted throughout the United Kingdom (proposal Appendix E p137)*
- *Fire and rescue services should ensure that they have sufficient capacity through suitably qualified Fire Safety Officers to effectively implement Integrated Risk Management Plans, Risk Based Inspection Programmes and discharge their statutory fire safety duties… (proposal Appendix E p137)*

364. NFCC cannot require fire and rescue services to increase their FSO capacity. It is recognised within the Framework that it is for the individual fire and rescue services to determine their own resourcing. The Inspectorate highlighted capacity issues within the Fire and Rescue Safety fire safety departments in its State of Fire and Rescue summary report.[9] This may have a positive effect going forward.

- *Building on the competence requirements set out in the Regulator's Code, NFCC should work with a suitable body to ensure fire and rescue services can introduce third party accreditation of the competence of Inspecting Officers with a recognised accreditation or professional body. (proposal Appendix E p137)*

365. The Framework contains a requirement for all FSOs who are responsible for the regulation of higher-risk premises to be registered with a nationally recognised professional body including two-to-three-yearly re-registration. Higher-risk premises include care homes, hospitals, some specialised housing and buildings in scope of the new legislation. The Framework also states that it is best practice for all FSOs to be registered with a professional body.

366. WG5 also identified that the existing National Occupational Standards (NOS), which are statements of the standards of performance individuals must achieve when carrying out functions in the workplace, together with specifications of the underpinning knowledge and understanding for fire safety, needed review.

Recommendations

367. The recommendations from WG5 in the Interim Report are specified below with an update on progress.

[9] *State of Fire and Rescue: The Annual Assessment of Fire and Rescue Services in England 2019*

368. **Recommendation:** The legislative fire safety overlap should be resolved and / or those who are responsible for regulating fire safety under the Housing Act should demonstrate their competence through a suitable competence framework.

369. The competence of Housing Act regulators is not guided by a competence framework and this needs to be addressed by MHCLG. It is proposed that the legislative overlap with be dealt with by introduction of the Building Safety Act and the introduction of the Building Safety Regulator. NFCC will continue its work with Government and all relevant bodies to encourage all enforcing authorities with responsibility for fire safety to work to a clear competence framework in all building types.

370. **Recommendation:** That Government considers the broader issues associated with recruitment and retention of FSOs and supports fire and rescue services in addressing these.

371. This aspect is part of ongoing discussions with Government officials in relation to the new regulatory landscape.

372. **Recommendation:** The increased financial burdens to fire and rescue services as a result of enhanced competence standards proposed in the revised competence framework should be addressed by Government to ensure effective fire safety regulation by professional, competent fire and rescue service fire safety officers.

373. This aspect is part of a larger ongoing discussion with Government officials on financial support to fire and rescue services in relation to the new regulatory regime.

374. **Recommendation:** Consideration needs to be given to how the competence of FSOs in the devolved administrations, Crown Premises Fire Safety Inspectorate and Defence Fire Safety Regulators is quality assured.

375. This aspect has currently not been addressed as it is outside the control of NFCC.

Consultation responses

376. There were 21 responses specifically relating to FSOs from the *Raising the Bar* consultation which needed to be considered. These are summarised in Annex 5A.

377. Other comments were supportive of the work that was being undertaken by WG5.

378. Following review of the comments, WG5 agreed that there needed to be no change to the Framework. However, when the NOS are revisited in future, consideration needs to be given to the competence of FSOs on types of products, their manufacture and installation.

Assuring improvement

379. The Framework recommends that all higher-risk premises (care homes, hospitals, buildings in scope of the new legislation and some specialised housing) should be regulated by competent individuals who have a Level 4 diploma in fire safety and have been independently assessed and registered with a professional body who are accredited by UKAS or licensed with the Engineering Council. This provides independent oversight of an individual's competence.

380. Fire and rescue services operations in England are inspected by the Inspectorate for effectiveness, efficiency and how they treat their people. Through engagement with the Inspectorate it has been confirmed that fire and rescue services will be assessed against the revised Competency Framework of fire safety officers. This will provide independent organisational oversight. As a result, it will not be appropriate for the competence of FSOs within fire and rescue services to fall under the auspices of the building safety competence committee within the new Building Safety Regulator.

381. WG5 has engaged with WG3 to ensure that any terminology and specified requirements for fire safety engineers with the fire and rescue services do not contradict those of this group.

Progress to date

382. The revised Framework was published in February 2020. Clear direction has been given to the fire and rescue services that a gap analysis and implementation plan for achieving compliance with the Framework should be created as soon as possible. This has been supplemented by discussion in a number of forums to facilitate awareness and understanding of the impact of the Framework.

383. Core National Occupational Standards (NOS) have been adapted to bring them up to date and relevant to the sector. They have been included in the revised Framework, but although the NOS have been adapted and the framework recommended for the fire and rescue services to use, there is more work to be done with the National Joint Council for Local Authority Fire and Rescue Services to have these adopted into employee contracts. Further work is required to ensure that training providers are basing their training provision on the revisions. This includes engagement with awarding bodies to revise the qualifications. This has commenced.

384. Additional NOS for specialist premises (such as hospitals) also need to be developed.

Programme to achieve ambition with key milestones

385. A number of actions need to be undertaken to achieve WG5 objectives including:
- creating supplementary NOS for specialist premises including hospitals, sports stadia
- gap analysis and implementation plans completed by each fire and rescue service on how they will comply with the Framework
- reviewing the revised Framework to ensure that it includes all features outlined in the proposed British Standard for an overarching competence framework in due course
- cross-mapping the revised NOS to core competencies specified within the British Standard for overarching competence framework in due course
- creating new qualifications which are based upon the adapted NOS
- reviewing the adapted NOS in light of the new legislation which will introduce new competence requirements
- framework conversion to a Fire Standards Board standard
- liaison with the National Joint Council for Local Authority Fire and Rescue Services for adoption of the adapted NOS into employee contracts.

386. The actions listed above will be addressed over the next 24 months as further clarity is provided in relation to the new regulatory regime, proposed British Standards and capacity of the Fire Standards Board.

Acknowledgements

387. NFCC would like to acknowledge the support of all individuals and their respective organisations who contributed to the development of the revised framework. Thanks also to London Fire Brigade and the Institution of Fire Engineers for their support.

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NFCC also gratefully acknowledges the assistance of the Institution of Fire Engineers in the preparation of this framework.

Annex

Annex 5A Consultation responses to the CSG Interim Report, *Raising the Bar* for WG5

Working Group 6 – Building Standards Professionals

Lead contributors
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Deputy Chair: Martin Conlon, Association of Consultant Approved Inspectors
Secretary: Dan Falchikov, LABC

Aims and objectives

388. WG6 was tasked to respond to the recommendations in *Building a Safer Future*. Broadly, this meant to demonstrate effective leadership, learn and translate best practice and develop continuous improvements to competence (recommendation 5.1) and more specifically on building standards competence (recommendation 5.3). This recommended developing a new common approach and competence framework (which should apply to all building standards inspectors whether they are local authority building control (LABC) inspectors or approved inspectors (AIs) which meets the requirements of the new regulatory framework and to consider whether these requirements should extend to those working on other multi-occupancy and institutional residential buildings. Since then, a Future of Building Control Working Group has been established under MHCLG auspices to look at building control / standards across the whole of the built environment.

Audience

389. The primary audience is building standards professionals engaged in the inspection and enforcement of building standards in higher-risk buildings, including those working as advisors and consultants.

390. Building standards professionals, under the current legislative system, either work for a local authority in a council building control section (LABC), or they are a consultant approved inspector (a sole practitioner or a limited company, eg, NHBC, MLM, Butler & Young). The collective name for LABC and approved inspectors is the Building Control Body (BCB).

391. The secondary audience are building standards professionals working across all types of building control work. The framework has been developed such that it can be extended across the built environment.

392. Further audiences are those who are supporting the development of higher-risk buildings qualifications for building standards professionals and those assessing a candidate's suitability for building standards professional roles relating to higher-risk buildings.

Recommendations

393. **Recommendation:** That this framework be accepted for the assessment of competence of building standards professionals working on higher-risk buildings.

394. **Recommendation:** That building standards professionals are free from the influence of industry and should have their competence validation carried out by assessors or assessing bodies who are impartial and are themselves disconnected from the influence of businesses within the construction industry.

395. **Recommendation:** That the period between peer review of competence for building standards professionals be not more than once every five years, subject to there being suitable management systems within the workplace to monitor competence and record CPD annually.

396. **Recommendation:** For those required to work on higher-risk buildings, the competence topics within this framework are captured within a set of competence standards that are consistent across the whole of the construction industry.

397. **Recommendation:** The standards of competence and mechanisms for assessing it are underpinned by a suitable mechanism, such as a British Standard, UKAS accreditation, Engineering Council licences or quality management system.

398. **Recommendation:** The method of competence assessment and any associated CPD must not be seen as a means for profiteering; courses and schemes must provide value for money and not be cost prohibitive.

399. **Recommendation:** The Regulator should be the body responsible for controlling and maintaining the system of competence for the building standards profession.

400. **Recommendation:** Any changes to this framework can only be with the consideration and approval of the organisations (not individuals) forming WG6.

Ambition framed against *Building a Safer Future*

401. Dame Judith Hackitt highlighted in her review the fragmentation of the industry and a lack of a coherent approach or relevant frameworks for competence. She stated: “Increased levels of competence are an integral part of the proposed new regulatory framework.”

402. The report called for the sector to demonstrate more effective leadership, work with others to develop best practice and continually improve competence levels. The review identified six key professions – including building control inspectors / building standards professionals – whose work was essential to the fire safety of higher-risk buildings.

403. The document in Annex 6B provides further narrative on how WG6 proposes to fulfil the recommendations to provide a coherent and joined-up approach to competence and drive the increased levels of competence for building standards professionals that the review sought.

404. In developing this framework WG6 has had regard to the existing competence systems of those professional organisations responsible for standards within the sphere of building control such as CABE, CIOB, RICS and the Engineering Council as well as the Guidance for Regulators Information Point (GRIP).

405. The Working Group also had regard to various other professions that employ competence assessment schemes, such as aviation, medical and teaching and noted there are good examples of highly skilled professions being required to undergo continual assessment and periodic peer review, to ensure their skills / competence continue to be fit for purpose.

406. From a review of the existing competence mechanisms available to building standards professionals, a gap analysis (see Annex 6A) was developed. This analysis indicates the relevant areas within *Building a Safer Future* and how these might be provided in the professional body systems and where any gaps might occur.

407. In addition, the framework is targeted to address competence in dealing with higher-risk buildings, as outlined generally in *Building a Safer Future* (recommendations 1.1, 5.1, 5.2 and 5.3).

408. The framework also addresses the following specific recommendations:
- cross-regulatory understanding throughout the lifecycle of higher-risk buildings (recommendations 1.2, 2.3, 2.10, 3.6 and 3.7)
- regulatory compliance as a holistic approach; as opposed to 'silo' mentality (recommendations 1.3 and 2.7)
- knowledge and understanding of whistleblowing and occurrence-reporting (recommendations 1.4, 3.6 and 4.2)
- understanding the need for suitable information to be available during and after the creation of a higher-risk building (recommendations 2.3, 2.7, 2.9, 4.1, 4.2, 7.5, 8.1 and 8.4)
- the role of regulators / compliance advisors regarding compliance processes and the sanctions available (recommendations 2.13, 3.6, 3.8, 4.1 and 4.5)
- understanding and challenging safety case reviews by the dutyholder(s) (recommendation 3.3)
- recognising the need for residents to take responsibility, and for building standards professionals to act accordingly (recommendation 3.5)
- addressing the understanding of building standards professionals of materials and systems used in higher-risk buildings, and how these are tested and reported (recommendations 7.1, 7.2 and 7.3).

Consultation responses

409. In August 2019 the CSG published its Interim Report, *Raising the Bar*. Over the autumn consultation period, WG6 received 57 responses from industry groups and organisations.

410. The majority of the responses broadly agreed with the proposals suggested by WG6 and the comments received were to the effect that the profession should 'get on with it'. As a result, WG6 is of the opinion that the proposals it outlined in the CSG Interim Report with regard to the building standards professional competence framework should be submitted for detailed development so as to create a comprehensive set of competence standards.

411. Since the publication of the Interim Report, a further industry-led group known as the Future of Building Control Working Group (FBCWG) has been established to make recommendations to MHCLG with a view to developing building control competence in more detail, in relation to both buildings that are in scope of the the Building Safety Regulator and more broadly to cover building control / standards competence across all building types.

412. Given the desire for speedy reform and a crossover in membership between WG6 and the FBCWG, we believe the quickest way to develop the building standards professionals competence framework would be to re-examine the work of WG6 in the context of the FBCWG offer, while endeavouring to ensure the alignment of any competence and framework outcomes with those of the original aspirations of the work produced thus far by CSG.

413. WG6 submitted a note to the CSG at its 38th meeting, requesting that the CSG notes this development and considers suitable recommendations in its final report to facilitate the speedy adoption and future development of these competence proposals.

Assuring improvement

Top-down approach

414. The work of WG0 is focused on a programme of delivering competence standards and frameworks for the three regulated disciplines as well as supporting the creation of the building safety competence committee. The framework in this report has been mapped against the generic competence framework devised by WG0 to ensure alignment. However, as mentioned above, the FBCWG has started to look at wider building control competences (not just for higher-risk buildings) and we propose the CSG makes recommendations to facilitate this approach going forward.

Bottom-up approach

415. WG6 believes that this competence framework should be passed to those bodies and organisations responsible for maintaining the professional standards of members / employees and incorporated into their own competence standards.

416. As this framework relates to building standards professionals, working as regulators, it should be considered that the application, delivery and assessment of competence is suitably independent from undue influence or conflict of interest.

417. Recommendation 3.7 of *Building a Safer Future* requires closer collaboration between building standards professionals and other agencies involved in the enforcement of standards in higher-risk buildings, eg, environmental health officers (EHOs), the fire and rescue service and HSE. Such communications already occur to a large extent as part of the current building regulations system but will need to be enhanced and expanded to incorporate communications between HSE and EHOs. The framework makes provision for recognising inter-agency communications and collaboration.

Progress to date

418. WG6 believes its work to date, along with the creation of the MHCLG-facilitated FBCWG, means the platform to deliver increased competence for building standards professionals is in place. We have outlined in the roadmap below the issues still to be resolved and the bodies and organisations that need to be involved in delivering the new regulatory framework.

Future of Building Control Working Group

419. As mentioned above, in parallel with this group's deliberations, the FBCWG has also been set up to consider how best to (re)establish building control as a profession and examine how the whole building control / standards sector could be regulated.

420. The FBCWG has so far looked at strengthening professional pathways, how to support a unified (approved inspector and LABC) sector and a generic competence framework (building on the draft higher-risk buildings framework produced by WG6).

421. A joint meeting of both working groups was held in May 2020, chaired by Richard Harral of CABE. This meeting agreed in principle to combine FBCWG and WG6 frameworks to produce a unified comprehensive competence framework and publish it for use by the building control sector at the earliest opportunity. It is

then recommended this competence framework is subjected to a BSI process, similar to that of the three regulated roles, translating the standard into a full British Standard.

422. The combined framework would have to take account of moves to create a statutory register of all building standards professionals and bodies. It is proposed that the framework should be managed by a new designated body that is being discussed by the FBCWG, MHCLG and HSE.

423. The meeting noted that the draft Building Safety Bill would also include measures on building control competences, standards, regulation and structures.

424. The FBCWG is also considering building control / standards in a wider context and addressing the following themes:
- regulation of the building control / standards sector
- common code of conduct for building control / standards
- competence for all building standards professionals – going beyond higher-risk buildings
- how the building control profession might transition into a new regime including integration with the role of the Building Safety Regulator.

425. It was agreed by all those members of WG6 and the FBCWG that in order to prevent duplication and to deliver these workstreams to the tight deadlines, WG6 and the FBCWG should merge.

426. The FBCWG was on a tight timetable to report back with comments submitted to MHCLG in early June 2020. A further meeting of the joint working group will be convened to consider the MHCLG response and to develop and agree an ongoing work programme.

427. Members of WG6 consider it important to engage with HSE, planning and housing professional groups to broaden the participants involved with WG6 so as to include the views of all those practitioners that might be involved in the work of building control / standards in future.

Programme to achieve ambition with key milestones

428. Delivering the programme will depend on the establishment of the Building Safety Regulator, Chief Inspector of Buildings and the building safety competence committee and details are expected to be announced by Government imminently. Much has also been achieved by the Joint Regulators Group, which is investigating new functions and processes for the new regulatory regime. Once the outputs of these are known then a programme can be agreed.

429. The programme will need to cover:
- joining up the approaches to competence on higher-risk buildings and wider building standards professionals' competence through the work of the FBCWG
- driving increased levels of competence through both workplace assessment and peer review. WG6 is of the opinion that a formal peer review of competence should be undertaken at least once every four to five years. Practitioners will have to demonstrate their ability to at least Level 6 NVQ (or equivalent) through relevant means, or membership of a relevant professional body as well as demonstrating competence to the principles of the framework
- supporting annual workplace appraisals and CPD monitoring by employing organisations and the records of those annual reviews should be provided at the quadrennial or quinquennial peer review as supporting information
- addressing competence other than that necessary to undertake regulatory inspection and enforcement of higher-risk buildings. If a building standards professional wishes to undertake additional activities then they must demonstrate competence for that particular type of work / role such as fire risk assessor or fire safety engineer.

430. The document in Annex 6B provides further narrative on how the Working Group proposes to fulfil the recommendations to provide a coherent and joined up approach to competence and drive the increased levels of competence for building standards professionals that the review sought.

Acknowledgements

431. The Working Group wishes to thank the support of LABC and NHBC in providing arrangements and facilities for working group meetings to be held.

432. The Working Group is grateful to the contributions of all its members and their respective professional bodies.

433. The Working Group is equally grateful to employers of the WG members in allowing contributors to both attend and prepare materials for meetings.

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Wayne Timperley	Local Authority Building Control / Manchester City Council
Barry Turner	Local Authority Building Control

Annexes

Annex 6A Building control competence systems gap analysis
Annex 6B Narrative to the competence framework
Annex 6C Competence framework
Annex 6D Consultation log

Working Group 7 – Building Designers (including architects)

Lead contributors
Joint Chairs: Nabila Zulfiqar, Architects Registration Board
Richard Parnaby, Architects Registration Board
Secretary: Simon Howard, Architects Registration Board

Aims and objectives

434. WG7 consisted of bodies that regulate and represent building designers who may work on higher-risk buildings. This group was hosted by the Architects Registration Board (ARB) and included representation from the architectural, engineering, fire safety, surveying and architectural technology professions.

435. The aim of the group was to develop a framework to allow organisations to assess and assure the competence of building designers working on buildings in scope.

Recommendations

436. **Recommendation:** That the competence framework at Annex 7C is adopted as a way for assessing the competence of building designers working on higher-risk buildings, and is reviewed on a regular basis.

437. **Recommendation:** That the competence of building designers working on higher-risk buildings is reassessed every five years.

Ambition framed against *Building a Safer Future*

438. Below are recommendations from *Building a Safer Future* (in italics) that we looked at, followed by our response.

Recommendation 5.1

439. *The construction sector and fire safety sector should:*
Demonstrate more effective leadership in relation to developing a responsible approach to delivering building safety and integrity;

440. WG response – This is demonstrated through the work undertaken in developing the competence frameworks and in contributing to the development of the overarching competence body. The industry has collaborated and taken the lead in delivering improved building safety. The proposed overall approach requires

refinement and implementation. Due to the complexity of the sector, it will inevitably take some time to transition to a new way of working.

441. *Work with other sectors to learn and translate good practice and implement it within the sector;*

442. WG response – WG7 considered the approach to accreditation and re-accreditation undertaken by other professions, including accountants, solicitors and some health professions.

443. *Develop continuous improvement approaches to competence levels.*

444. WG response – WG7 is of the view that membership of a relevant body that requires continuous improvement to ensure ongoing competence is an essential requirement for a building designer engaged to work on higher-risk buildings. It is recommended that the competence levels are reviewed and refreshed on a regular basis to ensure they are fit for purpose and up to date with advances in areas including technology, digitisation and other product development.

445. *Government and the Architects Registration Board, working with partners, should consider current and future competence levels of those architects on the Register of Architects, and those joining the Register, in relation to the fire safety design issues specifically relating to those architects involved in designing higher-risk buildings (in scope).*

446. WG response – Design responsibilities are not exclusive to architects. However, they are likely to play an early and significant part in the design of higher-risk buildings and are likely to be appointed to the role of Principal Designer by the dutyholder. The competence framework gives assurance to those appointing a building designer that the individual is competent to carry out the task.

447. ARB sets the standards for entry into the profession and is carrying out a review of the competences required of architects.

Consultation responses

448. There were a limited number of responses to the *Raising the Bar* consultation that were specifically or tangentially directed towards the recommendations of WG7. In general, the consultation responses were positive. However, a number of issues were raised, including (and only where directly in relation to the work of WG7). In italics, below, are the issues followed by the WG response:

449. *That the Architects Registration Board should have a role in overseeing the assessments and reassessments against the competence framework undertaken by organisations*

450. The Architects Registration Board has no statutory power to carry out this role.

451. *That architects should be subject to a broader competence framework than other designers, that is only applicable to architectural designers*

452. The Group's view is that the framework is robust, and should be available to all those who are capable of demonstrating competence against it.

453. *That the competence framework should contain levels of competence, from Awareness through to Comprehensive*

454. This is a wider consideration for all Working Groups operating under an overarching framework document.

455. *That the competences within the Framework be amended and reordered, including providing greater detail on fire and safety education*

456. The Working Group considered the recommendations, but decided that the existing framework was sufficient.

457. *That the Working Group focused too narrowly on designers' competence in relation to higher-risk buildings (in scope), and not on raising the bar of competence across the professions more generally*

458. While the Group is aware of work going on across various organisations to improve competence, its remit is in relation to designing higher-risk buildings.

459. *That the Group did not include representation from architects.*

460. The Group was chaired by the Architects Registration Board, and included the Royal Institute of British Architects in its membership.

461. *That the Group's report contained insufficient information in relation to verification and assessment*

462. It is the view of two of the professional bodies on WG7 (RIBA and CIAT) that as independent, self-governing, certifying bodies they are responsible for setting and ensuring the standards of education, practice and professionalism in their respective professions.

463. While it is accepted that there may be a need for third party accreditation of competence schemes created by these bodies, any such accreditation must be proportionate and not create unnecessary bureaucracy and / or cost that hampers the establishment and take up of the schemes. It is the current view of those organisations that the services offered by UKAS or the Engineering Council may

not be appropriate for accrediting professional bodies, and so WG7 will continue to work on how appropriate oversight systems can be put in place.

464. After careful consideration, the Working Group remained of the view that the original recommendations of the Interim Report should remain unaltered.

Assuring improvement

465. The Competence Framework recommended by WG7 has been mapped against the overarching competence framework devised by WG0 to ensure that the documents align.

Progress to date

466. Subject to the proposed regulatory framework in relation to higher-risk buildings, the initial step for delivery was to identify those organisations and individuals with sufficient expertise to be able to assess the competence of those wishing to access the framework. Those organisations identified by the Working Group are identified below, together with their intention for delivering its recommendations.

Programme to achieve ambition with key milestones

The Royal Institute of British Architects

467. RIBA is supportive of the Building Safety Programme and the proposals to develop competence frameworks and associated accreditation schemes.

468. Accreditation schemes for building designers can be established broadly in accordance with the competence framework set out in Annex 7C to the WG7 report.

469. If legislation for a new Building Regulations scheme for higher-risk buildings is brought forward in line with the recommendations of the *Building a Safer Future* report, RIBA will develop an accreditation scheme for architects.

470. This accreditation scheme would require the payment of an assessment charge and an annual retention fee.

471. Such a scheme will be based on a five-yearly reassessment as set out in the WG7 report, and mandatory membership of an appropriate professional architectural institute. It is not yet clear how the requirement to be a member of an appropriate architectural institute would be applied to architects who are registered but not chartered, but it is assumed that ARB registration might be deemed sufficient.

If so, the scheme would be made available to registered architects who are not members of RIBA, but incur an additional assessment charge and annual retention fee to cover the additional administrative costs applicable to those architects.

472. RIBA believes that it has appropriate experience in the development and administration of specialist accreditation schemes. It currently runs schemes for client design advisors and conservation architects and it would adopt a similar model.

473. RIBA will not bring forward full detail of its scheme until it is clear that legislation will be brought forward and the work of developing a PAS in accordance with the recommendations of WG0 is substantially complete. It would not make sense to develop detail which is not consistent with the competence requirements for the new proposed statutory dutyholders and over-arching competence framework.

474. RIBA recommends that any competence framework developed as part of the PAS should be mapped to the stage activity and output requirements set out in the RIBA Plan of Work 2020.

The Chartered Institute of Architectural Technologists

475. The Chartered Institute of Architectural Technologists is the lead professional body for architectural technology and the UK competent authority for chartered architectural technologists and is bound by the standards as an independent chartered body. Its educational standards are enshrined in the UK Quality Assurance Agency (QAA) Subject Benchmark Statement for Architectural Technology and the recent review in 2019.

476. Architectural technology, as the technology of architecture, is an essential function routed in design and a major influence on the project process, building performance and building construction. Architectural technology professionals are responsible for ensuring that design solutions result in buildings and structures that are constructed economically and perform efficiently and effectively within the context of user needs and environmental, regulatory and budgetary requirements.

477. CIAT has a professional standards framework for chartered members that prescribes the educational standards in compliance with the QAA for honours and master's degree in architectural technology, practice standards and assessment, and professional standards and assessment. Its systems are rigorous and robust to ensure that the chartered architectural technologist does understand the fundamentals of fire safety to the retrofit of design to existing buildings and a need to develop new approaches to evaluate existing structures through knowledge of building diagnostics and pathology to ensure that design solutions are compatible with the existing structure.

478. In particular, chartered architectural technologists use and apply building regulations to many different building typologies relating to fire safety in buildings through design and construction process. This is critical to ensure the long-term performance of buildings and structures, as architectural technology and building design are based upon knowledge and understanding of the science and engineering behaviour of materials and components, with consideration of durability, robustness and knowledge of the life span and characteristics of building systems, materials and components.

The Royal Institution of Chartered Surveyors

479. RICS has qualification procedures and competencies for members of the surveying profession who are involved in design and specification work and fire safety. Its qualification procedures are robust and already cover some of the professional qualification elements as recommended by WG7. Now that the report of WG7 has been finalised following the review of consultation comments, RICS is:
    - reviewing how existing qualification and ethical procedures meet the current recommendations of WG7
    - intending to assess its current competences to reflect a more in-depth package for buildings in scope accredited professionals, to meet the minimum requirements of the technical competences suggested, bearing in mind the new BSI framework and competences
    - reviewing its fire safety competences on a pathway basis. For example, fire safety was already made a core competence for building control, and this will be made explicit for building surveying.

The Chartered Association of Building Engineers

480. CABE is fully supportive of the aims and objectives of the Building Safety Programme including those measures required to improve competence.

481. CABE is a Professional Engineering Institute (PEI) licensed by the Engineering Council to assess competence of Building Engineers. Our membership includes designers covered by this competence framework which we fully endorse.

482. CABE's management and assessment procedures are already subject to third party audit by the Engineering Council and continues to work closely with the Engineering Council on development of procedures to enable formal licensing of competence assessment standards for higher-risk buildings. CABE is therefore well placed to deliver robust competence assessment in line with the proposals developed by WG0.

483. An early priority will be for MHCLG / the Building Safety Regulator to establish the building safety competence committee which will formally approve the various competence frameworks developed under the aegis of the CSG. CABE will put in place measures to enable registration against the designer competence framework once the framework is formally approved but will also take steps in advance to enable earlier assessment once other aspects of the proposed competence regime are suitably clear.

484. This will include:
- formally establishing a higher-risk buildings Designer Specialist Technical Section and publishing criteria for assessment required to obtain recognition within this section
- establishing any additional code of conduct requirements that would apply to members of this specialist section
- establishing any additional CPD requirements applicable to members of this specialist section.

485. To support this CABE is actively working to develop the necessary training and support for its members to demonstrate competence against the designer framework, with a strong focus on fire and structural safety, legislative process and compliance, and wider public safety issues in higher-risk buildings.

The Architects Registration Board

486. The Architects Registration Board is bound by the provisions of the Architects Act 1997, and has no statutory powers to either create its own competence schemes, or accredit those created by others. ARB is however currently reviewing the criteria required to become an architect particularly in respect of fire and life-safety design.

487. It is also carrying out a fundamental three-year review of the competences expected of all architects, and how those competences can be maintained and monitored throughout their careers.

Acknowledgements

488. Thanks to all those listed below for contributing at meetings and correspondence of WG7.

Group members

Darya Barham	Association of Consultant Architects (ACA)
Francesca Berriman	Chartered Institute of Architectural Technologists (CIAT)
Paul Bussey	Royal Institute of British Architects (RIBA)
Ed Clerk	Institute of Structural Engineers (IStructE)
Alan Cripps	Royal Institution of Chartered Surveyors (RICS)
Diane Dale	Chartered Institute of Architectural Technologists (CIAT)
Adrian Dobson	Royal Institute of British Architects (RIBA)
Beth Dunning	Ministry of Housing, Communities and Local Government (MHCLG)
Andrew Gausden	National Fire Chiefs Council (NFCC)
Richard Harral	Chartered Association of Building Engineers (CABE)
Richard Harrison	Association of Consultant Architects (ACA)
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Richard Parnaby	Architects Registration Board (ARB)
Rob Paul	Institute of Structural Engineers (IStructE)
Craig Ross	Royal Institution of Chartered Surveyors (RICS)
Niall Rowan	Association for Specialist Fire Protection (ASFP)
Barry Turner	Local Authority Building Control (LABC)
Nabila Zulfiqar	Architects Registration Board (ARB)

Annexes

Annex 7A Interim WG7 report
Annex 7B Guidance to the competence framework
Annex 7C Architect and building designer competence framework

Working Group 8 – Building Safety Managers

Lead contributors
Chair: Anthony Taylor, Avison Young (Independent)
Secretaries: Sofie Hooper, Institute of Workplace and Facilities Management
John Briggs, Fire Protection Association

This is the summary of a full and separate report being published by WG8, *Safer People, Safer Homes: Building Safety Management*, reflecting the fact that WG8 is establishing competence for a completely new role.

Aims and objectives

489. WG8 was tasked to respond to relevant recommendations in *Building a Safer Future*, namely:

Recommendation 5.4: Relevant parties should work together, along with the relevant professional bodies, to develop and define a robust, comprehensive and coherent system for:

a) The competence requirements for the role of the building safety manager of higher-risk buildings (in scope); and

b) The remit of this role in introducing and overseeing the process by which residents in higher-risk buildings (in scope) would be able to access fire safety awareness training.

Recommendation 3.1.c: The dutyholder must nominate a named 'building safety manager' with relevant skills, knowledge and expertise to be responsible for the day-to-day management of the building and act as a point of contact for residents. The building safety manager's name and contact information must be notified to the JCA and to residents and should be displayed in the building.

490. WG8 explored the competence requirements for higher-risk buildings, the Building Safety Manager (BSM), and any appropriate scheme, governance and potential sanctions for non-compliance.

491. The complexity of residential management, with its many arrangements leading to opaque lines of responsibility for life safety, should not be underestimated. Therefore, WG8 also looked at the wider residential building ecosystem in which the BSM would operate, in order to ensure a holistic and effective approach. This wider ecosystem and accompanying organisational and structural recommendations are described in greater detail in our full report, *Safer People, Safer Homes: Building Safety Management*, which is contained in a separate document (Annex 8A).

492. Our stated objective from the outset has been to deliver holistic life safety in whole buildings.

493. One of the complexities of residential property management is the wide range of ownership models, some of which can overlap in a single whole building. While this is addressed in our full report, it needs noting here that it is common to have 'mixed use' properties with residential above retail units, or residential interspersed with retail / leisure or hotels in a single tower.

494. It is equally common to have a freehold building within which a number of demises will have been leased, potentially on terms of anything from six months' assured shorthold tenancy (AST) to 99 years or more on a full repairing and insuring lease (FRI). There are also ownership models such as right to manage, residential management companies, and commonhold – all of which can give rise to a potential hierarchy of Organisation BSMs and Named Individual BSMs, all responsible for different areas within one 'whole building'.

495. Therefore, it is crucially important that these individuals co-operate and co-ordinate and that due consideration is given to this potential situation when undertaking a safety case review or considering the roles and responsibilities when registering a building at Gateway 3. Where there are common areas or commercial parts of a mixed-use building in scope there will also be a 'Responsible Person(s)' as defined by the Regulatory Reform (Fire Safety) Order 2005 (FSO); this individual(s) also has a duty to co-operate and co-ordinate with occupiers.

496. It is also envisioned that a Named Individual BSM will require a career path, and that they will need to gain knowledge and experience in the field. It is therefore recommended that there are levels of competence (as set out in the WG8 Competence framework) which will relate to the complexity of the buildings they are required to manage, or, alternatively, they could be subordinated to a 'senior' Named Individual BSM who is responsible for a very complex / large building while they progress their career. It is anticipated that Named Individual BSMs will have to hold a card, akin to a driving licence, to evidence their level of competence.

497. Such a card would be issued once the BSM has been certified against the competence standard. Ideally, the industry body that would hold the central register of competent people would issue such external demonstration of competence so that there is consistency across the different schemes.

498. Since our last report, it has been clarified that the BSM role could be carried out both by a legal entity (organisation), the Organisation BSM, and / or a single person, the Named Individual BSM. WG8 understands that even an Organisation BSM would need to have a competent Named Individual BSM that would need the necessary skills, knowledge, experience and behaviours to carry out the BSM functions. In addition, WG8 has been informed that legal requirements for

organisational capability will be put in place, which will be assessed during the Building Registration Certificate application process.

499. WG8 strongly welcomes this development as we had been advocating that the BSM would need to be supported within an organisation as the competences necessary for a Named Individual BSM will require a level of competence and confidence across a very wide range of technical disciplines.

500. WG8 has been advocating such a structure through the concept of the Residential Accommodation Operator. This concept has now been replaced by the Organisation BSM. Where necessary, we will make the distinction between the Named Individual BSM and the Organisation BSM.

Audience

501. WG8's primary audience is the people delivering residential building management and safety services, in both private and social housing sectors. WG8's consulted stakeholders included managing agents, facilities managers and housing directors and their respective professional bodies, which were asked to evaluate the detail of the BSM role, and were consulted on our initial proposals.

502. The secondary audience for our report and recommendations includes the proposed regulators and wider industry bodies, so as to test our proposals in live situations and to develop best practice by putting the recommendations into common use prior to legislation being enacted.

503. The sector specific competence framework developed by WG8 sets the minimum competence standard that should apply to BSMs for higher-risk buildings. The framework has been designed to accommodate assessing an individual's competence as well as the competences necessary within the wider organisation, and it intends to align with the overarching competence framework which will be developed by the BSI.

504. An assessment tool is included in *Safer People, Safer Homes: Building Safety Management*, which can be used both for external, third party accredited assessment and internal assessment for ongoing performance management.

505. WG8 has also undertaken much work in evaluating, sharing and evolving a model management system that can be applied across all property types and ownership models. It is fully understood that the immediate concern is to deliver safe homes to those in 'designated properties in scope'. However, we have anticipated that the model and management systems should be rolled-out across the whole (residential) property sector during a reasonable, and sustainable, transition period to support the wider culture change needed.

506. *Safer People, Safer Homes: Building Safety Managemen*, specifically identifies competences, obligations and responsibilities for:
    - the Named Individual BSM
    - the Organisation BSM, its role, resources and obligations.

507. *Safer People, Safer Homes: Building Safety Management* also makes recommendations and observations around:
    - the Accountable Person
    - empowering occupiers on life safety including their and their neighbours' safety, access to relevant information and their obligations to relevant stakeholders (incl. BSM)
    - the role of the Building Safety Regulator and building safety competence committee
    - an extended 'Fire Kills' campaign (extended in scope and materials)
    - implementing professional bodies and other organisations delivering against the national standard
    - leasehold / contracts / tenure arrangements, including for RMC / RTM / commonholds etc, and it highlights the wide range of ownership models, with their accompanying range and complexity of management arrangements.

508. *Safer People, Safer Homes: Building Safety Management* also highlights the immediate need for some changes / additions to such legal arrangements to facilitate the vision and objectives outlined by Dame Judith Hackitt.

Recommendations

509. This being a 'newly defined' role, WG8 has focused its recommendations around the following:
    - the scope of the role and responsibilities of the BSM (Named Individual and organisation)
    - the competence of the Named Individual BSM; and obligations of the BSM
    - the organisational management and registration / certification structure essential to the BSM role
    - the golden thread of information and processes the BSM and connecting roles should oversee
    - the recommendations that should be embedded in legislation to support this structure.

510. WG8 recommends that legislation embeds its key recommendations to achieve strengthened life and building safety. The detailed reasoning behind the summary recommendations can be found in *Safer People, Safer Homes: Building Safety Management* available separately for download.

WG8 recommendations are as follows.

511. **Recommendation:** The Building Safety Manager role should:

a. be a role with statutory duties and functions, responsible for life safety in whole buildings and for engagement with residents/occupiers.

b. Ideally sit within a wider organisational structure, the Organisation BSM, so that sufficient support and resources are available to enable each Named Individual BSM to fully exercise their responsibility and duty of care. The body corporate will need to comply with legal requirements for organisational capability (which will be assessed during the Building Registration Certification (BRC) application process), and will have to have a named (senior) individual that will ensure that the Named Individual BSM(s) will be appropriately competent and have the resources necessary. Both an individual or an organisation can accept the role, as long as there is a named individual that meets the competence requirements of the WG8 competence framework.

c. Be appointed by the Accountable Person (AP), who is the dutyholder. The AP cannot delegate their duties to the BSM.

512. **Recommendation:** A competence framework for the Named Individual BSM covering the core knowledge, skills, experience and behaviours is required for the role to be adopted for higher-risk buildings and beyond.

513. This framework will be required to align with the overarching competence framework for higher-risk buildings (when the latter is developed, although WG8 has aligned the existing work with the draft framework). WG8 will continue to work with Government and the BSI to develop the BSM competence standard (which will take the format of a PAS standard and which will formalise the WG8 competence criteria).

514. To be(come) a competent Named Individual BSM, a person must:

i. Demonstrate adequate and appropriate minimum relevant experience in managing building risk, (including pre-new regime experience and duration dependent on building classification) and demonstrate a relevant recognised professional qualification;

ii. Demonstrate the requirements of the competence framework are met through assessment of:

- Knowledge: an individual would be required to do an online assessment testing their knowledge, understanding, application and analysis of the relevant subject matter. The questions will be set to demonstrate achievement of the competence statements of the competence framework.
- Experience/skills: this component would be assessed through the production of a professional paper and portfolio, with a professional interview allowing further verification of application of the required competences. A minimum of three to five years of relevant experience is expected for the role.
- Behaviour: this component would be incorporated in the professional interview

and would also be demonstrated by adherence to a code of conduct.

iii. Re-submission for certification of Named Individual BSM competence should occur every three years, evidencing participation in a refresher course, relevant CPD and adherence to the Code of Conduct.

515. **Recommendation:** WG8 recommends a statutory certification and registration structure for buildings (in scope) covering:

a. A building registration: to operate and occupy buildings (in scope) with any residential accommodation, with classification based on risk profile which would include building types, occupancy and complexity, amongst others.

b. Registration (checking of suitability criteria during the building registration process) for the legal entity BSM organisation to operate residential accommodation. They must employ adequate numbers of Named Individual BSMs appropriate for the building types within their portfolio, and ensure the relevant resources are made available to manage all the classifications of buildings they operate. The Corporate Body/Organisation BSM should have a named senior manager in place that carries responsibility for ensuring sufficient resources and budget for the Named Individual BSMs and the obligations of the BSM as a corporate entity/organisation. This could be one of the measures to check organisational capability against, as part of the wider management system in place, which must include a set of policies, governance, processes and procedures.

c. Registration for the Accountable Person/dutyholder who would be held responsible and accountable for building safety and resident engagement. They must also either be resident in or have formal representation in the UK. The AP must comprehend their responsibilities and obligations as such WG8 recommend that consideration of this be mandatory during the building registration process and the safety case review. The AP must ensure a BSM is appointed for each of the buildings in scope. Depending on the arrangements, the 'type' and complexity of buildings, the volume of buildings for which a Named Individual BSM, and Organisation BSM can be made responsible for is at their own professional discretion and will be led by developing industry best practice. There must be a direct line of communication between the AP and the BSM.

d. Certification (third party accredited) for the Named Individual BSM which will be relevant to the building classifications which the BSM is responsible for. Anyone holding the Named Individual BSM role must be certified against the competence requirements set out in the WG8 competence framework. WG8 will continue to work with MHCLG to decide the most appropriate tool to achieve this essential outcome.

e. The Building Safety Regulator should maintain a national register for these statutory roles (AP, BSM, Named Individual BSM). This is to facilitate the traceability and transparency of role holders and indeed provides the sanction to remove them from, or record cautions against them if necessary. This aim can be met through the register of Registered Buildings, which will list the AP/BSM responsible for them.

f. Other roles/actions supporting delivery of the culture change needed:

i. WG8 strongly recommend that there is also a Central Register, which will hold the names of those individuals that will have upskilled their competence according to competence criteria of the different Working Groups/forthcoming national BSI BECS standards. This would include a list of certified/competent Named Individuals who could deliver the BSM role. This register could be held by Industry Representatives, Professional Bodies participating in the certification schemes, or by the regulator but must have some recognition in law or by way of a requirement set down in statutory guidance.

ii. The building safety competence committee will be responsible for setting, maintaining, assessing and delivering competence standards.

iii. Professional bodies and other organisations concerned with certifying and professionalising people have a central role to play, including:

- The delivery of the Named Individual BSM certified individuals' scheme
- The assessment of people wanting to advance to formal assessment and certification (this will allow two effective routes into certification: Accreditation of Prior Experiential Learning[10] and formal learning in those areas where people may lack competence)
- The development of the questions and the assessment tools against the Named Individual Building Safety Manager competence statements and the requirements of the Organisation BSM
- Either holding, or overseeing the management of, registers of competent Named Individual BSMs
- The delivery of learning interventions and supporting activities, including CPD, that are mapped against the competencies so individuals can fill any gaps identified in knowledge or understanding.

516. **Recommendation:** To comply with the need for a golden thread of information:

a. The content and structure of the Safety Case File and the Fire and Emergency File (FEF) should be mandated, and this information should only be uploaded and managed by competent persons. This information should be held on a single (digital) National Database (akin to the Energy Performance Certificate). The content structure for the FEF as drawn up by WG8, will be incorporated in a forthcoming BS standard on digital fire safety information.

b. The FEF should become mandatory for all residential buildings, (except detached and semi-detached, owner occupied and subject to the building category falling into scope of the new regime) to include for existing 'built' stock, (the assumption being that the new regime will be rolled out across different building categories over a period of time).

517. **Recommendation:** The BSM will be responsible for the resident engagement strategy and its implementation, for and on behalf of the dutyholder AP, ensuring that through working in partnership with occupiers, they are better informed about building safety and their role in supporting it.

[10] The identification, assessment and formal acknowledgement of prior learning and achievement. This may either be certificated learning (APCL) or accredited prior experiential learning (APEL), where learning achieved outside education or training systems is assessed and recognised for academic purposes.

518. **Recommendation:** Occupier education and engagement should be supported by an extended "Fire Kills" campaign. This would provide additional uniform messaging and additional education material that can be shared with occupiers by BSMs.

519. **Recommendation:** There should be a strengthened right of 'reasonable and proportionate' access to individual residential units. This to be enshrined in new and 'standard' clauses in leases and provided for in existing tenure contracts.

520. **Recommendation:** It is understood that proposed changes to the Fire Safety Order (FSO) will clarify the remit of fire risk assessment to include external cladding and the entry doors to individual residential units. It is also understood that statutory changes will include obligations on the occupier to advise the BSM of any less abled bodied occupants such that Personal Emergency Evacuation Plans (PEEPs) and similar arrangements can be put in place. Also, that there will be placed obligations of a nature of a general duty of care on the Occupiers to behave in a safe manner and to disclose any plans for making structural changes within their leased demise. WG8 endorse and support these changes as providing further risk management measures to improve safety in residential accommodation.

Ambition framed against *Building a Safer Future*

521. *Scope of competence / legislation – fire and structural safety:* WG8 understands the rationale to limit the legislation's scope to fire and structural safety. However, WG8 believes that the regime could, and should, go further and recommends a holistic 'whole systems and life safety' approach. In the absence of statutory obligation at this time, WG8 urges industry to take up the yoke and develop comprehensive 'whole systems' guidance.

522. WG8 has often highlighted the complications that arise when requesting additional costs from service charges when the costs are not supported by clear legislated requirements. There are ongoing discussions to seek solutions as to how to bridge the gap between the legislation's proposed scope and the material scope of a 'whole systems and life safety' approach. The gap potentially allows for APs, BSMs and managing agents to refuse funding, or up-skilling, for a 'whole systems and life safety' competent BSM over a 'fire and structural only' BSM, which could lead to the perpetuation, and risk, of non-compliance in other aspects of life safety.

523. WG8 agrees with the statutory functions outlined in the BSF and strongly supports the requirement for the suitability criteria, especially the essential need to demonstrate competence against a national framework.

524. *'Whole building' – Building a Safer Future* describes the role of a BSM as being responsible for a 'whole building', but the anticipated legislation will only cover the 'residential parts'. Where there are mixed-use buildings, a new duty to co-operate with the Responsible Person (RP) in the FSO will apply.

525. We welcome this Duty to Co-operate, and the Home Office's plan to align the FSO with the new regime. We advocate that the alignment also extends to an alignment of competence requirements between the BSM and RP (as defined in the FSO) to avoid gaps in implementation.

526. WG8 is concerned that this approach does not fully negate the potential for gaps and therefore recommends that Government delivers detailed guidance on aspects of control and associated responsibilities throughout mixed use and other forms of building occupation, including right to manage and commonhold organisations, many of which will have very varied ownership structures. WG8 would support the development of such Government guidance, and suggests it should also cover the expected alignment and implementation of various (dutyholding) roles.

527. Organisational responsibility is recognised in paragraph 170 of *Building A Safer Future*. WG8 has consistently advocated a formal assessment of such organisational capability (of an Organisation BSM) by the Regulator and therefore welcomes MHCLG assurances that legal requirements to ensure organisational capability of the BSM will be introduced. An assessment of those requirements will take place by the Building Safety Regulator during the building registration certificate application. Such assessment is necessary to ensure that the Named Individual BSM is properly equipped to deliver their statutory functions and duties. WG1 has also made recommendations to this effect, which WG8 supports, namely "for individuals to perform competently the organisation must also be competent".

528. *Building a Safer Future*'s recommendations indicate that a competent Named Individual BSM must have a direct relationship with the building and occupiers for whom they are responsible. This implies, as does WG8's strong recommendations, that competent Named Individual BSMs should not be made responsible for too many buildings. There should be a ratio of one Named Individual BSM to just several buildings. It would be inappropriate to determine the precise volumes / ratio in legislation. Rather, the ratio should be left to the integrity of the BSM, AP and the Building Safety Regulator as it will depend on the size and complexity of the portfolio of buildings.

529. It is anticipated that an Organisation BSM will have a large number of buildings (for which it has received an appointment from a number of APs in the private sector or from social housing landlords with large portfolios), and as such the ratio of one Organisation BSM will likely be to many buildings. In such circumstances, an appropriate number of Named Individual BSMs should be foreseen.

Consultation responses

530. We have received and considered a significant volume of comments received through the consultation period from professional bodies, trade associations, representatives of private companies, social housing providers and the HSE as well as private individuals.

531. We were pleased to see that there is, generally, full support for all our recommendations. We trust that we have addressed any other matters raised by the consultation, and any queries requesting further explanation in *Safer People, Safer Homes: Building Safety Management*.

532. WG8 has a log of our responses to comments that differed from our recommendations, and our response to those comments. This is available on request.

533. We have responded to the HSE submission by bringing our recommendations more into line with its suggestions.

Assuring improvement

Top-down approach (including connection with WG0)

534. Many of our recommendations are based on the assumed roles of both the Regulator and the building safety competence committee. For the purposes of this final report, and at time of writing, we have assumed their structures, relationships and obligations to be as presented by WG0, the MHCLG consultation and recent Government response to that consultation.

535. We have made recommendations on what competence the Building Safety Regulator should check for, through the formal certification system advocated, and also agree with the suitability criteria as outlined in MHCLG's consultation. These criteria should be checked before granting the Building Registration Certificate to the Accountable Person.

536. In addition, we agree with the suggestion of ongoing competence testing by the Building Safety Regulator through the safety case.

537. As for the building safety competence committee, we see that as the Overarching Body to oversee the work on the national competence standards and to ensure that those standards remain relevant and up to date. The role of the building safety competence committee would be very important in ensuring uniformity of application of the framework and the ethics applied across the built environment.

Bottom-up approach (including connection with other Working Groups, and further, wider engagement with the stakeholder groups

538. For the bottom-up approach to be successful, the competence framework designed by WG8 must be translated into a national standard. Compliance with this standard, and resulting certification against it, would demonstrate an individual's competence beyond question. Uniformity of implementation of the standards across different certification bodies could be assured by third party accreditation.

539. The recent Government response to the MHCLG consultation confirms this approach, with BSI due to develop the suite of appropriate National Standards. WG8 will continue its work within this next phase, which will see the incorporation of the WG8 competence criteria into a PAS format.

Progress to date

540. In Section C of *Safer People, Safer Homes: Building Safety Management* we have given an update on the significant progress that has been made by both the social and the private sectors. Both sectors have different approaches to property management, and different realities to manage. The report sets out how they currently operate and how they intend to progress in achieving holistic building and life safety for occupants.

541. In addition, the implementation roadmap described below builds on some of the activity WG8 members are already undertaking, such as for example raising awareness of the forthcoming regime and how members can prepare for the new regime, delivering safety ahead of the legislation.

Programme to achieve ambition with key milestones

542. WG8 members will continue to work together with wider professional bodies and other interested bodies aiming to upskill their members to ensure implementation of the framework across the built environment. We will also develop the detailed framework that will underpin the assessment piece and the assessment tools needed. Furthermore, as part of the competence requirements we will agree to a programme of relevant CPD.

543. Critical implementation steps that are being prepared are:
- work with stakeholders to road-test the recommended approach and the included internal assessment tool to raise building safety management competences, including within WG8 member organisations and commercial members, the National Housing Federation, the Local Government Association and the Early Adopters Group

- work with other professional institutes not yet participating in WG8, such as Chartered Institution of Building Services Engineers, The Institution of Occupational Safety and Health, and The Association of Residential Lettings Agents, to agree how the proposed assessment and certification of the Named Individual BSM aligns to their existing frameworks, professional standards and processes
- finalise the assessment and accreditation approach, in line with the recommendations for the overarching competence framework, proposed by WG0 and included in the Government's consultation and develop the assessment tool and process for certification
- continue to work with Government and BSI to translate the WG8 competence framework into a National Standard / PAS for the BSM role
- raise awareness of the new Named Individual BSM competence requirements, and explain how they compare with organisational requirements across the built environment through events and other communication means
- work with MHCLG and any interested parties / professional bodies to develop a formal, central register of competent roles as defined by the different CSG Working Groups, including certified Named Individual BSMs.

Acknowledgements

544. WG8 is grateful to the following organisations for their valuable contributions and advice:

M&C Saatchi

Michael Appleby of Fischer Scoggins Waters

David Egan of DWF

Michael Green of Trowers & Hamlins

Officials from MHCLG and the Home Office who attended many meetings.

Group members

Sam Allwinkle	Chartered Institute of Architectural Technologists (CIAT)
Ben Bradford	BB7 & Steering Group
John Bradley	National Fire Chiefs Council (NFCC)
Robin Bradley	National Fire Chiefs Council (NFCC)
John Briggs	Fire Protection Association (FPA)
Andrew Bulmer	The Institute of Residential Property Management (IRPM)
Alan Cripps	Royal Institution of Chartered Surveyors (RICS)
Jamie Davis	BB7
Melissa Dillon	Local Government Association (LGA)
Ian Fletcher	British Property Federation (BPF)
Andrew Frankum	National Social Housing Fire Group (NSHFG)

Adam Gilbert	Managing Agents Property Health and Safety Forum
Nigel Glen	Association of Residential Managing Agents (ARMA)
Graham Green	Institute of Fire Safety Managers (IFSM)
Rob Greenfield	Institute of Workplace and Facilities Management (IWFM)
William Heneker	Association of Residential Managing Agents (ARMA)
Sofie Hooper	Institute of Workplace and Facilities Management (IWFM)
Mike Jaggs	Building Research Establishment (BRE)
Steven Kenyon	National Fire Chiefs Council (NFCC)
Debbie Larner	Chartered Institute of Housing (CIH)
Jonathan O'Neill	Fire Protection Association (FPA)
Jenny Osbourne	TPAS
Ian Ronksley	United Kingdom Accreditation Service (UKAS)
Craig Ross	Royal Institution of Chartered Surveyors (RICS)
Keith Scott	Consultant
Amy Simmons	National Housing Federation (NHF)
Mark Snelling	Association of Residential Managing Agents (ARMA)
Sarah Stevenson-Jones	National Social Housing Fire Group (NSHFG)
Janie Strange	Consultant
Anthony Taylor	Avison Young, Independent

Annexes

Annex 8A Competence Framework, which is included in *Safer People, Safer Homes: Building Safety Management*.

Working Group 9 – Site Supervisors

Lead contributors
Chair: Peter Dawber, Chartered Institute of Building / Solvere
Secretary: Lyndsey Montgomery, Chartered Institute of Building

Aims and objectives

545. Working Group 9 was established to identify the competences required of site supervisors overseeing the construction or refurbishment of higher-risk buildings.

546. However, early discussions identified two regulated roles in the construction process:
- the construction project manager (CPM), whose primary role is to liaise with the client and design team, procure the appropriate subcontractors, materials, plant and equipment required of the project and oversee all construction work
- The site supervisor (SS), who oversees the on-site construction works to ensure the works are completed safely, to specification and to the required standard.

547. Additionally, and without negating the role of the contractor to ensure and assure the quality of work undertaken, these early discussions also identified a third, enhanced independent role to underpin the quality assurance process, namely:
- the Independent Construction Assessor (ICA), which is a new role (see Annex 9B). The ICA, on behalf of the client, is involved at the design phase to define the test and inspection regime required and then assures the on-site and off-site works comply with the design and all necessary building standards and regulations.

548. Competence frameworks exist for construction project managers and site supervisors (for example, those of the Chartered Institute of Building). With reference to the ICA, the competence frameworks for construction professionals (for example, chartered or incorporated members of appropriate institutions) will provide some of the underpinning competences, but these will need to be enhanced. In such cases, these have been reviewed and evaluated in the preparation of the competence frameworks presented in Annex 9A.

549. Given the breadth and complexity of building works, it is not expected that any one individual will have the competence to assess every aspect of modern construction. They can, however, hold an overall duty for assuring the work of others by engaging with more specialist individuals, teams, technical experts and professionals.

550. There is a growing consensus that the main consideration with higher-risk buildings is to assign legal responsibility to a named dutyholder at each stage in the construction lifecycle (design, construction and operation) and ensure that they have the required competences to perform this role, while recognising that they, in turn, will rely on the competence of workers in other disciplines to discharge their duties. Once this is confirmed and defined, it is anticipated there will be an enhanced dutyholder role of Principal Contractor and the need to define the necessary competences – in particular those of the CPM – and upskill this role in the context of higher-risk buildings. We anticipate these additional competences to be around the ability to take a whole-building approach, an integrated view of design, construction, operation and enhanced risk awareness.

Audience

551. In the UK, there is no formal registration or requirement to operate as a construction project manager or site supervisor. Best practice in construction project management is at the core of the CIOB's requirements for chartered membership. However, even if construction project managers or site supervisors charged with responsibility for higher-risk buildings were chartered, our mapping demonstrates that additional knowledge and competences would be required.

552. With reference to the competence requirements of the ICA, WG9 believes that the existing role and competences of a clerk of works, or for that matter any other qualified professional, would not be sufficient to meet the requirements of the ICA role. However, building control professionals, approved inspectors, Principal Designers, construction managers and building surveyors may be well placed as individuals, with additional development, to move into the position of ICA.

553. WG9 has devised a framework whereby the competences for all three roles are specifically for higher-risk buildings. It is, however, structured in such a way as to easily allow for modification for those working on other buildings.

554. To establish whether there are other models around the world where the introduction of increased independent construction assessment has improved quality, the group commissioned a paper by a leading USA engineer, which is included as Annex 9C. To summarise, in the USA, the introduction of regulated inspections by designers has reduced catastrophic building structural failures by over 80%.

555. WG9 has also obtained evidence from around the UK showing how a lack of independent supervision has been responsible for a wide range of construction failures – see Annex 9D.

556. These two papers make a compelling case for the role of the ICA and increased vigilance by the construction team.

Recommendations

557. **Recommendation:** There is a need for three distinct roles to ensure the on-site delivery of a 'safe' building (Annex 9A details the competence framework required of each role):
   - Construction Project Manager (CPM), whose primary role is to liaise with the client and design team, procure the appropriate subcontractors, materials, plant and equipment required of the project and oversee all construction work
   - Site Supervisor (SS), who oversees the on-site construction works to ensure the works are completed safely, to specification and to the required standard
   - Independent Construction Assessor (ICA) a new role; (Annex 9B provides a detailed description). The ICA, on behalf of the client, is involved in the design phase, defining the test and inspection regime required and then assuring that the on and off-site works comply with the design and all necessary building standards and regulations.

Ambition framed against *Building a Safer Future*	
Recommendation 5.1 *The construction sector and fire safety sector should:* *Demonstrate more effective leadership in relation to developing a responsible approach to delivering building safety and integrity*	WG9 demonstrates more effective leadership in relation to developing a responsible approach to delivering building safety and integrity by recommending the following: • A new Independent Construction Assessor role should be introduced. • Construction project managers, site supervisors and independent construction assessors should hold the defined competences which as a minimum would be found in chartered or incorporated members of relevant professional institutions. • Relevant professional institutions should introduce additional competences to raise the level of competence of people taking on the roles of construction project managers, site supervisors and independent construction assessors. The provision of training to individuals to acquire these additional competences may not necessarily come from the institution to which the individual belongs.

Work with other sectors to learn and translate good practice and implement it within the sector; and	WG9 recognised the inextricable relationship between supervisors and sub-contractors and has therefore liaised with WG2 (Installers). WG9 membership included construction project managers, structural engineers, clerk of works, building control surveyors, facilities managers, etc who have shared best practice from their disciplines and others with which they are familiar. The group engaged with representatives of CROSS (Confidential Reporting On Structural Safety) and have hosted members of MHCLG at working meetings. The group has liaised with Glenn Bell, an eminent American structural engineer, to learn from the good practice that has evolved there after a number of serious building failures. To take WG9's vision forward, further collaboration between the professional institutions whose members are involved with higher-risk buildings will be essential.
Develop continuous improvement approaches to competence levels.	The roles identified in this report should only be undertaken by those competent to do so and membership of relevant professional bodies would be a route to (partial) demonstration of this. Such professional membership should demand robust, compulsory continuous evidenced professional development as a drive to continuous improvement.

Consultation responses

558. 84 responses were received and all of these were reviewed by the Chair of WG9. Of those responses, 28 had specific relevance to the work of WG9 and were tabulated together with the Chair's proposed responses and sent to the WG9 membership to confirm or otherwise their agreement. All proposed responses were accepted and no changes were required to the Interim Report.

559. The detailed analysis can be seen in Annex 9E.

Assuring improvement

560. In future, anyone working on higher-risk buildings should be competent. Over time, the core competence will remain with more added to reflect the demands of more buildings falling in scope.

561. Mandatory, specifically relevant, evidenced CPD will be required of all three roles, to ensure competence is continually updated and refreshed. CPD will include continuing reference to Standing Committee on Structural Safety (SCOSS) and CROSS cases as they are published. Irrespective of what CPD has been evidenced, reassessment of specific competences will be undertaken every five years.

562. At the pre-construction stage the ICA will support the Principal Designer, helping to set a culture of continuing vigilance over quality. The ICA role becomes more intensive during the construction stage where they will be assuring compliance, with powers effectively to enforce rebuild if standards of construction fall short of the design.

563. Construction project managers and site supervisors must remain the primary guardian of the quality of work, ensuring in the first instance that the design intent is maintained. Similarly, subcontractor installers must also be responsible for signing off their work as meeting the required standard prior to inspection by the site supervisor. Sub-contractor installers must be registered as competent at both a company and individual level with clear signposting to their relevant regulations and competences: this will allow for robust sub-contractor appointment and site scrutiny. All such evidence should be recorded digitally, preferably using building information modelling (BIM).

564. The introduction of the ICA will be one of the main drivers for cultural change. It will bring with it a collaborative approach between the contractor, the subcontractor / installer workforce and the ICA which will raise quality throughout the project and maintain continuity of the golden thread, thus in turn driving cultural change.

565. Individuals performing any of the three defined roles will be trained to use the CROSS reporting system and will have their name and contact details attached to the project documentation. They will be contactable and held responsible after the project is complete, again driving cultural change.

566. Along with a register of competent construction project managers, site supervisors and ICAs, a national register of approved installers and competent individuals is required to ensure competent installing companies are appointed and that there is effective site scrutiny of the competence qualification of the installer's workforce.

567. To remain on the register, individuals should undertake compulsory, recorded and evidenced CPD for higher-risk buildings. The rules of professional, standards and regulatory bodies may need to change.

Progress to date

568. Discussions are advanced with the Considerate Constructors Scheme to trial the use of the ICA. These trials will be undertaken on a range of new build and refurbishment projects.

Programme to achieve ambition with key milestones

569.
i. Once the duties of the Principal Designer, Principal Contractor and Building Safety Manager are defined, WG9 would need to review its competence framework proposals against the latter two roles' responsibilities.
ii. Given the recommendation above for three distinct roles to ensure the on-site delivery of a 'safe' building, WG9 would wish to actively engage in the identification and development of the competence requirements of the Principal Contractor.
iii. Once an overarching framework is established, WG9's competence frameworks may need to be revised into a consistent format.
iv. Working with relevant professional bodies, a gap analysis will identify the shortfall in competences between existing competence standards and those required of the dutyholders listed above. Accredited courses / programmes, along with appropriate assessment, will be developed and delivered to address any shortfall and a register will be held of these 'higher level competent individuals'.
v. Review professional body CPD rules to ensure they demand robust, compulsory continuous professional development underpinning the specific knowledge and competences demanded of the in-scope buildings.
vi. Pilot the scheme with the Early Adopters Group.

570. Many of these activities can run concurrently, so we anticipate that this programme would take around 12-18 months from an understanding of the future regulatory framework to delivery of the first course. However, early engagement by WG9 with the development of the competences of the Principal Contractor will allow activities detailed to develop 3 and 4, above, to start sooner.

571. The broader primary authority to hold the competences would be the relevant professional bodies.

Acknowledgements

572. Thanks to all those who have provided support, guidance and contributions and in particular, the American structural engineer Glenn Bell, author of Annex 9C.

Group members

Francesca Berriman	Chartered Institute of Architectural Technologists (CIAT)
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Peter Dawber	Chartered Institute of Building (CIOB)
Steve Evans	National House-Building Council (NHBC)
Ange Francis	John Sisk
Tim Gillooly	Local Authority Building Control (LABC)
Trevor King	Institute of Clerks of Works and Construction Inspectorate (ICWCI)
Lyndsey Montgomery	Chartered Institute of Building (CIOB)
Simon Pitchers	Institution of Structural Engineers (IStructE)
Paul Senior	Chartered Institute of Building (CIOB)
John Staves	Institution of Structural Engineers (IStructE)
Wayne Ward	Institute of Workplace and Facilities Management (IWFM)

Annexes

Annex 9A Competence frameworks
Annex 9B Independent Construction Assessor (ICA) a new role – a detailed description
Annex 9C An American view: design professional site presence in typical US practice
Annex 9D UK evidence supporting independent construction assessment
Annex 9E Consultation log

Working Group 10 – Project Managers

Lead contributors
Chair: Professor Charles Egbu, University of East London / Chartered Institute of Building
Secretary: Steven Thompson, Royal Institution of Chartered Surveyors

Aims and objectives

573. To agree specific competence levels and provisions for accreditation / re-accreditation for project managers (PMs) working on higher-risk buildings.

Audience

574. Aimed at the construction project management community within the relevant sector.

Recommendations

575. **Recommendation:** The adoption of a PM competence framework with additional requirements particular to higher-risk buildings added.

576. **Recommendation:** That 'comprehensive' be the level of competence that is required of project managers, with 'comprehensive' being the highest level of competence as defined within the APM framework

577. **Recommendation:** That all PMs in this field must be members of a recognised professional body (or equivalent).

578. **Recommendation:** That the professional bodies involved in the training and accreditation of PMs seek to have their own in-house systems, which focus on the particular area of in-scope competences, accredited by a third party organisation.

579. **Recommendation:** That re-accreditation takes place at regular intervals throughout the career of a PM.

580. **Recommendation:** That PMs will be required to undertake focused (and perhaps mandatory) CPD sessions on relevant subjects (such as fire and / or life safety).

Ambition framed against *Building a Safer Future*

581. The essential features of any proposed approach that seeks to improve upon the status quo must include three key aspects, namely:
- risk profile
- compliance
- process.

582. These aspects must be underpinned by a fundamental need for a culture change such that behaviours are modelled on 'doing the right thing' rather than 'just getting over the line' in respect of the 'rules'.

Consultation responses

583. There was a modest number of responses and a summary of the comments are set out here. None of the comments impact directly upon the content of any of the recommendations made above, but merely highlight, in some cases, that further work is needed (across all Working Groups) to ensure that the detail is correct. The comments were:
- considerable cost and time requirements for re-training (a large number) of PM staff
- use this competence framework and adopt across all PM professional bodies
- progress to be made with integration between professional bodies on individual competence systems
- the assessment system proposed is 'out of step' with current approaches – given the numbers of PMs that will be 'caught' within the firm. Concern was expressed that that would mean considerable additional expense and resource input needed for project management staff to be retained on to any new assessment system
- picking up on the WG10 recommendation that all should be a current full member of a professional body and that this is too 'over-prescriptive' and that membership of a 'credible industry certification scheme' should be OK
- both wide-ranging negative comments and questions posed by one organisation as to the meaning of our recommendations.
- need for consistency across the descriptions of the levels of competence between the various Working Groups
- introduction of new system could have a supply chain impact if there is a competence 'gap'.

Assuring improvement

Top-down approach

584. We acknowledge the need to align the specific competence framework to be used across the PM community with the generic competence framework.

Bottom-up approach

585. This includes connecting with other Working Groups, and engaging stakeholders not yet engaged.

586. Given the nature of the PM function (cutting across all other construction disciplines), we have had no deep connection with other Working Groups but have communicated in an informal way via the joint group meetings, and we acknowledge the need to continue doing so as we go forward.

587. We also acknowledge the need to engage with other stakeholders in a similar way, and with other groupings within the industry, where the title of PM is used, but not in the same context and not necessarily to the same level or depth of competence as we have used the term here.

Progress to date

588. Each individual professional body which is currently responsible for the accreditation and ongoing re-accreditation of PM members is involved with a review of its own competence framework with a view to revision as soon as possible. There will need to be a common approach from all professional organisations so as to align their competence frameworks (where feasible) and include stakeholders we have yet to engage with.

Programme to achieve ambition with key milestones

589. The revised system for PMs working on higher-risk building projects should be implemented as soon as possible and without necessarily waiting for the passage of primary and / or secondary legislation in this field. It is hoped that real progress can be made within the next 12-18 months.

Acknowledgements

590. Thanks to all those named in below for giving freely of their time and for sharing details of the relevant material from their own representative organisations.

Group members

Francesca Berriman	Chartered Institute of Architectural Technologists (CIAT)
Ian Carey	Institute of Clerks of Works and Construction Inspectorate (ICWCI) / John Burke Associates
Simon Cross	Building Research Establishment (BRE)
Prof Charles Egbu	University of East London
David Hawkes	Institution of Civil Engineers (ICE)
Philip Isgar	Association of Project Management (APM) / Sunbeam Management Solutions
David Loosemore	Chartered Institution of Civil Engineering Surveyors (CICES)
Conor Murphy	BuildUK / Osborne Group
Mike Napier	Costain / Mahn Consult
Alex Tait	Royal Institute of British Architects (RIBA)
Steven Thompson	Royal Institution of Chartered Surveyors (RICS)
Wayne Ward	Institute of Workplace and Facilities Management (IWFM) / WWC

Annexes

Annex 10A Updated Final Report
Annex 10B Consultation log

Working Group 11 – Procurement Professionals

Lead contributors
Chair: Duncan Brock, Chartered Institute of Procurement & Supply
Secretary: Lauren Williams, Chartered Institute of Procurement & Supply

Aims and objectives

591. WG11 was chaired by the Chartered Institute of Procurement and Supply (CIPS) and focused on procurement professionals. The working group's terms of reference are: to agree specific procurement competence levels, and measures of competence, for people involved in all aspects of sourcing, tendering, contracting and contract management of suppliers and resources involved in the construction of new in-scope buildings; and deliver the ongoing services, refurbishment, retrofit, maintenance and repairs for all in-scope buildings.

Audience

592. The definition of procurement is wide. It covers all activities in the procurement cycle and therefore this competence framework will be relevant to many / most people who are involved in the construction of new in-scope buildings and in delivering ongoing services, refurbishment, retrofit, maintenance and repairs.

593. It is recognised that dedicated, competent procurement professionals are not currently involved in all required procurement activities identified for in-scope buildings. This competence framework identifies the capabilities and knowledge that are needed to carry out the procurement activities, allowing organisations and individuals, whatever their current role and profession, to assess their competence to carry out good procurement practices.

594. Anyone involved in procurement activities throughout the supply chain has a responsibility to ensure that they possess the required competence set out in this document.

Recommendations

595. **Recommendation:** There must be a designated individual who is assigned as the Procurement Lead. This lead must have a comprehensive competence level at every stage of the RIBA Plan of Work.

596. **Recommendation**: The Procurement Lead will be assessed and accredited against a new procurement competence framework which identifies the capabilities and knowledge that is required to carry out all procurement activities identified for in-scope buildings.

597. **Recommendation:** Implementing this Procurement Lead role will need a culture change in the construction sector, and work is needed to raise awareness of the new competence requirements for procurement activities to ensure appreciation and compliance.

The Procurement Lead

598. Through education, training and experience, a Procurement Lead competently applies knowledge and understanding of:
- how to achieve value for money outcomes within the supply chain through effective spend management
- the importance and benefits of early involvement of the supply chain in construction projects
- how to formulate selection criteria and sourcing strategies to ensure that the organisation will achieve the appropriate choice of supplier for goods, services or works
- how to create robust contractual arrangements with the organisation's supply chain to ensure positive outcomes in cost, time, quality & safety
- how to deliver value added outcomes to the organisation which can include:
  - improved quality and safety
  - achievement of timescales
  - required quantities
  - reduced prices and costs
  - innovation and sustainable supply of goods
  - services provided by external suppliers
- how the external environment influences procurement and supply
- recognising, evaluating and promoting the importance of ethics and responsible procurement in organisations and supply chains
- how to work effectively with the technical experts to ensure products and materials are delivered and installed to the required quality and meet the defined specification
- opportunities for the use of technology and systems to improve procurement and supply
- methods to monitor and collate information and data to communicate performance to suppliers and stakeholders
- how to lead and coach people within the organisation, suppliers and other stakeholders to further the objectives of improved procurement and supply.

Ambition framed against *Building a Safer Future*

599. It is recognised that dedicated, competent procurement professionals are not currently involved in all required procurement activities identified for in-scope buildings. A new competence framework has been created to identify the capabilities and knowledge that are needed to carry out the procurement activities, allowing organisations and individuals, whatever their current role and profession, to assess their competence to carry out good procurement practices.

600. It has become clear through the discussions in WG11 that a higher-risk buildings Procurement Lead with a comprehensive procurement competence level is needed at every stage of the RIBA Plan of Work; and if it is not the same person involved all the way through the project, there needs to be a clear way of transferring knowledge and information as the project progresses. We also need to define a way to assess and accredit individuals to work on procurement activities on higher-risk buildings. The Procurement Lead does not have to be a qualified procurement professional, but they will be required to demonstrate that they have achieved a comprehensive level of competence as defined in the competence framework in Annex 11A in supporting documents.

Consultation responses

601. Following the consultation period, WG11 received more than 20 responses to our WG11 Interim Report published as part of the overall *Raising the Bar*.

602. Overall, responses received were supportive of the recommendations from WG11 and sought further details of how the changes would be implemented. There were a number of suggestions that the scope of the framework should be broadened to include all construction activities and not just in-scope buildings. The following amendments were made:

- emphasis on the importance of the Procurement Lead being able to provide evidence of a comprehensive level of procurement competence, and also the need for a clear way of transferring knowledge and information if the Procurement Lead responsibility doesn't remain with one individual throughout the project
- reflect the challenge an organisation may have in deciding when to invest in a dedicated and fully competent procurement professional to work on a specific in-scope building project
- the procurement competence matrix in the Annex 11A has been updated to include the new Building Safety Manager role.

Assuring improvement

603. To ensure the recommendations are implemented in a consistent way across the sector, we will:
- work with professional institutes such as CIPS, RICS, RIBA, CIOB, IWFM etc. to agree how the accreditation of the Procurement Lead aligns to their existing accreditation frameworks
- finalise the assessment and accreditation approach, in line with the recommendations for the Overarching Competence System, proposed by WG0 and included in the Government's consultation and develop the assessment tool and process for accreditation.

604. CIPS is the primary authority for the procurement competence standard, assessment and accreditation. UKAS is being considered as the Oversight Body for the CIPS procurement competence assessment and accreditation processes.

605. We acknowledge the need to also engage with other stakeholders and with other organisations within the industry. To make the recommended improvements we will:
- work with the Local Government Association (LGA), National Housing Federation (NHF), Early Adopters, CIPS Construction Procurement Leadership Group and members of WG11 to roll out the Framework and raise procurement competences in their organisations
- raise awareness of the new competence requirements for procurement across the construction sector through conferences and forums held by relevant sector bodies.

Progress to date

606. CIPS has developed a self-assessment tool which is available for any organisation or individual to use to assess their competence against the procurement framework. This was rolled out from August 2020 to key organisations which have agreed to pilot the tool to identify any gaps in competence in specific roles, allowing them to invest in initiatives to raise competence to the required standards.

607. The remaining organisations in WG11 are now committed to working together to implement the recommendations.

Programme to achieve ambition with key milestones

608.
- Update the detailed Competence Framework to reflect changes to RIBA Plan of Work 2020 – *May 2020*.
- Pilot self-assessment tool in key organisations – *August 2020*.
- Feedback on pilot and update self-assessment tool ready for full roll-out – *October 2020*.
- Launch tool as a free resource for all organisations to use – *December 2020*.
- Agree accreditation approach with UKAS and implement the accreditation processes – *December 2020*.
- Work with professional institutes and CITB to make learning resources available for anyone who needs to raise their procurement competence to the right level – *ongoing throughout 2020*.

Acknowledgements

609. Thanks to all those who have provided support, guidance and contributions to the report. Thanks also to CIPS and Trowers & Hamlins for hosting meetings.

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Annexes

Annex 11A Updated Final Report
Annex 11B Consultation log

4 THE NEXT STEPS

Consolidated recommendations

610. These are a summary of recommendations made in the Working Group reports. The full versions can be found in individual Working Groups

611. Recommendations that are common to all Working Groups have been consolidated

612. To briefly summarise, before listing our recommendations, the proposed overarching system of competence is made up of four key elements:
- a new competence committee sitting within the Building Safety Regulator;
- a national suite of competence standards;
- arrangements for independent assessment and re-assessment against the competence standards; and
- a mechanism to ensure that those assessing and certifying against the standards have appropriate levels of oversight.

613. The national suite of competence standards will encompass:
- a British Standard for an overarching competence framework;
- PAS standards for three regulated roles; and
- a series of sectoral competence standards that provide specific requirements for individual disciplines, roles or activities.

614. We are recommending that all individuals whose work on higher-risk buildings is likely to materially affect safety outcomes, or who work unsupervised on these buildings, should meet the skills, knowledge, experience and behaviours set out in the competence frameworks developed by the industry.

615. We are recommending that a top-down and bottom-up approach should be taken to improve systems for assessing and assuring competence. The overarching competence framework, developed as part of our work, will provide a basis for raising the bar for all individuals and across all disciplines.

616. We were pleased that a new competence committee reporting into the Building Safety Regulator was announced in the draft Building Safety Bill as per our Recommendation 1. Similarly, MHCLG has commissioned the National Standards Body to develop the National Standards for the overarching competence

framework and the three regulated roles as per our Recommendation 3, while organisations involved in the Working Groups have committed to continuing to develop the competence standards for their sectors.

Our consolidated list of recommendations follows.

617. **Recommendation 1: A new committee for competence** – A strategic, industry-led building safety competence committee should be created comprising representatives of relevant industry bodies, independent experts, building owners and Government. The committee should be appointed or designated by the Building Safety Regulator to:
- raise competence by working with and challenging professional and trade bodies to drive gap-filling
- promote the equivalence of accreditation or licensing systems
- issue guidance to dutyholders and the Regulator on selecting competent people,
- provide a space for industry to continue to work collaboratively to drive competence more widely
- provide or signpost guidance to industry and the public on relevant legislation, registers and standards relevant to higher-risk buildings.

618. **Recommendation 2: Develop an overarching competence framework** – Industry should complete the work to develop an overarching competence framework for higher-risk buildings as a National Standard under the governance of the National Standards body.

619. **Recommendation 3: Develop competences for regulated roles** – The three regulated roles that have primary responsibility for building and life safety at each stage of a building's lifecycle (Principal Designer, Principal Contractor and Building Safety Manager) require competences in addition to any discipline-related competences. The competences of these regulated roles should be developed and maintained as National Standards. (New PAS standards specifying competence requirements for the three regulated roles are in preparation).

620. **Recommendation 4: Set up a centralised list** – The Building Safety Regulator should hold and maintain a register of those qualified to perform the three regulated roles, with the advice of the building safety competence committee and provide sign-posting to the registers held by the professional and trade bodies (see Recommendation 13).

621. **Recommendation 5: Mandate continuing professional development** – Levels of competence should be maintained and subject to continuing professional development. Common principles of CPD should be established for each sector, which the building safety competence committee should use to hold sectors to account.

622. **Recommendation 6: Develop fire safety materials** – Fire safety CPD materials explaining basic fire science would be beneficial across the industry and for those managing occupied higher-risk buildings.

623. **Recommendation 7: Apply stringent assessment of individuals** – For individuals whose work materially affects safety, or who work unsupervised, compliance needs to be demonstrated by independent, third party assessment. All others working on higher-risk buildings should be supervised by individuals who have been third party assessed as competent to carry out the work and to act as supervisors.

624. **Recommendation 8: Employ competent people** – We are recommending that all individuals whose work on higher-risk buildings is likely to materially affect safety outcomes, or who work unsupervised on these buildings, should meet the skills, knowledge, experience and behaviours set out in the competence frameworks developed by the industry.

625. **Recommendation 9: Reassess competence** – For those involved with higher-risk buildings, there should be a robust system of reassessment so as to ensure that they have maintained their competence in relation to the work they are registered / certified to undertake and have a plan to develop new competences where necessary. The frequency of reassessment may vary between disciplines, but it should be at least every five years.

626. **Recommendation 10: Improve existing arrangements** – Existing arrangements, for assessing and reassessing competence, in the main delivered through certification and professional registration, should be improved to include – as a minimum – the competences needed for working on higher-risk buildings.

627. **Recommendation 11: Adopt the sectoral competence frameworks** – The competence frameworks proposed by each working group (WG1-WG12) should be adopted as the basis for assessing the competence of those in the profession / trade covered by the framework who work on higher-risk buildings. Professional and trade bodies are expected to develop and maintain their individual sector-specific or discipline competence frameworks in light of the overarching competence framework as it develops.

628. **Recommendation 12: Extend the competence frameworks** – A similar approach to the current methodology should be employed for all trades and professions not yet addressed. Specifically, the community in question should work collectively to undertake a process of analysis and enhancement to make competences clear, robust and fit for purpose. The overarching competence framework is designed to enable other sectors to be brought within it.

629. **Recommendation 13: Professional bodies should maintain registers of competent individuals** – Professional and trade bodies that assess and reassess members against a sector specific competence framework for higher-risk buildings are expected to maintain a register of those individuals certified under their scheme.

630. **Recommendation 14: Apply stringent assessment for organisations** – In those sectors where third party assessment is carried out at the organisation level (ie, companies, rather than, or as well as individuals, are third party assessed), the requirements for organisations will need to set out clearly how the competence of the individuals carrying out the work is assessed and how they are managed and supervised.

631. **Recommendation 15: Oversight of assessors** – All organisations carrying out the assessment and reassessment of competence should themselves be subject to a rigorous system of oversight for their activities in relations to higher-risk buildings (in *Building a Safer Future* referred to as 'accrediting the accreditors'). This should be undertaken by a body such as UKAS or the Engineering Council, or another body able to demonstrate equivalent standards of accreditation or licensing.

632. **Recommendation 16: Mandatory registration/certification** – Wherever appropriate, Government should mandate persons working on higher-risk buildings to be registered/ certified by a recognised professional/ certification body.

Working Group 1 – Engineers

633. **Recommendation 17: Appoint a Lead Engineer** – Dutyholders should appoint a Lead Engineer with responsibility for overall safety systems integration and risk management.

634. **Recommendation 18: Adopt a safety management system** – For interfaces between systems a systematic safety management process should be used throughout the building lifecycle, comprising a safety management system, safety case and a hazard identification and risk assessment methodology with engineering leadership; ensuring effective process and functional integration. This should be a user-friendly process to enable collaboration across stakeholders incorporating the needs of the residents.

635. **Recommendation 19: Assessment and revalidation for engineers** – The Engineering register should incorporate the contextualised standards requiring assessment and re-validation based on the identified levels of higher-risk buildings competences cross-referenced to the overarching competence framework, and build competence profiles underpinned by the code of ethics.

Working Group 2 - Installers

636. **Recommendation 20: Use a recognised framework including card scheme** – The industry should adopt a framework for all the installer sectors working on higher-risk buildings that can be applied to other project types. The framework will consist of:
- Accredited third party certification of companies
- Level 2 or 3 qualifications for individuals
- A card scheme such as, but not limited to, the CSCS
- CPD refresher training and the maintenance of individual skills
- All installers have a core knowledge of fire safety in buildings – training to be standardised and made mandatory.

637. **Recommendation 21: New sector assurance frameworks** – Where sectors do not currently operate within the above, these will need to be defined and developed.

638. **Recommendation 22: Standardised terminology** – The same educational terms should be adopted across all installer sectors.

639. **Recommendation 23: Refresher training** – An industry-wide CPD refresher training programme should be introduced within each installer sector specifying the training, process and accessible storage of records. Contractors and building safety managers should ensure industry-agreed fire safety resources are presented to all installers at induction.

640. **Recommendation 24: New competence systems** – WG2 continues to explore competence systems for designers and task supervisors.

Working Group 3 – Fire Engineers

641. **Recommendation 25: Recognise professional engineers** – Professional engineers (individuals who are members of a Professional Engineering Institution licensed by the Engineering Council) should be recognised as a means of providing assurance of relevant competence.

642. **Recommendation 26: Central guidance on roles** – That MHCLG should produce statutory guidance for the Principal Designer, Principal Contractor and Building Safety Manager roles to ensure that those in these regulated roles appoint only professionally registered fire engineers to ensure that fire safety critical work on in-scope buildings is carried out appropriately.

643. **Recommendation 27: RIBA Plan to Work of become the norm** – The RIBA Plan of Work is accepted as an industry standard template for managing projects.

644. **Recommendation 28: Fire safety strategy to be part of design** – A number of key fire engineering-related deliverables should be produced as part of the design process – notably a fire safety strategy for the works, which will describe the basis of the fire safety design and which will detail how the design meets the relevant legislation and standards. This should be updated as the project progresses and upon completion a final version should be handed to the building user. This will assist the dutyholder and their other fire safety advisors and risk assessors to undertake their duties once the premises are in occupation.

Working Group 4 – Fire Risk Assessors

645. **Recommendation 29: Assessor accreditation** – Accredited third party certification of fire risk assessors and organisations should be introduced with registers of persons accredited by UKAS and others validated by being part of a Professional Engineering Institution licensed by the Engineering Council.

646. **Recommendation 30: Statutory duty to use accredited assessors** – A statutory requirement to use only fire risk assessors meeting the standards defined in WG4 criteria to conduct assessments of in-scope buildings and those of complex fire risk will safeguard and reassure the public, regulators and firefighters that competent fire risk assessments have been made.

647. **Recommendation 31: Register for fire risk assessors** – To assist the public, responsible persons and dutyholders to gain reassurance and confidence, a fire risk assessors' register compiled from the existing registers is proposed. It should be easy to use with open public access to records of individuals and organisations who both meet the defined criteria and are validated or registered by a certification or professional body.

Working Group 5 – Fire Safety Officers

648. **Recommendation 32: Resolve legislative overlap:** – The legislative fire safety overlap should be resolved and / or those who are responsible for regulating fire safety under the Housing Act should demonstrate their competence through a suitable competence framework.

649. **Recommendation 33: Initiate a recruitment drive** – Government should consider the broader issues associated with recruitment and retention of fire safety officers and support fire and rescue services in addressing these.

650. **Recommendation 34: Provide additional funding** – The increased financial burdens to fire and rescue services as a result of enhanced competence standards proposed in the revised competence framework should be addressed by Government to ensure effective fire safety regulation by professional, competent fire and rescue service fire safety officers.

651. **Recommendation 35: Quality assurance in other areas** – Consideration needs to be given to how the competence of fire safety officers in the devolved administrations, Crown Premises Fire Safety Inspectorate and Defence Fire Safety Regulators are quality assured.

Working Group 6 – Building Standards Professionals

652. **Recommendation 36: Accept the framework** – WG6 framework should be accepted for the assessment of competence of building standards professionals working on higher-risk buildings.

653. **Recommendation 37: Mandate regular peer reviews** – The period between peer review of competence for Building Standards Professionals should be at least once every five years, subject to there being suitable management systems within the workplace to monitor competence and record CPD annually.

654. **Recommendation 38: A central role for the Building Safety Regulator** – The regulator should be the body responsible for controlling and maintaining the system of competence for the building standards profession.

655. **Recommendation 39: Restrict the framework alteration process** – Any changes to this framework can only be with the consideration and approval of the organisations (not individuals) forming Working Group 6.

Working Group 7 – Building Designers (including architects)

656. **Recommendation 40: Competence framework to cover designers** – The competence framework at Annex 7C is adopted as a way for assessing the competence of building designers working on higher-risk buildings, and is reviewed on a regular basis.

657. **Recommendation 41: Five-yearly reassessments** – That the competence of building designers working on higher-risk buildings is reassessed every five years.

Working Group 8 – Building Safety Managers

658. (The summary of recommendations made by WG8 below, is expanded on within the full report *Safer People, Safer Homes: Building Safety Management*, issued by WG8 in conjunction with this report).

659. **Recommendation 42: A defined role for Building Safety Manager** – The Building Safety Manager (BSM) should:
- be a role with statutory duties and functions, responsible for life safety in whole buildings and for engagement with residents / occupiers
- ideally sit within a wider organisational structure, the Organisation BSM. The body corporate will need to comply with legal requirements for organisational capability – which will be assessed during the Building Registration Certification (BRC) application process) – and will have to have a named (senior) individual that will ensure that the Named Individual BSM(s) will be appropriately competent and have the resources necessary
- be appointed by the Accountable Person (AP), who is the dutyholder. The AP cannot delegate their duties to the BSM.

660. **Recommendation 43: Defined role for Named Individual** – A competence framework for the Named Individual BSM covering the core knowledge, skills, experience and behaviours required for the role, should be adopted for higher-risk buildings and beyond.

661. To be a competent Named Individual BSM, a person must:
- demonstrate adequate and appropriate minimum relevant experience in managing building risk, and demonstrate a relevant recognised professional qualification
- demonstrate the requirements of the competence framework are met through assessment of their skills, knowledge, experience and behaviour
- resubmission for certification of Named Individual BSM competence should occur every three years, evidencing participation in a refresher course, relevant CPD and adherence to the Code of Conduct.

662. **Recommendation 44: Statutory registration and certification** – There should be a statutory certification and registration structure for higher-risk buildings covering:
- a building registration: to operate and occupy buildings in scope with any residential accommodation, with classification based on risk profile which would include building types, occupancy and complexity, amongst others
- registration (checking of suitability criteria during the building registration process) for the legal entity BSM organisation to operate residential accommodation
- registration for the Accountable Person / dutyholder who would be held responsible and accountable for building safety and resident engagement.
- certification (third party accredited) for the Named Individual BSM against the WG8 competence framework
- a national register for these statutory roles, (AP, BSM, Named Individual BSM) maintained by the regulator to facilitate the traceability and transparency of role holders.

663. **Recommendation 45: A mandatory Fire and Emergency File** – To maintain the golden thread of information throughout a building's lifecycle, the Fire and Emergency File should become mandatory for all residential new and existing residential buildings (except detached and semi-detached owner occupied).

664. **Recommendation 46: Common formatting of information** –The content and structure of the Safety Case File and the Fire and Emergency File should be mandated, and this information should only be uploaded and managed by competent persons. The information should be held on a single national database.

665. **Recommendation 47: BSM's residential role** – The BSM will be responsible for the resident engagement strategy and its implementation, for and on behalf the dutyholder.

666. **Recommendation 48: 'Fire kills' campaign extended** – Occupier education and engagement should be supported by an extended 'Fire Kills' campaign.

667. **Recommendation 49: Residential access rights** – There should be a strengthened right of 'reasonable and proportionate' access to individual residential units which should be enshrined in new and standard clauses in leases and provided for in existing tenure contracts.

Working Group 9 – Site Supervisors

668. **Recommendation 50: Three on-site roles** – There is a need for three distinct roles to ensure the on-site delivery of a safe building (Annex 9A details the competence framework required of each role):
    - Construction Project Manager (CPM), whose primary role is to liaise with the client and design team, procure the appropriate subcontractors, materials, plant and equipment required of the project and oversee all construction work
    - Site Supervisor (SS), who oversees the on-site construction works to ensure the works are completed safely, to specification and to the required standard
    - Independent Construction Assessor (ICA), a new role working on behalf of the client, is involved in the design phase defining the test and inspection regime required and then assures the on and off-site works comply with the design and all necessary building standards and regulations.

Working Group 10 – Project Managers

669. **Recommendation 51: Competence framework for project managers** – The adoption of a project management competence framework with additional requirements particular to in-scope buildings should be standardised.

670. **Recommendation 52: Comprehensive competence required** – That 'comprehensive' be the level of competence that is required of PMs ('comprehensive' being the highest level of competence as defined within the APM framework).

671. **Recommendation 53: Professional bodies accredited** – That the professional bodies involved in the training and accreditation of project managers seek to have their own in-house systems, which focus on the particular area of in-scope competences, accredited by a third party organisation.

672. **Recommendation 54: Professional body membership mandatory** – That all project managers in this field must be members of a recognised professional body (or equivalent).

Working Group 11 – Procurement Professionals

673. **Recommendation 55: Accrediting the Procurement Lead** – The Procurement Lead will be assessed and accredited against a new procurement competence framework which identifies the capabilities and knowledge that are needed to carry out all procurement activities identified for in-scope buildings.

674. **Recommendation 56: Procurement Lead essential** – There must be a designated individual who is assigned as the procurement lead. This lead must have a comprehensive competence level at every stage of the RIBA Plan of Work.

Working Group 12 – Construction Products Competence

675. **Recommendation 57: Competence matrix as benchmark** – The 'SKEB' competence matrix and methodology should be further developed through the National Standards programme and rolled out across the built environment industry as a benchmark for ensuring correct product interactions.

676. **Recommendation 58: Competence matrix recognition** – The new regulatory framework and sanctions recognise the WG12 competence framework as the way industry is to behave when addressing products and their interactions.

677. **Recommendation 59: Framework to be industry integrated** – As the WG12 framework is developed and applied, due consideration is made to ensure it co-ordinates and fits with other competence work and with product information standards (being developed by the CPA Marketing Integrity Group).

Implementation plan

678. The report describes our work to date in setting up a new system of competence to raise the bar and offer reassurance to occupiers and owners that buildings are safe. The most important step is now rolling out these plans across the disciplines and roles the new competence standards are intended to improve.

679. Because of the differing 'starting points' across the trades and professions that make up the built environment sector, some aspects of our work are at different stages of progress to others. The Working Groups set up under the CSG will continue on the journey of developing the key skills, knowledge, experience and behaviours to ensure the plans and recommendations are implemented across the sectors.

680. In very broad terms there are two strands: putting the formal mechanisms in place – like the overarching competence standards, and sector specific competence frameworks to set the bar for the professions; and then ensuring that these new mechanisms are widely adopted.

681. The widespread involvement of so many organisations as part of this work, along with an acceptance of the need to change are both positives, but there is still a lot of hard work ahead to convert a strategy into business as usual. So, while the organisations which have been involved in this work will be doing all in their power to promote the new system, there is some concern that without making third party certification against the new frameworks compulsory for those working on higher risk buildings, there will still be companies who take the view that the cost and investment will not offer any commercial advantage. We hope that secondary legislation to the draft Building Safety Bill will provide a clearer mandate for compliance.

682. The detailed next steps and implementation plans are set out in the reports of the individual working groups, along with a timetable in some cases.

683. In terms of the development of the National Standards, the new agile standards development methodology will be deployed and the key timetable is as follows:

684. Development and implementation of assessment and oversight systems will vary between disciplines, depending on the completion of competence criteria. Where good progress is made on this it is possible that agreed assessment and oversight arrangements could be in place for some disciplines within a year. Where completion of the competence criteria is delayed, this could take significantly longer (up to Spring 2023).

685. The key timetable for development is as follows:

- Publication of the overarching competence framework for first public consultation – *September 2020*
- Publication of the overarching competence framework standard for second public consultation – *January 2021*
- Publication of the overarching competence framework standard for third public consultation. Work begins on PAS standards for Principal Designer, Principal Contractor and Building Safety Manager – *April 2021*
- Publication of the overarching competence framework British Standard and accompanying guidance; and PAS standards published for Principal Designer, Principal Contractor and Building Safety Manager – *March 2022*

686. We are planning to produce a consolidated timetable of our development plan after publication of *Setting the Bar*.

Conclusion

687. Over the past two years the CSG has assembled an unprecedented coalition of organisations from across the fire safety and construction sectors and those representing building owners and managers. Our aim has been to come up with a blueprint to improve competence for those working on higher-risk buildings and drive a culture change in the industry.

688. We believe that the CSG's recommendations achieve both of these objectives: they lay firm foundations for a more coherent and consistent approach to assessing and ensuring competence across the critical disciplines; and accompanied by legislation laid out in the draft Building Safety Bill, they can help pave the way for a culture change across the whole building industry, so that everyone recognises their responsibility as part of a wider system for delivering safe buildings.

689. The work was initiated by the recommendations in Dame Judith Hackitt's review *Building a Safer Future*. But there has been no doubt of a long-felt and urgent need for change in the industry, and those who have chaired, administered or taken part in the working groups, numerous consultations and conferences have taken up the challenge with determination and gusto.

690. We consulted widely on our direction of travel in the Interim Report, *Raising the Bar*, published in August 2019, and have taken on board feedback as working groups have continued to develop sector frameworks. These frameworks will provide the skills, knowledge, experience and behaviours needed to carry out specific roles, and a more rigorous approach to the training and assessment needed to ensure that is the case. Alongside, we have drawn up stringent recommendations for continual learning, reassessment and third party accreditation of those assessing competence. Many sector groups have drawn up their frameworks across all building types and not just those in the higher-risk categories.

691. Inevitably, our report is a snapshot in time of a highly ambitious programme to overhaul competence and culture. Because of the differing 'starting points' across the trades and professions that make up the built environment and fire safety sectors, some aspects of our work are at different stages of progress to others. Many of the Working Groups have identified that time and investment will be required to achieve the outcomes detailed in their recommendations. The scale of costs and time required are diverse, being related to matters like the current availability of people and maturity of training and development systems. Some Working Groups envisage completely new arrangements; others the modification or adaptation of existing systems.

692. The many different types of installers of building elements and equipment relating to fire safety, for example, have started from a base with inconsistent standards, all of which need to be assessed. The requirement for a Building Safety

Manager has necessitated competences being drawn up and developed for what is an entirely new role and profession.

693. At the same time, work has been initiated on the development of a National Standard for an overarching competence framework, which will underpin the sector specific competence frameworks and provide a common set of principles that all those in critical trades will need to be assessed against. It will also form the basis for the three PAS standards for the three regulated roles of Principal Designer, Principal Contractor and Building Safety Manager.

694. The overarching competence framework is designed to be flexible enough with the intention that those sectors not yet included can in time be brought into the system. And we have made recommendations that this happens for a number of additional roles, including designers of specialist trades, legal experts and clients. This is a role we would expect the Building Safety Regulator to pick up, through a newly formed committee for industry competence, as it was referred to in the draft Building Safety Bill.

695. There is still much to be done, not least by the Working Groups, many of which will remain in place and take forward their work, possibly reporting directly to the proposed building safety competence committee, or through a continuation of the Competence Steering Group.

696. The new committee will have much to consider and establish to drive change, improve competences and adjudicate over a system that has to work in practice as well as in theory.

697. We have considered both of these situations and have recommended that for individuals whose work materially affects safety, or who work unsupervised, compliance needs to be demonstrated by independent, third party assessment and periodic reassessment. All others working on higher-risk buildings should be supervised by individuals who have been third party assessed as competent to carry out the work and to act as supervisors.

698. Similarly, we recommend that in those sectors in which third party assessment is carried out at the organisation level (ie, companies rather than / or as well as individuals are third party assessed), the requirements for organisations will need to set out clearly how the competence of the individuals carrying out the work is assessed and how they are managed and supervised.

699. We also recognise the need for more cultural improvement: doing a job well is about attitude and values as well as having the right skills and qualifications on paper.

700. We very much welcome the proposal to set up the building safety competence committee and the recognition that there needs to be continued oversight to

provide continued improvement and guidance. We urge that this new committee is set up as soon as possible.

701. That said, we are disappointed the draft Building Safety Bill has stopped short of mandating the need for those working on higher-risk buildings to be assessed against the frameworks. Instead, MHCLG is relying on the top-down approach – greater accountability through the new dutyholder roles, coupled with more oversight through the gateway process to drive changes in behaviour from above.

702. Responsible firms will want to adopt the sectoral frameworks and ensure that those in their employ working on higher-risk buildings are assessed against them by third party accredited organisations. But at a time when the economy is fragile, and the industry is facing a period of financial turmoil, those that are pursuing the highest standards of competence and quality need to know that they are competing in a market which rewards the right behaviours.

703. Without regulatory pressure, it remains likely that those who can undercut on price by not complying with the new framework will continue to win work, and the culture of cutting corners and putting building users at risk will remain.

704. There certainly needs to be a great deal more signposting of the importance of appointing individuals or organisations that have the appropriate certification/ registration.

705. It is vital Government takes the lead and sets the example of leading culture change by requiring that the competence framework set out within this report must be met by any company or individual working on any higher-risk building.

706. Using opportunities such as where the public sector is the client, or where a contract involves a public sector project in the built environment including the management of occupied premises, the Government should implement, and through advice to public authorities and agencies, seek to use and promote the competence framework.

707. The CSG believes that in the publication of its draft Building Safety Bill, Government has set out the biggest reform of building safety in 40 years. We trust that it will provide the mandate for the adoption of sector-specific competence frameworks in the secondary legislation, which we hope to see as soon as is practicable.

708. There is no time to lose in casting aside the substandard practices that have shamed the industry. In this document we have set a new bar. We would urge all those in professions and trades in life-critical disciplines to attain these higher levels of competence. Only then can we rebuild the trust of those who occupy and live in the buildings we design, construct and manage.

5. APPENDICES

Appendix A

Acronyms used in this report

ACA	Association of Consultant Architects
ACAI	Association of Consultant Approved Inspectors
ACOP	Approved Code of Practice
AI	Approved Inspector
ALARP	As Low As Reasonably Practicable
AP	Appointed Person
APEL	Accredited Prior Experiential Learning
APM	Association of Project Management
ARB	Architects Registration Board
ARMA	Association of Residential Managing Agents
ASFP	Association for Specialist Fire Protection
ATPC	Approved Third Party Certification
BAFE	British Approvals for Fire Equipment
BAFSA	British Automatic Fire Sprinkler Association
BBA	British Board of Agrément
BCB	Building Control Body
BECSSG	Built Environment Competence Standards Strategy Group
BESA	Building Engineering Services Association
BPF	British Property Federation
BIM	Building Information Modelling
BRE	Building Research Establishment
BSC	Building Safety Coordinator
BSCC	Building Safety Competence Committee
BSI	British Standards Institution
BSM	Building Safety Manager
BSP	Building Standards Professional
BSRIA	Building Services Research and Information Association
CABE	Chartered Association of Building Engineers
CDM	Construction Design and Management Regulations (2015)
CEng	Chartered Engineer
CIAT	Chartered Institute of Architectural Technologists
CIBSE	Chartered Institution of Building Services Engineers
CIC	Construction Industry Council
CICAIR	CIC Approved Inspectors Register

CICES	Chartered Institution of Civil Engineering Surveyors
CIH	Chartered Institute of Housing
CIOB	Chartered Institute of Building
CIPS	Chartered Institute of Procurement and Supply
CITB	Construction Industry Training Board
CIPHE	Chartered Institution of Plumbing and Heating Engineers
CLC	Construction Leadership Council
COPC	Code of Professional Conduct
CPA	Construction Products Association
CPD	Continuing Professional Development
CPM	Construction Project Manager
CPS	Competent Persons' Scheme
CROSS	Confidential Reporting on Structural Safety
CSCS	Construction Skills Certification Scheme
CSG	Competence Steering Group
DoE	Department of Education
EAG	Early Adopters Group
ECA	Electrical Contractors Association
EHO	Environmental Health Officer
EI	Energy Institute
EngC	Engineering Council
EngTech	Engineering Technician
EPC	Energy Performance Certificate
FBCWG	Future of Building Control Working Group
FEF	Fire and Emergency File
FIA	Fire Industry Association
FOA	Fire Officers' Association
FPA	Fire Protection Association
FPOW	RIBA Plan of Work for Fire Safety
FRACC	Fire Risk Assessment Competency Council
FRS	Fire and Rescue Services
FSB	Fire Standards Board
FSF	Fire Sector Federation
FSO	Fire Safety Officer
FSO	Fire Safety Order
GGF	Glass and Glazing Federation
GRIP	Guidance for Regulation Information Point
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services
HMO	House in Multiple Occupation
HSE	Health and Safety Executive
HVAC	Heating, Ventilation and Air Conditioning
ICA	Independent Construction Assessor
ICB	International Competence Benchmark
ICE	Institution of Civil Engineers
ICCTech	Information and Communications Technology Technician
ICWCI	Institute of Clerks of Works and Construction Inspectorate

IEC	International Electrotechnical Commission
IEng	Incorporated Engineer
IET	Institution of Engineering and Technology
IfATE	Institute for Apprenticeships and Technical Education
IFC	International Fire Consultants
IFE	Institution of Fire Engineers
IFPO	Institute of Fire Prevention Offices
IFSM	Institute of Fire Safety Managers
IIF	Incident and Injury Free
IMechE	Institution of Mechanical Engineers
IOSH	Institution of Occupational Safety and Health
IRG	Industry Response Group
IRPM	Institute of Residential Property Management
ISO	International Standards Organization
ISSG	Industry Safety Steering Group
IStructE	Institution of Structural Engineers
IWFM	Institute of Workplace and Facilities Management
JCA	Joint Competent Authority
JRG	Joint Regulators' Group
LABC	Local Authority Building Control
LABS	Local Authority Building Standards
LEXiCON	A single process for BIM data
LFB	London Fire Brigade
LGA	Local Government Association
MIG	Marketing Information Group (CPA)
MHCLG	Ministry of Housing, Communities and Local Government
NAPIT	National Association of Professional Inspectors and Testers
NFCC	National Fire Chiefs Council
NFSN	National Fire Sprinkler Network
NHBC	National House-Building Council
NHF	National Housing Federation
NOS	National Occupational Standards
NSHFG	National Social Housing Fire Group
NVQ	National Vocational Qualification
OCFS	Overarching Competency Framework Standard
Ofqual	Office of Qualifications and Examinations Regulations
PAS	Publicly Available Specification
PC	Principal Contractor
PD	Principal Designer
PEEP/S	Personal Emergency Evacuation Plan/s
PEI	Professional Engineering Institution
PM	Project Manager
RMC	Residents' Management Company
RTM	Right To Manage
PoW	Plan of Work (RIBA)
PPP	Products, Processes, People

QFSM	Queen's Fire Service Medal
RAEng	Royal Academy of Engineering
RAO	Residential Accommodation Operator
RIBA	Royal Institute of British Architects
RICS	Royal Institution of Chartered Surveyors
RoPA	Regulation of Property Agents
SAKE	Skills, Attitude, Knowledge, Experience
SCOSS	Standing Committee on Structural Safety
SKEB	Skills, Knowledge, Experience and Behaviour
SMS	Safety Management System
SS	Site Supervisor
UKAS	United Kingdom Accreditation Service

Appendix B

Glossary of Terms

Term	Definition
Accountable Person	(a) a person who holds a legal estate in possession in any part of the common parts, or (b) a person who is under a relevant repairing obligation in relation to any part of the common parts.
Accreditation	Third party attestation related to a conformity assessment body, conveying formal demonstration of its competence, impartiality and consistent operation in performing specific conformity assessment activities such as certification, inspection, testing and calibration.
Active fire protection	Method(s) used to reduce or prevent the spread and effects of fire, heat or smoke by virtue of detection and/or suppression of the fire and which require a certain amount of motion and/or response to be activated.
Approved Document	Guidance approved and issued under Section 6 of the Building Act 1984 to provide practical guidance on ways to comply with the requirements in the Building Regulations 2010.
Approved Inspector (AI)	A person or body corporate approved under Section 49 of the Building Act 1984 to carry out building control functions as an alternative to Local Authority building control in England.
Assessment / audit	The formal process of obtaining relevant information and evaluating it objectively to determine the extent to which specified requirements have been fulfilled.
Bow tie analysis	A barrier-based risk evaluation method that can be used to analyse and demonstrate causal relationships in high risk scenarios.
Building control	A statutory process involving an independent third party assessment to ensure that building work complies with the building regulations through the process of checking plans and site inspections.

Building control body (BCB)	A local authority or an Approved Inspector who assesses compliance with Building Regulations' requirements.
Building information modelling (BIM)	A digital process for creating and managing information on a construction project across the project lifecycle.
Building lifecycle/ lifecycle of the building	The life of a building covering procurement, design, construction, occupation, maintenance and refurbishment and ultimately, demolition.
Building safety	'Building safety' under the Building Safety Regulation, refers to the major safety hazards that might result in multiple casualties, principally fire safety and structural safety of a building. Other safety hazards may be considered where these have potential to impact on the fire safety of a building, such as electrical and gas safety.
Building Safety Manager (BSM)	The Building Safety Manager can be an individual or organisation whose principal role is to support the Accountable Person in the day-to-day management of fire and structural safety in the building.
Building Safety Regulator (BSR)	The new regulator established in the Health and Safety Executive (HSE) that will be responsible for implementing a more stringent regulatory regime for buildings in scope; overseeing the safety and performance of all buildings; and oversight of the competence and organisational capability of professionals, tradespeople and building control professionals working on all buildings.
Building safety risk	A risk to the safety of persons in or about a building arising from the occurrence as regards the building of any of the following: (a) fire; (b) structural failure; (c) any other prescribed matter.
Built environment (sector)	Legislation, guidance, organisations and individuals who work to design, plan, construct and maintain buildings and the spaces between them.
Certification	Third party attestation related to a product, process, system or person.
Client (CDM2015)	Any person for whom a [construction] project is carried out.

Competence/ competences	Competence is the combination of skills, knowledge, experience and behaviours that enable a person to undertake responsibilities and perform activities to a recognised standard on a regular basis.
Competence framework	A set of agreed skills, knowledge, experience and behaviours required for a profession or trade in order to perform their work to predetermined standards and expectations and maintain or improve their performance over time.
Competency/ competencies	A person's ability to perform a certain task.
Competent person	A competent person is someone who has sufficient training and experience or knowledge and other qualities that allow them to assist you properly. The level of competence required will depend on the complexity of the situation and the particular help you need.
Construction (Design and Management) Regulations 2015 (CDM 2015)	The main set of regulations for managing the health, safety and welfare of workers during construction projects.
Construction work (CDM2015, Reg 2)	The carrying out of any building, civil engineering or engineering construction work and includes-(a) the construction, alteration, conversion, fitting out, commissioning, renovation, repair, upkeep, redecoration or other maintenance (including cleaning which involves the use of water or an abrasive at high pressure, or the use of corrosive or toxic substances), de-commissioning, demolition or dismantling of a structure; (b) the preparation for an intended structure, including site clearance, exploration, investigation (but not site survey) and excavation (but not pre-construction archaeological investigations), and the clearance or preparation of the site or structure for use or occupation at its conclusion; (c) the assembly on-site of prefabricated elements to form a structure or the disassembly on-site of the prefabricated elements which, immediately before such disassembly, formed a structure; (d) the removal of a structure, or of any product or waste resulting from demolition or dismantling of a structure, or from disassembly of prefabricated elements which immediately before such disassembly formed such a structure;

	(e) the installation, commissioning, maintenance, repair or removal of mechanical, electrical, gas, compressed air, hydraulic, telecommunications, computer or similar services which are normally fixed within or to a structure, but does not include the exploration for, or extraction of, mineral resources, or preparatory activities carried out at a place where such exploration or extraction is carried out.
Continuing professional development (CPD)	Continuing professional development is the intentional maintenance and development of the knowledge and skills needed to perform in a professional context. It includes the process of tracking and documenting skills, knowledge and experience gained both formally and informally beyond any initial training.
Contract management	Contract management is the process of systematically and efficiently managing contracts with suppliers to make sure all the terms of the contract are met, maximising operational and financial performance and minimising risk.
Contractor (CDM2015)	Any person who, in the course or furtherance of a business, carries out, manages or controls construction work.
Construction project manager	A competent person whose primary role is to liaise with the client and design team, procure the appropriate subcontractors, materials, plant and equipment required for the project and oversee all construction work.
Designer	An organisation or individual whose work involves preparing or modifying designs, drawings, specifications, bills of quantity or design calculations.
Dutyholder	The key roles (whether fulfilled by individuals or organisations) that are assigned specific responsibilities at particular phases of the building lifecycle, as defined in legislation.
Early Adopters Group	Construction firms and housing associations that are piloting key elements of the new regulatory regime.
Enforcement	Action which relates to securing compliance with a restriction, requirement or condition in the event of them being breached or action taken with a view to impose a sanction or to pursue a remedy in respect of an act or omission.

Fire and Emergency File (FEF)	One of the core information products that dutyholders will be required to produce during the design and construction phase. This builds upon any fire statement produced at gateway one and sets out the key building fire safety information (design intent and strategy for compliance with Building Regulations). The file will be updated during the construction phase with as-built information and to confirm compliance. The file will be passed to the client and will be used by the Accountable Person to manage fire safety during the occupation phase.
Fire engineer	A person with the ability to apply the principles of fire engineering (see Fire Engineering)
Fire engineering	Fire engineering is the application of scientific and engineering principles, rules [codes], and expert judgment, based on an understanding of the phenomena and effects of fire and of the reaction and behaviour of people to fire, to protect people, property and the environment from the destructive effects of fire.
Fire hazard Identification	Process of recognising that a fire hazard exists and defining its characteristics.
"Fire Kills" campaign	A public awareness campaign alerting the public of fire hazards and urging them to install smoke alarms on every floor.
Fire protection measures	Passive or active measures taken within a building to increase the level of protection to the occupants.
Fire risk	Combination of likelihood and consequence(s) of fire.
Fire risk assessment	A process to determine the risks from fire to which relevant persons are exposed for the purpose of identifying the adequate measures to reduce those risks to as low as reasonably practicable.
Fire risk assessor	A competent person who carries out, and documents, a fire risk assessment.
Fire safety engineering	Application of engineering methods to the development or assessment of designs in the built environment through the analysis of specific fire scenarios or through the quantification of risk for a group of fire scenarios.

Fire safety regulator	A competent person who is authorised in writing by an enforcing authority or by the Secretary of State to regulate premises under the applicable fire safety legislation for those premises.
Fire safety training	Formal training provided to employees, with the objective of imparting sufficient information on the relevant fire risks, fire prevention measures, fire protection measures and fire procedures in the building to ensure the safety of employees from fire.
Gateway points	Pre-determined stages in the building lifecycle where the dutyholder must demonstrate that they are managing building safety risks appropriately before they are permitted by the Building Safety Regulator to continue to the next stage of development.
Golden thread	The (digital by default) record of prescribed documents and building information needed to ensure that the original design intent and any subsequent changes to the building are captured, preserved and used to support safety improvements throughout the building lifecycle.
Hazard identification	Part of the process used to evaluate if any particular situation, item, thing, etc. may have the potential to cause harm.
Health and safety file (CDM2015, reg 12(5))	A file appropriate to the characteristics of the project which must contain information relating to the project which is likely to be needed during any subsequent works to the project building to ensure the health and safety of any person.
Higher-risk buildings	Buildings in scope of the legislation and under the control of the Building Safety Regulator.
In-scope buildings/ designated properties/ buildings 'in scope'	Buildings included within the scope of the definition of higher-risk buildings.
Industry professionals	Building owners and those carrying out the functions that will fall to key roles under the proposed building safety regime, as well as people fulfilling roles that might in future contribute to creating and maintaining the safety case.

Initial professional development (IPD)	The intentional workplace development of the skills, knowledge, experience and behaviours, including the commencement of the application of professional judgement, needed to acquire competence.
Installer	An operative or organisation working, with the appropriate competencies, to place a specific product or system on-site.
Regulated roles	The three key roles responsible for building safety during design, construction and occupation phases of the building lifecycle: Principal Designer, Principal Contractor, Building Safety Manager.
Lead Engineer	Advisor to the dutyholder to ensure all the engineering components of a building in scope are suitably co-ordinated and compatible with one another in terms of safety, functionality and future maintainability.
Life safety systems	Any interior building element designed to protect and evacuate the building population in emergencies, including fires and earthquakes, and less critical events, such as power failures.
Material alteration / materially affect	An alteration is material for the purposes of the Building Regulations 2010 if the work, or any part of it, would at any stage result— (a) in a building or controlled service or fitting not complying with a relevant requirement where previously it did; or (b) in a building or controlled service or fitting which before the work commenced did not comply with a relevant requirement, being more unsatisfactory in relation to such a requirement.
Mitigation	Action taken to limit the consequences of a major accident to people and the environment.
National occupational standards	National occupational standards are statements of the standards of performance individuals must achieve when carrying out functions in the workplace, together with specifications of the underpinning knowledge and understanding.
Passive fire protection	Passive fire protection is built into the structure to provide stability and into walls and floors to separate the building into areas of manageable risk – compartments. These areas

	are designed to restrict the growth and spread of fire allowing occupants to escape and offering protection for firefighters.
Person	A 'person' [in health and safety legislation] may be an individual, a corporate body or a partnership.
Principal Contractor	A contractor appointed by the client to manage the construction phase on projects with more than one contractor. The principal contractor's main duty is to plan, manage, monitor and coordinate health and safety during this phase, when all construction work takes place.
Principal Designer	A designer appointed by the client to control the pre-construction phase on projects with more than one contractor. The Principal Designer's main duty is to plan, manage, monitor and coordinate health and safety during this phase, when most design work is carried out.
Professional body	A professional body is an organisation with individual members practising a profession or occupation in which the organisation maintains an oversight of the knowledge, skills, conduct and practice of that profession or occupation. For example, The Institution of Fire Engineers is a Professional body.
Professional commitment	Commitment to abide by a code of conduct and professional behaviours that normally includes a requirement to practise ethically, and maintaining and acting within limits of competence.
Professional registration	Registration with a professional body (see professional body above).
Project manager	In the context of this report, the primary focus is on someone who manages all aspects of a built environment project for a Client, thus providing a single point of contact and responsibility for the rest of the design and construction team.
Prüfingenieur	German system of test engineer for structural analysis.
Recognised prior learning (RPL)	The process of recognising previous formal, informal or experiential learning so that the learner avoids having to repeat learning/assessment within a new qualification.

Refurbishment	Construction, alteration, conversion, fitting out, commissioning, renovation, repair, upkeep, redecoration or other maintenance, de-commissioning, demolition or dismantling of a structure.
Registration	Entry in a register of individuals or organisations who have had their competence assessed or re-assessed through a recognised third party scheme.
Resident engagement strategy	A requirement of the Accountable Person and must promote the participation of residents and flat owners in the decision-making about building safety risks in their building.
Responsible Person	Under the Regulatory Reform (Fire Safety) Order 2005, a responsible person is generally an employer or, in premises which is not a workplace, the owner or other person who has control of the premises in connection with carrying on of a trade, business or other undertaking (whether for profit or not).
Revalidation (of competence)	Re-assessment to determine that competence has been maintained to the required level.
Review	The process by which a fire risk assessment is examined and evaluated in order to determine its adequacy.
Risk	The chance, high or low, that somebody could be harmed by one or more hazards, together with an indication of how serious the harm could be.
Risk assessment methodology	Method by which risk of potential events that may negatively impact individuals, assets and/or the environment are identified and analysed and judgements are made on the tolerability of the risk.
Safety case	A report of the Accountable Person's assessment of the building safety risks relating to the building, and any steps that have been taken in relation to those risks.
Site supervisor	A competent person who oversees the on-site construction works to ensure the works are completed safely, to specification and to the required standard.

Smoke control	Technique used to control the movement of smoky gases within a building in order to protect the structure, the contents, the means of escape, or to assist fire-fighting operations.
Sourcing strategy	A process that will aim to continuously balance internal and external activities, services and knowhow, to align business strategy, business process and product requirements and balance the results that must be achieved with future available options.
Specialist / other Premises	Premises with unique characteristics and fire safety challenges including hospitals, heritage, transport infrastructure, prisons, sports stadia, chemical plants, temporary structures, festival sites and premises where explosives or petroleum are stored. These premises may also include fire engineered solutions.
Specification	A document specifying requirements, and which usually forms a part of a legally binding contract.
Systems integration	The process of bringing together component parts or sub-systems to function together as a system to achieve the intended outcomes.
Third party certification	Independent assessment declaring that specified requirements pertaining to a product, person, process, or management system have been met.
United Kingdom Accreditation Service (UKAS)	UKAS is the UK's National Accreditation Body, responsible for determining, in the public interest, the technical competence and integrity of organisations offering conformity assessment services such as testing, calibration, inspection and certification.

Appendix C

Members of the Competence Steering Group

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Fire Protection Association (FPA)/Secretary, WG8

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Appendix D Consolidated list of separate annexes

This can be found at http://cic.org.uk/setting-the-bar-annexes.php

Working Group1 – Engineers

Annex 1A Safety management process
Annex 1B Definition of Lead Engineer

Working Group 2 – Installers

Annex 2A Working group terms of reference
Annex 2B Implementation plan
Annex 2C Current competence information from industry

Working Group 3 – Fire Engineers

Annex 3A WG3 mark-up edit of draft RIBA Plan of Work for Fire Safety
Annex 3B Core fire engineering knowledge
Annex 3C UK-SPEC for CEng fire engineers
Annex 3D Knowledge headings from BS 7974

Working Group 5 – Fire Safety Officers

Annex 5A *Raising the Bar* consultation responses for WG5

Working Group 6 – Building Standards Professionals

Annex 6A Building control competence systems gap analysis.
Annex 6B Narrative to the competence framework.
Annex 6C Competence framework.
Annex 6D Consultation log

Working Group 7 – Building Designers

Annex 7A Interim WG7 Report
Annex 7B Guidance to the competence framework
Annex 7C Architect and building designer competence framework

Working Group 8 – Building Safety Managers

Annex 8A Competence framework (included in *Safer People, Safer Homes: Building Safety Management*)

Working Group 9 – Site Supervisors

Annex 9A Competence frameworks
Annex 9B Independent Construction Assessor (ICA) a new role – a detailed description
Annex 9C An American view: design professional site presence in typical US practice
Annex 9D UK evidence supporting independent construction assessment
Annex 9E Consultation log

Working Group 10 – Project Managers

Annex 10A Updated Final Report
Annex 10B Consultation log

Working Group 11 – Procurement Professionals

Annex 11A Updated Final Report
Annex 11B Consultation log


arb
Architects Registration Board


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bsi.


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Leading the Construction Industry


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chartered
association
of building
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PROFESSIONS TOGETHER


CICAIR


CIOB
THE CHARTERED INSTITUTE OF BUILDING


CIPS


cpa
construction
products
association


Engineering
Council


Fire Sector Federation


FPA
Fire Protection
Association


gai
guild of
architectural
ironmongers
advancing architectural ironmongery


IET
The Institution of
Engineering and Technology


THE INSTITUTION OF FIRE ENGINEERS
FOUNDED 1918 • INCORPORATED 1924


The Institute of Fire Safety Managers
IFSM


IGEM


iwfm
Institute of Workplace
and Facilities Management


LABC


Local
Government
Association


NHBC
Raising Standards. Protecting Homeowners


RIBA
Architecture.com


RICS


UKAS
UNITED
KINGDOM
ACCREDITATION
SERVICE