

APPENDIX 2

Internal Audit Report FACILITIES MANAGEMENT - CORPORATE BUILDING REPAIRS

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To: Regeneration & Assets

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From: Robert Dunford, Senior Auditor

Date: 7/7/2021



Limited Assurance

EXECUTIVE SUMMARY

1. BACKGROUND

- 1.1 Planned maintenance and responsive repairs are core activities for ensuring corporate properties remain fit for purpose so that they can be used safely. The maintenance, equipment and building fabric inspections and testing are undertaken at regular intervals by specially trained engineers to prevent the potential for breakdown, confirm safety and ensure it is efficient in operation.
- 1.2 Planned and reactive repair works for the council's corporate buildings are managed by Property Services on behalf of Facilities Management. Works are scheduled using the Planet FM application so that the works can be repaired internally or via a specialist contractor.

2 OBJECTIVES & SCOPE OF THE AUDIT

- 2.1 The purpose of the audit was to determine whether the council has adequate arrangements in place for undertaking planned and reactive maintenance works, in order to protect the Council's property, the health and wellbeing of employees and members of the public. The objective of this review was to: -
 - To ensure planned and reactive repairs are scheduled in accordance with needs and requirements.

• To ensure repairs are completed on a timely basis and that backlog of works is monitored, risk assessed and managed.

- To ensure the use of contractors is appropriate and in accordance with corporate procedures.
- 2.2 The scope of this review covered corporate buildings only, and excluded housing, schools and commercial properties.
- 2.3 This audit (and report) was undertaken in accordance with the Public Sector Internal Audit Standards (PSIAS).

3 CONCLUSIONS

- 3.1 Facilities Management and Property Services have a good understanding of the improvements required for ensuring both planned and responsive repairs are completed on timely basis. However, the current procedures and processes for scheduling and monitoring of the status of repairs, especially where carried out by a contractor, require prompt and full management attention. The risk(s) identified are similar to those highlighted in other recent audits, notably the Statutory Building Compliance and Corporate Contract Management audits carried out in 2019.
- 3.2 There are continuing concerns regarding the completeness and accuracy of information on the property database and asset register on Planet FM, which is the principal tool to ensure all repair obligations are identified. Whilst it is acknowledged that Atrium¹ was once seen as the solution to manage this risk, it no longer remains the case and no reconciliation procedures or cleansing exercises were implemented to ensure the record of properties on Planet FM match the primary records held by the Valuation Team, which can record the Council's repair obligations².
- 3.3 Property Services reiterated their concerns with Internal Audit regarding their ability to complete a meaningful reconciliation because property data has been inconsistently recorded on Planet FM, due to poor system setup and data entry controls. Consequently, there could be gaps in the scope of works and responsibilities for ensuring Council locations remain functional and safe.

¹ Asset and Property Management System

² The Valuation Teams listing of property assets only records the legal repair obligation and whether the property is funded by the general fund or housing revenue account.

3.3 The procedures for both defining and prioritising repairs being scheduled, together with the justification of the use contractors, both require documenting and approval, because these are unduly based upon using decisions based upon staff's experienced local knowledge. Although the monitoring of outstanding works has recently been reintroduced, the monitoring reports used to do this, do not accurately reflect the timely completion or repair status of jobs, particularly in relation to the prioritisation of works. This means that there is a lack of a complete audit trail to confirm the status repair works and which is impacted further by untimely submission of invoices by contractors.

- 3.4 Although we are satisfied that contractors' costs for corporate repairs can be accounted for, we found it difficult to measure and validate whether contracts have been properly let, as some of works span Property Services entire operation(s), including schools. Corporate Procurement have commenced a product review to examine how works can be better packaged to meet needs and help services improve their contract management and to make sure these meet contractual limits and requirements. Internal Audit supports this initiative because as such, it is currently difficult to demonstrate compliance with contract procedural rules and to ascertain how and why the Council uses particular contractors and is then able to hold them to account for uncompleted or inadequate works.
- 3.5 A total of 9 recommendations have been made in respect of this review, of which 3 are considered high priority. The recommendations and corresponding management action plan are attached at Appendix 1.

	Management Action Plan										
Ref	Recommendation	Rec	Management Response	Responsible Officer(s)	Target Date						
PL	PLANNED AND REACTIVE REPAIRS ARE SCHEDULED IN ACCORDANCE WITH NEEDS AND REQUIREMENTS										
RIS	RISK: There is a risk that repairs won't be completed when they should be or because the council doesn't fully understand its repair obligations.										
1	The list of properties held on Planet FM should be reconciled periodically by Property Services against the list of properties held by Valuations. This list should then be used to verify the Council's legal repair obligations for both its corporate, non-corporate and other service level agreement requirements to ensure there are no omissions in the scope or repair obligations.	Priority 1	Property Services and Corporate Facilities agree with this action and as working to close out. We have utilised the Asset Management team database and cross checked with the MRI Planet database and working to amend any property variations. We are taking the opportunity to add a leased properties onto Planet to ensure completeness of data. We have raised corporately that all amendments to property as reported back via the responsible officer for MRI Planet who will ensur that property updates are added ensuring the system is up to date. Not this is reliant on other services including schools notifying the responsib officer for MRI Planet. A Corporate FM and Landlord model will help to address this issue.	a MA Il (Engineering Services Manager)/ e MS e (Corporate Services	Being actioned in progress Target completion 2/8/21 Updates ongoing						
2	A project plan needs to be produced to ensure the information on the FM register is complete and accurate. The aim should be to ensure current and future information is recorded consistently.	Priority 2	Property Services and Corporate Facilities agree with this action are have started the work to address. A formal project plan is being developed. A responsible person has been identified Martin Sheldrick Property Services with sponsors Mark Attree Property Services Repairs are Compliance and Glyn Bethell FM and buildings management. A base schedule of assets has been provided which needs verifying. Principals of control have been agreed whereas the Responsible personal MS verifies all data that is added to the system to ensure completeness consistency and accuracy going forward. Note this is reliant on other services including schools notifying the responsible officer for MRI Planet. A Corporate FM and Landlord mode will help to address this issue. The size of the task for the project to "overhaul" of Planet FM must not be underestimated, and sufficient time & human resource will need to be made available.	y MA (Engineering Services Manager)/ MS Corporate Services Support Officer)/ GB (Corporate Facilities Manager)	Being actioned in progress Target completion 2/10/21 Updates ongoing						

	The protectal process man and definitions for		have started the work to address and included in the formal project plan. We have definitions of priorities and their timescales along with criteria for some type of work. The priorities are noted in the Customer Fulfilment SLA. Reactive work is logged in priority order: Priority 1 - within 4 hours or immediate if a H&S risk Priority 2 - within 24 hours Priority 3 - within 7 days	MA (Engineering Services	Being actioned in
3	The protocol, process map and definitions for assessing the different risk priorities should be appropriately approved by management and documented to ensure works are appropriately scheduled for repair. For example, it should be clear what factors determine whether a job is a priority 1 or a priority 2 task.	Priority 2	Priority 4 - within 28 days In the project plan we aim to provide a more detailed guide for applying the priorities and ensure that it is applied across all areas of Facilities Management Property Services consistently. The application of priorities when jobs are raised will be monitored in the Customer Fulfilment SLA meetings. The responsible person Martin Sheldrick Property Services will carry out periodic checks to monitor use and constancy going forward. Note if service users input work requests the Priority selected will need checking as part of the verification process by customer fulfilment. A process map will be produced as part of the project.	Manager)/ MS Corporate Services Support Officer)/	progress Target completion 2/9/21 Updates ongoing

Property Services and Corporate Facilities agree with this action and

	Management Action Plan										
Ref	Recommendation	Responsible Officer(s)	Target Date								
	REPAIRS ARE COMPLETED ON A TIMELY BASIS AND THAT THE BACKLOG IS MONITORED, RISK ASSESSED AND MANAGED RISK: There is a lack of corporate oversight and accountability for substantiating the completion of repair works.										
4	The monitoring protocol established for reviewing the job status of corporate buildings by the Corporate Risk Group (CRG) should be reintroduced, particularly for ensuring statutory building compliance. This should also cover: - • Confirmation and certifications for the completion of works by both the Building Manager and contractor, or engineer in attendance. • Contractual responsibilities, liabilities and penalties for non-completion of works.	Priority 2	A monitoring protocol has been established in the form of a weekly jobs report. The protocol needs refining and to ensure an accurate and up to date picture is provided. Working live in planet or contractors having direct access to the Planet System Portal is the most efficient and accurate way to achieve. This is captured as a key action in the project plan. As an interim measure a contractor and maintenance logbook has been introduced to enable the status of work to be verified and teams are actively providing the Facilities Support Team with updated job status to enable the system to be updated. The project plan includes enabling all building managers and stakeholders such as Corporate Health and Safety to access the Planet system to look up the status of all work and view engineers' certificates, reports or comments. The Planet system also has capability to produce automated reports and provide dashboard information where needed to inform building managers. With regards to CRG, this was stopped at some point last year. Further research needs to be undertaken to establish the reporting mechanism for compliance and whether this should be H&S led and also whether this is already being reported elsewhere	MA (Engineering Services Manager)/ MS Corporate Services Support Officer)/ GB (Corporate Facilities Manager)	Being actioned in progress Target completion 2/11/21 Updates ongoing						

			See recommendation 4. response and actions.		
5	Exception reports should be produced and monitored showing the reason(s) for delay(s) and should be used, managed and assessed for follow up investigation and action. Prolonged or excessive delays should be reported to the CRG for strategic consideration and decision.	Priority 1	A monitoring protocol has been established in the form of a weekly jobs report. The protocol referred to in 3 needs refining and to ensure an accurate and up to date picture is provided. Working live in planet or contractors having direct access to the Planet System Portal is the most efficient and accurate way to address the risk. This is captured as a key action in the project plan. As an interim measure engineers, supervisors and contractors are working to update the system. The work to rationalize the data in the system will address the amount of duplicate and ghost jobs. The Planet system also has capability to produce automated reports and provide dashboard information where needed to inform all stakeholders including a risk group or similar and is included in the project plan. An overall status report can be produced and reported via the appropriate reporting group.	MA (Engineering Services Manager)/ MS Corporate Services Support Officer)/ GB (Corporate Facilities Manager)	Being actioned in progress Target completion 2/11/21 Updates ongoing

	Management Action Plan									
Ref	Recommendation	Rec	Management Response	Responsible Officer(s)	Target Date					
6	Facilities Management and Property Services should provide the AD of Property & Asset Management, Regeneration & Assets with an assurance that none of the outstanding works and actions unduly compromise the health and safety at or of the Council's corporate assets. E USE OF CONTRACTORS IS APPROPRIATE AND IN ACCOUNTS.	Priority 1	All open jobs have been reviewed to ensure that no statutory compliance items are outstanding, and this process now happens weekly. A more formalised suite of exception reports will be established as part of the project to "relaunch" Planet FM with cleansed data.	MA (Engineering Services Manager)/ MS Corporate Services Support Officer)/ GB (Corporate Facilities Manager)	Being actioned in progress Target completion 2/01/22					
	K: How and why we use contractors and then hold them									
7	We fully support the product review being undertaken of this area by Corporate Procurement and recommend this should include any issues arising from: - • Lessons learnt from the contract management / provider experience • any developing or emerging service issues arising from contractor performance and/or business transformation improvement	Priority 2	We appreciate the support provided by Corporate Procurement and the contract management review meetings held with Sharan Ubhi. In the project Plan we also intend to utilise the feedback provision functionality within the Planet system to enable continual improvement. We do not however have a "plan B" in the event of a nonperforming contractor. We no longer have an approved list facility. Although it is true that we have not had a non-performance in at least the last 10 years, it is noted that provision should be available and this needs reviewing with procurement to determine how this is possible within the local government procurement rules.	MA (Engineering Services Manager)/ GB (Corporate Facilities Manager)	Being actioned in progress Target completion 2/9/21 Updates ongoing					

8	The placement of contracts, existence and type of contract agreements held should be confirmed by Property Services and Facilities Management to demonstrate compliance with the Public Contract Regulations	Priority 2	The teams are working with Procurement to forward plan to ensure contract regulations are adhered to and work with stakeholders to ensure needs are met. We are now working with Steve York in procurement. He has produced a contract list detailing contract status. He will ensure that all new contracts are updated and input into In Tend. Contract procedure rules are being adhered too and Steve is consulted (as are legal) on all procurement of contracts	MA (Engineering Services Manager)/ GB (Corporate Facilities Manager)	Being actioned in progress Target completion 2/9/21 Updates ongoing
9	For transparency and separation of duties purposes, and in conjunction with recommendation 4, all providers should be required to submit a fully detailed invoice on a timelier basis.		We will send a formal communication to all contractors and suppliers to remind them of their obligations to submit a fully detailed invoice on a timelier basis. The customer fulfilment SLA meeting will be an appropriate forum to discuss invoicing and a proactive approach to addressing any gaps.	MA (Engineering Services Manager)/ GB (Corporate Facilities Manager)	Target completion 2/8/21

4. FINDINGS

- 4.1 PLANNED AND REACTIVE REPAIRS ARE SCHEDULED IN ACCORDANCE WITH NEEDS AND REQUIREMENTS
- 4.1.1 Under the Council's 'property management & building compliance guidelines' published in 2015, heads of service (Assistant Directors) are responsible for complying with all legislation and statutory duties for ensuring all building and property assets are inspected, serviced and maintained. Planned, preventative maintenance repairs (PPM) and reactive repair works are mainly informed by routine property condition surveys, building compliance inspections and service desk reports involving building, heating and ventilating and mechanical and electrical types of work.
- 4.1.2 The audit has highlighted there is a risk that the list of property assets held on the Planet FM database may be incomplete for the following reasons: -
 - There are still no reconciliation procedures in place for ensuring the record of properties on Planet FM match the primary records held by the Valuation Team, which record the Council's repair obligations³. Although a project was commenced to acquire an 'Asset and Property Management System' (Atrium) which would use a single database and which could help mitigate any potential reconciliation problem, we understand the project was cancelled due to its suitability (See Rec 1).
 - Property Services have re-raised their concerns with Internal Audit regarding their ability to complete a meaningful reconciliation because property data has been inconsistently recorded on Planet FM due to poor system setup and data entry controls. Property Services also report that the cleansing exercise that would be required before transferring any data to the system and which would help resolve the reconciliation problems, remains in abeyance. This is important because Valuations hold the primary records for confirming the council's repair obligations (See Rec 2).
 - Property Services use local knowledge to identify corporate properties as there are no identifier in Planet FM for this, although this information can be determined from the listing held by Valuations (See footnote 1).

³ The Valuation Teams listing of property assets only records the legal repair obligation and whether the property is funded by the general fund or housing revenue account.

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- Due to the lack of a written protocol determining work priorities, reactive work repair enquires are assessed and prioritised by Facilities Management using local knowledge and experience, before being scheduled on Planet FM for repair (See para 4.2.2) (See Rec 3). The priority ratings for reactive repairs are: -
 - P1 attendance within 4 hours
 - P2 attendance within 24 hours
 - P3 attendance within 7 days
 - P4 attendance within 28 days
- 4.1.3 Depending upon the scope, type and complexity of work, repairs for PPM are prioritised by either the quantity surveyor or engineer. Although this was not tested by Internal Audit the assessments for this should be recorded in the system notes on Planet FM.
- 4.2 REPAIRS ARE COMPLETED ON A TIMELY BASIS AND THAT THE BACKLOG IS MONITORED, RISK ASSESSED AND MANAGED
- 4.2.1 The Corporate Risk Group (CRG) which was established as the focal point for monitoring and reporting upon the repair condition and building compliance status of corporate assets, has not met since the Property Services Manager who chaired the Group left in 2020 (See Rec 4). It remains unclear as to any future role for the CRG.
- 4.2.2 Exception reports for monitoring the level and type of outstanding work in Planet FM were not routinely produced during 2020/21 for various reasons, although this was re-evaluated towards the end of the financial year, when a status report was produced by Facilities Management in May 2020 covering all outstanding works where Property Services has a responsibility for repair, including schools for management information. We understand this report will now be produced monthly (See Recs 5). An examination of the outstanding works exception report found: -
 - The prioritization ratings are not recorded (see 4.1.3).
 - The reasons for work delays are not recorded. (See Recs 5)

4.2.3 As at 10/5/2021, Planet FM records there were an extensive number of outstanding works (works in progress) dating back to 17/9/2019 which relate specifically to corporate properties, where the completion status requires investigation, particularly within PPM. According to Planet FM records there are 252 work jobs outstanding for Reactive Repairs and 1,152 work jobs outstanding for PPM. Although a copy of this analysis was forwarded to Facilities Management and Property Services, in order they could investigate the completion status, together with the respective health and safety risks which could arise from these outstanding works, no formal feedback has been received as at 10/6/2021 (See Rec 6). Our analysis of the outstanding report exception report provides the following highlights: -

Planned Preventative Repairs

- We noted that 11% (125) of outstanding PPM work jobs were found to be between 51 and 100 days old, with 18% (212) where older than 101 days.
- The locations with the greatest proportion of outstanding PPM jobs were South Reading Youth Centre which accounted for 10% (119), the Town Hall which accounted for 6% (78) and the Youth Offending Team and the New Directions /CAT who both accounted for 5% (62 & 64 respectively).
- The description of works with the greatest proportion of outstanding actions for PPM related to 'weekly legionella flushes'. These accounted 9% of all jobs (119), 'weekly fire alarm checks' 9% (119), 'weekly fire escape route checks 9% (116), 'fire mag lock checks' 5% (63) and system flushes' which accounted for 5% (67).

Reactive Works

- We noted that 24% (60) of reactive work jobs outstanding were found to be between 51 and 100 days old, and 20% (50) where older than 101 days or more, the oldest having been raised on 13/2/2020 (451 days).
- The locations with the greatest proportion of outstanding reactive works were the Civic Offices (West Plaza) which accounted for 19% (47), South Reading Youth Community Centre which accounted for 6% (15) and the Town Hall which accounted for 5% (12) of works.
- The description of works were mostly individual minor jobs, but which also included some more important repairs covering fire alarm faults, emergency lights and emergency door repairs.

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4.2.3 Both Facilities Management and Property Services acknowledge some of the reasons for these remaining in progress due to their being no feedback requirements from either the contractor or building manager to Property Services, poor timeliness in submitting contractor invoices for recording and payment, highlighting the need for a 'real time' management system (See Rec 5), for example:

- Work orders are not be closed (confirmed completed) on Planet FM until
 payment has been raised on Fusion for payment, which can be weeks
 or months after the event.
- Completed works are not substantiated by Corporate Facilities or Property Services, as reliance is placed upon the Building Manager to confirm and feedback on the timeliness and quality on the completion of works.
- Building Managers and contractors are not required to provide confirmation to Planet FM administration that works have been completed, although we are not aware of any known incidents, there is a risk that works could be paid on the assumption that they have been completed. Such incidents would not be apparent unless are inspected or there are complaints or feedback of outstanding works from the Building Manager.
- Both Corporate Facilities and Property Services report that contractors submit their invoices on different timeframes, often after two months after the works have been completed, which delays the closing down of jobs on Planet FM (See Rec 9).

4.3 THE USE OF CONTRACTORS IS APPROPRIATE AND IN ACCORDANCE WITH CORPORATE PROCEDURES

4.3.1 Although the basis for selecting and using various providers is unknown, Corporate Procurement commenced an exercise during 20/21 to help Property Services develop their forward planning and programming of product and contractor usage. Although there are no records held on the Council's corporate procurement system (Intend) regarding current usage now, the Corporate Procurement Product Manager has provided us with a documented overview of the current work in progress analysing the scope of works being considered.

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- 4.3.2 Although the justification for using contractors is determined by there being insufficient resource capacities or technical abilities within the in-house team to carry out some works, this justification isn't documented, albeit the urgency would likely to have been assessed and prioritised as explained in paragraph 4.1.3 of this report. The following should be noted:
 - There are no existing data fields in Planet FM for confirming the reason(s) why a contractor has been used instead of the in-house team. Time allocation sheets are not used to quantify the in-house resources for each area of works (See Rec 7).
 - There are currently no data fields in Planet FM for confirming and reporting the reason why a job is outstanding, which is important for both contract monitoring and statutory building compliance purposes. We note contractors account for 51% of outstanding works and both Facilities Management and Property Services have highlighted that works can remain open on Planet FM due to charge queries with contractors or where purchase orders are raised retrospectively (See Rec 5).
- 4.3.3 For context purposes, over a 3-year period the council spent £1.6m out of £3m (ref⁴) with 76 contractors being used on planned preventative and reactive repairs to help maintain its corporate estate. 71% (see table 1) of contractor costs totalling £1.6m were accounted for as reactive repairs, and 83% of costs were carried out where the budget is held by Property Services (see table 2).

<u>Table 1: 3-year trend analysis of contract costs on corporate premises that were re-charged</u>

				Financ	ial Y	ear		
Fusion Subjective Code	2018/19		2019/20		2020/21		Subjective Code Total	
5403 - Works completed on sites where the budget is held but are recharged	£	71,030	£	111,282	£	89,926	£	272,238
5404 - Works completed on sites budget is held for	£	422,812	£	478,108	£	467,258	£	1,368,178
Annual Net Cost	£	493,843	£	589,390	£	557,184	£	1,640,416

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⁴ The total net cost for contractors across the council's entire estate where Property Services (cost centre 4080) holds a legal obligation, the responsibility or a service level agreement (subjective code 5401, 5402, 5403 and 5404), including schools etc totalled £2,953,467.74 over a 3-year period.

- 4.3.4 The table shows the council spent an average of £546,805 per annum on contractors where the costs were attributed to subjective codes 5403 and 5404.
- 4.3.5 There are satisfactory audit trails for recording the division of costs between reactive repairs and PPM. Except for a few immaterial historic transactions, all costs were found to have been correctly coded and therefore reconciled (See table 2).

<u>Table 2: 3-year trend analysis of contract costs on corporate premises for reactive</u> and PPM repairs

The table shows that reactive repairs account for 71% of contractor costs between 2018/19 and 2020/21.

Fusion Further Applysis Code		Financial Year						
Fusion Further Analysis Code	20	018/19	2	2019/20		2020/21		FA Total
4080RR - Reactive Repairs	£	349,201	£	422,512	£	389,690	£	1,161,403
4080PM - PPM	£	144,143	£	167,225	£	167,493	£	478,862
BLANK / 4080SC	£	498	-£	347	£	-	£	151
Annual Net Cost	£	493,345	£	589,737	£	557,184	£	1,640,416

- 4.3.6 Legal Services and Property Services were requested by Internal Audit to produce the contractual agreements for the highest paid 5 contractors paid over the 3-year duration, 4 of which exceeded the £100k quote threshold in relation to the products specific to the subjective codes in paragraph 4.3.2. Albeit we are mindful that these contractors may have also been used elsewhere within the council for similar services, hence corporate procurement's product review (See Recs 7 & 8). Our findings are as follows:
 - Legal Services confirmed they do not hold any agreements for works involving the 5 companies examined as they only retain records where they have been involved in the development of the agreement. Legal Services have explained locating records is complicated/difficult because these are retained by the date the contract is sealed.
 - The Mechanical and Electrical Team were able to produce a copy of the contract documents for the two companies contracted for the 'electrical testing and repairs to corporate and schools' and the 'mechanical maintenance contract' work packages.

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 There is no contractual agreement with the external providers for works involving the 'responsive' unblocking of drains, drain jetting, drainage repairs and CCTV drainage surveys. These works costing £101k over a 3year period were commissioned on an ad hoc emergency basis using the purchase order system.

- No information is held for the works carried for two contractors costing £197k (Fire & Intruder Alarm reactive & service calls) and £150k (Repair of shutters and doors) over the same 3-year period respectively. These works are commissioned on an ad hoc we well.
- 4.3.7 Although we are satisfied that an invoice is held for each of our test sample of 10 contract payments made for works carried out during 2020/21, there is lack of clarity on the invoices detailing the goods or services provided by some contractors to substantiate the description of works on the invoice (See Rec 9). The following should also be noted:
 - Most purchase orders were raised retrospectively and may have covered several invoices for the period.
 - Description of works detailed on the invoices are often vague and dependent upon the information provided on the purchase order raised by the service.