

LONDON BOROUGH OF HAMMERSMITH & FULHAM

Report to: Cabinet

Date: 19/01/2026

Subject: Procurement Strategy for Edward Woods Towers External Façade and Window Replacement Works

Report of: Councillor Frances Umeh, Cabinet Member for Housing and Homelessness

Report author: Vince Conway, Senior Programme Manager, Capital Delivery

Responsible Director: Sukvinder Kalsi, Executive Director Finance and Corporate Services

SUMMARY

London Borough of Hammersmith & Fulham (the “Council”) has commissioned a works programme at Edward Woods estate to refurbish the external facades and windows, and upgrade ventilation and smoke control systems of three 24-storey towers - Norland House, Poynter House and Stebbing House – to ensure they meet current Building Regulations. The works will protect the structure of the buildings from the elements, extending their design life, whilst further improving fire safety and thermal insulation for residents.

Between 2010 and 2013 the towers at Edward Woods underwent major works with the installation of a render cladding system on the north and south elevations, the installation of new cladding panels to the east and west (front and rear) elevations; and the installation of photovoltaic solar panels to the principal south-facing façade of each block. The electricity generated by the solar panels contributed to the powering of communal facilities such as lighting and lifts.

Following the Grenfell tragedy, the Council commissioned a proactive inspection of the original works and found areas of fire concern including the absence of cavity barriers to cladding panels, delamination of some cladding panels and absence of firestopping. The backing of the Photovoltaic (PV) panel arrays, stacked vertically from the 4th to the 24th floor, was found to be constructed from a highly combustible material.

In response to this investigation, the first part of this programme has seen the completion of works relating to the removal of PV panel arrays and internal PV equipment and the installation of hoists, mast climbers, scaffolding to facilitate the removal of existing cladding. The Council is now required to engage a contractor to undertake the remaining works which include: installation of a new A1-rated cladding system, replacement windows, and smoke control and ventilation improvement works. The A1 rating of the new components certifies that the materials used are non-combustible and achieve the highest fire safety standards.

This report seeks approval to run a procurement exercise to source a contractor to undertake the required works via a mini-competition using the Pretium- Building and Fire Safety Framework, Lot 8 – External Wall Works. The estimated value of this procurement is included in Exempt Appendix 1.

RECOMMENDATIONS

1. To note that Appendix 1 is not for publication on the basis that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) as set out in paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended).
2. That Cabinet approves the procurement strategy proposing a mini-competition via the Pretium Building and Fire Safety Framework (Lot 8 – External Wall Works) to source a contractor to undertake external façade safety works at Norland House, Stebbing House, Poynter House Edward Woods estate W11.
3. That Cabinet notes that the procurement will be a two-stage design and build process with the Council entering into a pre-construction services agreement (“PCSA”) with a preferred supplier. Following completion of the design phase the Council will seek to enter into a works contract with the preferred supplier.

Wards Affected: Shepherds Bush Green

Our Values	Summary of how this report aligns to the <u>H&F Corporate Plan</u> and the H&F Values
Building shared prosperity	Under the building shared prosperity objectives, the Council aim to: 'build more affordable, accessible, safe and sustainable housing.' 'deliver high quality housing services.'. By undertaking these works, we are directly contributing to these objectives under this corporate plan.
Creating a compassionate council	Safe housing is a fundamental need to ensure residents health and wellbeing is safeguarded. Therefore, by instructing and completing these works, we are delivering in a manner that achieves health and well-being outcomes for our residents and makes Hammersmith and Fulham an inclusive place to live.

Our Values	Summary of how this report aligns to the <u>H&F Corporate Plan</u> and the H&F Values
Doing things with local residents, not to them	The residents are involved in the planning process. Residents also were included in the design process. We will factor in their feedback to the final design as much as practically possible to ensure that the design meets relevant regulation requirements.
Being ruthlessly financially efficient	We have instructed a cost consultant to estimate the cost of these works and provide solutions that achieve optimal value for money. Upon the completion of this project cost planning exercise, we will undertake a tendering exercise which will drive cost competition and therefore support the need to be ruthlessly financially efficient.
Taking pride in H&F	Under this objective we aim to make Hammersmith and Fulham 'a great place in which to live, work and thrive and make a safer borough for everyone.' This work programme aims to ensure that our buildings are compliant with safety regulations and therefore we are contributing to the priorities of safe housing for residents. The provision of this safe housing will make LBHF a great place to live.
Rising to the challenge of the climate and ecological emergency	The insulation and the new windows that will be installed have the potential to reduce carbon emissions because less heating consumption will be needed to maintain a suitable room temperature.

Financial Impact

This report is not intended to approve budgets but is seeking approval of the procurement strategy. A further report will be required to approve the appointment of a contractor and to set out the detailed financial implications. At this stage, the expectation is that the costs of the procurement will be funded from additional borrowing from the HRA, which will be subject to Cabinet approval as part of the quarterly Capital Programme Monitor and Budget Variations report. The Head of Home Ownership Services has confirmed that the costs of window replacement,

smoke control system, and ventilation improvement works are expected to be rechargeable to leaseholders, subject to consultation with leaseholders.

Additional finance comments are in the Exempt Appendix 1.

Completed by: Anjeli Chadha, Principal Accountant – Housing Capital, 8th August 2025

Legal Implications

The Council is obliged to maintain the safety and repair of these buildings as part of its duty as a landlord under the Landlord and Tenant Act 1985 and a local housing authority under the Housing Act 1985. The works need to be undertaken to ensure the safety of the residents living in them.

The likely value of the works means that the provisions of the Procurement Act 2023 apply. It is intended to use the Pretium framework (Building & Fire Safety). The proposed method of competition accords with the requirements of the framework which was let in accordance with the previous legislation governing public procurement, the Public Contracts Regulations 2015 (PCR) and which the Council is empowered to use. The requirements of the Procurement Act and the PCR are met. This is a high value contract for the purposes of the Council's Contract Standing Orders. The use of a suitable third-party framework in accordance with its terms is a compliant method of procuring a contract of this value. The requirements of the CSOs will therefore be met by this procurement strategy.

This is a key decision under the terms of the Council's constitution and therefore needs to be included in the key decision list on the Council's website.

John Sharland, Special Projects Lawyer, 30th July 2025

The Government is to impose statutory legal duty on landlords to complete cladding remediation for building 18m+ by end of 2029. Failure to comply without reasonable excuse will constitute a criminal offence, punishable by unlimited fines and/or imprisonment.

Richard Buckley, Assistant Director, Residents & Buildings Safety, 26th September 2025

Procurement Comments

The procuring officer must work with the Procurement and Commercial team to ensure the procurement is undertaken compliantly and in accordance with the PCR 2015, the Framework terms and the Council's own CSOs.

The framework proposed for use has been subject to full diligence checks by the Procurement and Commercial team, which have not identified any issues of concern. The framework is therefore compliant for use by the Council in procuring this requirement.

The procurement project must be set up on and undertaken using the capitalEsourcing eProcurement portal. All associated details and documents must be attached to the project, and all applicable legal notices must be published within their legislated deadlines.

Kiera May, Category Specialist – Procurement and Commercial, 5th August 2025

Background Papers Used in Preparing This Report

None.

DETAILED ANALYSIS

Background

1. The amended 'Approved document B' of the Building Regulations came into effect in 2022 and placed an increased onus on landlords to ensure that their buildings complied with new safety standards.
2. The three towers on Edward Woods estate (Norland House, Poynter House, and Stebbing House) provide a total of 540 homes and are the tallest blocks within the Council's housing portfolio.
3. Between 2010 and 2013 the towers underwent major works which included the overcladding of the north and south elevations with an insulated render system; the installation of new cladding panels to the east and west (front and rear) elevations; and the installation of an array of photovoltaic solar panels to the principal south-facing façade of each block.
4. Since April 2023 the Council's Responsive Capital Works contractor has been engaged to alleviate specific fire safety concerns on the towers. Works have included the removal of cladding on the North, West, and East elevations of each tower and the removal of vertical photovoltaic (PV) arrays on the South elevations. This initial phase was completed in November 2025.
5. The second phase of works incorporates:
 - The design, supply and installation of a new A1 rated cladding system;
 - The replacement of existing windows with new A1 rated double-glazed units;
 - Installation of new smoke control system;
 - Replacement ventilation to flats;
 - Replacement of spandrel panels to staircore curtain walling
 - Structural works as identified
6. Successful completion of the project will ensure the buildings achieve the highest levels of fire safety, benefiting from maintenance-free facades with a 30-year lifespan. The works will also significantly improve the thermal performance

of the buildings with the addition of non-combustible insulation and replacement windows.

Reasons for Decision

7. This procurement strategy is submitted for approval by Cabinet in accordance with paragraph 18 of CSOs.
8. A decision is required to initiate a procurement exercise to source a contractor to complete the necessary works.

Contract Specifications Summary

9. The scope of works will include the design, supply and installation of a new A1 rated cladding system, improved thermal insulation, replacement windows, new ventilation to flats, replacement spandrel panels to the staircore curtain walling, upgraded smoke control system and other associated works to Poynter House, Stebbing House and Norland House.
10. The proposed form of contract will be a two stage Design & Build (D&B) using a JCT Contract preceded by a Pre-Construction Services Agreement (PCSA). The first stage of process will involve Employers Requirements being issued to bidding contractors and selecting a preferred contractor following a quality assessment of bids combined with an assessment of design costs plus preliminaries, overhead and profit based on a notional contract sum. The technical design is then finalised during the PCSA period, and the supplier submits a firm proposal with the allowances for prelims and OHP applied accordingly. The second stage of the process sees the client and contractor negotiating the final contract terms and price based on the developed design and agreed scope. Following successful negotiations, a formal building contractor is entered into thus progressing to the construction stage.

Procurement Route Analysis of Options

11. The works being procured have been identified as falling within the scope of CPV codes 45262650 (Cladding works), 45300000 (Building Installation works) and 51700000 (installation services of fire protection equipment) and the estimated contract value will be as referenced in Appendix 1.
12. **Option1 – Decommission the service or requirement – Not Recommended**
It is essential that this work is completed to that ensure the properties are compliant with safety standards therefore doing nothing is not an option.
13. **Option 2 – Use an existing contract, established by the Council, to provide the supplies, services, and/or works – Not recommended**
A call-off from the Council's Responsive Capital contract may be permissible, subject to a review of existing commitments. However, due to the high value and complexity of the proposed works it is felt that a degree of market competition would be preferable and is likely to result in a better quality proposal which more clearly evidences value for money.

14. Option 3 – Undertake a full regulated procurement process, advertised to the market – Not recommended

Whilst it is recognised that a fully regulated competitive procurement process advertised to the market would deliver the greatest level of competition a significant driver in establishing this contract is for the works to be completed at the soonest opportunity. Typically, a full regulated competitive procurement process can take between 12-24 months to conclude and award a contract and for this reason it is not recommended for this requirement.

15. Option 4 – Procure using a compliant framework or Dynamic Purchasing System (DPS) – Recommended.

The recommended route to market is to undertake a mini-competition using the Premium- Building and Fire Safety Framework, Lot 8 – External Wall Works. The Framework went live on 24th April 2023 and runs for 4 years. This is a compliant route to the market in line with the Public Contracts Regulations 2015 (PCR 2015) and it suitable for use by the Council whilst offering a streamlined and efficient procurement route with suppliers that have been pre-assessed as suitable for social housing providers and the nature of works being procured.

Market Analysis and Engagement

16. Market engagement was not undertaken for this requirement. The procurement is being run via a compliant procurement framework and market engagement has not been identified as being critical to undertaking a successful procurement process.
17. The proposed framework offers a breadth of potential contractors with extensive experience in the social housing sector and a record of delivering compliant fire safety works. There are eight contractors on Lot 8 and expressions of interest will be sought from all suppliers prior to initiating the mini competition.

Conflicts of Interest

18. All officers and decision makers, including elected members (where appropriate), have been required to complete a Conflict of Interest Declaration form to record any actual, potential, and/or perceived conflicts, along with appropriate mitigations (as appropriate), on the Conflicts Assessment.
19. Approval of, by way of signing, this Procurement Strategy by the elected member constitutes their declaration that they do not have any actual, potential, and/or perceived conflicts, relevant to this procurement, except where a specific Conflict of Interest Declaration form has been completed and provided, advising differently.
20. The Conflicts Assessment will be kept under review and updated throughout the life of the project (from project inception to contract termination).

Local Economy and Social/Added Value

21. Suppliers will be required to provide robust proposals to deliver added value as part of their bids in line with the Council's Sourcing Strategy. The criterion will carry a 20% weighting within the quality assessment.
22. The contract has the potential to deliver significant added value, particularly via employment opportunities, the use of local supplies and supply chain, and contributions toward a reduction in carbon emissions.

Lot Considerations

23. The contract is not being split into lots as a single design solution is required for the three towers, and the Council is proposing use of a procurement framework that has already been lotted.

Duty to Consider Small and Medium-sized Enterprises (SMEs) and Voluntary, Community, and Social Enterprises (VCSEs)

24. Opportunities for SME's and VCSE's to participate were considered however, this procurement is proposed to take place using an established framework which does not provide further opportunities for SMEs or VCSEs to participate on this occasion.

People Based Considerations

25. The Transfer of Undertakings (Protection of Employment) Regulation 2006 (UKSI 2006/246) (TUPE) is not applicable to this contract.

Risk Assessment and Proposed Mitigations

26. This is a high value procurement which seeks to source a competent contractor with the necessary skills and experience to carry out major refurbishment works compliant with all aspects of the Building Safety regime. The use of a specialist framework mitigates the risk of not identifying a suitable contractor. A mini competition between the pre-qualified suppliers will provide a further opportunity for them to demonstrate their ability to deliver the works required and provide assurance that they possess a competent and accredited internal team and supply chain.
27. The proposed design and build approach provides a single point of contact for the Council and should ensure a high degree of cost certainty before starting works.
28. The JCT form of contract is clear in its definition of roles and responsibilities meaning disputes and misunderstandings can be avoided, thus preventing delays, poor workmanship, financial losses, and potential lawsuits.

Contract Duration Considerations

29. The PCSA will run for an estimated six months allowing the contractor to present a compliant design to the Building Safety Regulator. Following design

agreement, which is subject to sign-off by Building Safety Regulator, the term of the proposed PCSA may extend due to unknown timescales for the BSR sign-off (expected to be circa 20 weeks).

30. The term of the proposed construction works contract will be defined by the successful contractor's construction programme, however, is estimated to be 24-36 months.

Timetable

31. Table 1 below shows an estimated timetable of the competition process through to contract commencing.

Action	Date
1. Key Decision Entry (Strategy)	30 June 2025
2. Contracts Assurance Board (Strategy)	13 August 2025
3. Cabinet Sign off (Strategy)	19 January 2025
4. Preliminary Market Engagement Notice (expression of interest)	29 January 2026
5. Publish Mini Competition	23 February 2026
6. Closing Date for Clarifications	06 April 2026
7. Closing Date for Procurement Responses	20 April 2026
8. Evaluation of Procurement Responses	18 May 2026
9. Key Decision Entry (Award)	24 May 2026
10. Moderation	01 June 2026
11. CAB (Award)	06 July 2026
12. Cabinet Member (Award)	20 July 2026
13. PCSA Contract Award Notice (post-S20 consultation)	14 September 2026
14. Standstill Period Ends	24 September 2026
15. PCSA Contract Engrossment	15 October 2026
16. PCSA Contract Detail Notice	22 October 2026
17. PCSA Contract Mobilisation and Implementation	22 October 2026
18. PCSA Contract Commencement Date	19 November 2026
19. Works Contract commencement	September 2027
20. Works Contract practical completion	February 2030
21. Works Contract regulator sign-off	August 2030

Selection and Award Criteria

32. An evaluation panel will be identified to assess quality and price. The exact evaluation criteria are still being defined but will broadly be based on the following.
33. **Quality** – Assessed against responses to several method statements, that will also cover added value requirements.

Evaluation Criteria		Weighting	
Quality, including Added Value (60%)	Quality	Added Value	
	48%	12%	
Price (40%)	40%		
Total (100%)	100%		

34. Method Statements may link to the following criteria, but these remain subject to change as the procurement process develops.

Method Statement Headings		Weighting
1. Project Team: Personnel and Experience		9.00%
2. Planning, Programming and Resourcing of Works		9.00%
3. Quality Control		9.00%
4. Customer Care		9.00%
5. Sustainability		6.00%
6. Health and Safety and Building Safety Act Compliance		6.00%
7. Added Value Part 1 (Qualitative)		6.00%
8. Added Value Part 2 (Quantitative)		6.00%
Subtotal (Technical (Quality) Envelope)		60.00%

35. The added value criterion will be evaluated by the Social Value Portal (“SVP”). The successful supplier will report on Added Value delivery directly to SVP and it will also form part of contract progress meetings.
36. **Price** – The potential supplier with the lowest overall compliant Commercial (Price) Offer will be awarded the full Commercial (Price) Score (40%). All other procurement responses will be scored in accordance with the following calculation:

$$= \left(\frac{\text{Lowest Submitted Commercial (Price) Offer}}{\text{Potential Supplier's Submitted Commercial (Price) Offer}} \right) \times \text{Commercial (Price) Envelope Weighting}$$

37. Each potential supplier's overall combined score for price and quality will be used to identify the preferred supplier, who provided the Most Economically Advantageous Tender (MEAT), that being those with the highest overall score(s), being recommended for a contract award.

Contract Management

38. The Assistant Director for Residents and Building Safety is the strategic lead for this project. The Head of Capital Delivery will lead the operational team overseeing the appointed consultants and supplier.
39. The Head of Capital Delivery will manage the relationship with the multi-disciplinary consultants, Baily Garner. The consultant will have the role of contract administrator for the PCSA and works contract and will be responsible for issuing all instructions, variations, notices etc. to the successful supplier. They will also provide Quantity Surveyor services including budget estimate, detailed cost plans, cashflow forecasts, valuation of works, issue of interim contractor payments, and preparation of the final account.
40. The Council directly employs Project Managers and a clerk of works to monitor progress and quality of works on site.
41. A suite of Key Performance Indicators (KPIs) will be prepared for use under the contract to monitor, for example, cost, quality, safety standards, completions against programme, and resident satisfaction against pre-set targets. This will generally include:
 - Resident satisfaction of contractor performance
 - Defects – condition of each property/block in respect of number of defects at the point of handover
 - Safety – number of reportable accidents each month; average number of people on site
 - Construction time taken within properties/blocks
 - Percentage of properties/blocks completed to programme
 - Time to produce pre-construction cost information
 - Predictability of cost
 - Environmental impact, control of waste, noise, dust during construction process
 - Delivery on Social Value

Equality and Inclusion Implications

42. An Equalities Impact Assessment has been completed and is attached at Appendix 2. It is acknowledged that major refurbishment works are disruptive for residents generally and may have a disproportionate impact on protected characteristics such as age or disability who may be more likely to be present in their homes during works.
43. The delivery of works will be managed to mitigate disruption or inconvenience with welfare facilities provided for residents where required. The project team will liaise with housing management staff to identify vulnerable residents who

may require special assistance. A communication strategy will be developed to ensure information is accessible to all. Ultimately the project will have positive outcomes for residents as homes will benefit from the highest safety and energy efficiency standards.

Yvonne Okiyo, Strategic Lead for Equity, Diversity, and Inclusion (EDI), 6th August 2025

Risk Management Implications

44. There are no notable risks in addition to those noted above.

Jules Binney, Risk and Assurance Manager, 6th August 2025

Climate and Ecological Emergency Implications

45. The new cladding system and windows will significantly improve the energy efficiency of the flats in each block. Further details of specific improvements will be developed during the pre-construction design period and will be identified in the future award report. Given Government proposals to increase Minimum Energy Efficiency Standards for social rented homes to Energy Performance Certificate (EPC) C by 2030, the works should ensure that all flats meet at least this standard.

Tim Pryce, Head of Clean Energy, 8th August 2025

Local Economy and Social Value Implications

46. In line with the Council's Added Value Policy and Sourcing Strategy, this procurement will dedicate 20% of the quality envelope weighting to Added Value.
47. On award of the contract(s), the commissioner will ensure that the Added Value commitment offered at tender stage is stated as a contractual output.
48. Our standard contracts include clauses which refer to penalties for non-delivery against social value commitments.
49. It is recommended the Social Value Officer and commissioner meet at each stage of this procurement to ensure that the Added Value received is aligned with the 3 categories within the Added Value strategy and the Added Value Matrix (Inclusive Economy, Happier and Kinder H&F, Responding to the Climate Emergency), as well as being as localised as possible considering the nature of this contract and the impact on residents.
50. Social Value Portal will be used for evaluating the Added Value element of all tender submissions in compliance with the agreed corporate procurement approach. The commissioner will work closely with the Social Value Officer to ensure commitments are reported regularly on the Social Value Portal by their suppliers.

Harry Buck, Social Value Officer (Procurement), 1st August 2025

Consultation

51. There has been ongoing consultation with residents during the current works and this will continue as the next phase is developed. Residents will receive further correspondence prior to work starting on site, updating them regarding the programme, the scope of works and the level of support in place for residents from officers within the Capital Delivery Team.
52. As of end July 2025 there are 79 leaseholders across the three blocks, 25 in Norland and 27 in each of Poynter and Stebbing. The value of the works will necessitate Public Notice and the projected duration of the contract (i.e. over 12 months) will constitute a Qualifying Long-Term Agreement (QLTA). The procurement vehicle, which constitutes the QLTA, must therefore be consulted under Schedule 2 and the major works under Schedule 3 of the consultation regulations.
53. The QLTA will require two stages of consultation, a Notice of Intention and a Notice of Proposal. These will have to be carried out either side of the procurement process. As the works will be subject to Public Notice, leaseholders will not have an opportunity to nominate the name of an alternative contractor.
54. Before any major works can be carried out under the new QLTA, a Section 20 notice will have to be issued under Schedule 3.
55. It is presently expected that the following elements will be rechargeable to leaseholders: replacement windows, smoke control system, and the new ventilation.
56. The new cladding system and the replacement of spandrels to the staircore are not expected to be rechargeable to qualifying lessees under paragraph 8 of Schedule 8 of the Building Safety Act 2022.
57. Individual projections will not be known until works have been tendered.

Leasehold implications verified by Ciaran Maguire, Head of Leasehold Services, 6 August 2025

Digital Services and Information Management Implications

58. IT Implications: There are no IT implications resulting from this report.
59. IM Implications: The contents of this proposal do not refer to any personal data being held therefore there are no implications under the requirements of GDPR.

Implications completed by Vincen Arivannoor, Strategic Relationship Manager Digital Services, 4th August 2025

LIST OF APPENDICES

Exempt Appendix 1 – Project Financial Details
Exempt Appendix 2 – Indicative leaseholder charges
Appendix 3 – Equalities Impact Assessment