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A synopsis of UK Architectural Competitions Practices and Trends.

March 2017

About Project Compass CIC

<u>ProjectCompass CIC</u> is a not-for-profit procurement intelligence service formed to open, promote and make access to a high quality built environment easier, more effective and economical and – most importantly – transparent, for the benefit of the public, clients and construction professionals.

The service is supported by voluntary contributions, with users invited to make a donation <u>HERE</u> to support and ensure the services and facility maybe sustained and expanded over time.

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Disclaimer:

This report has been prepared using information referenced and provided to Project Compass and available within the public realm. The interrogation of the data and analysis has been prepared accordingly. The analysis therefore may not be fully comprehensive or based on all possibly existing information.

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FOREWORD

This report is a synopsis by Project Compass CIC about UK architectural competitions. It forms part of a comparative evaluation, stocktaking and exploration of competition culture in Europe, commissioned by Architectuur Lokaal on January 17, 2017. This analysis, which includes some recent summary case studies, is being undertaken with a view to researching the opportunities and potential expansion of alternative innovatory European practices, and for furthering their implementation over the period 2017-2020.

In the UK private sector the extent of transparency is determined by the clients. Although they may also hold competitions to achieve best value they tend to do so for shortlisting architects, following pre competition research by a restricted and limited procedure and frequently place greater emphasis on empathies and commercial alignments (negotiating and face to face), and notably do so with processes that maybe faster, less complex and more effective but also less transparent. Apart from anecdotal evidence they lack any form of professional or peer transparency or benchmarking, are generally opaque and fall short of meeting equivalent public contract transparency, accountability and social market values.

Despite their apparent efficiency, they lack any form of benchmarking other than anecdotal evidence, they are generally opaque showing little or no professional or peer transparency, accountability and they fall short of meeting equivalent social market values.

Notices for commissions for architectural services in most UK public construction above £10k are generally found in public forums, although commissions below threshold values maybe less transparent.

This report however addresses only public and private competitions where information and data is transparent and evident.

THE PUBLIC SECTOR

Below Thresholds.

For research purposes, data on UK architectural competition notices and outcomes below thresholds are not readily accessible. Below thresholds most competition notice information for architectural projects comes from two sources:

1. Contracts Finder.

Government agencies have been required to publish all contract call notice information above and below thresholds on 'Contracts Finder' the National Procurement Portal for England and Wales established under the Public Contracts Regulations 2015 (PCR 2015 Contracts Finder)ⁱ. For public contracts below thresholds use of PQQ's is now prohibited.

Contracts Finder has limited utility as it covers all contracts in all sectors above and below thresholds, its accessibility and ease of use are also criticised. The Contracts Finder portal also has limited research functionality, and does not at the time of writing openly publish



reliable historic data in accessible CSV form. Furthermore this portal does not report separate outputs for the numbers of below threshold contracts transparently. All contracts are bundled together. It is not currently possible therefore to obtain accurate data on the numbers of public architectural competitions that are held below thresholds.

'Contracts Finder' Reports Q1 2017: For the award of contracts for architectural, construction, engineering and inspection services and urban planning and landscape architectural services (CF Statistics 2017).ⁱⁱ

5,086 contracts were stated as awarded by 872 public authorities

The largest number, 171 were issued by Crown Commercial Services, with an average of 5.83 calls made per authority.

However there is no comparative data by 'years' or 'quarters' available. After various cross checks, the data, reported above, is not thought fully reliable.

2. The second main source of competitions data

In the UK below thresholds competitions are announced through agencies or in the architectural press. The Architects Journal, Building Design along with other magazines and online providers provide competition notifications services and dedicated outlets. Website providers include: e-Architects, Archdaily, Bustler, Death by architecture, Divisare, TheArchitectureRoom. Agencies include the RIBA Competitions Service, Collander and Malcolm Reading Associates. Generally it is immaterial to these services whether the competitions are in the private or public sector. Notably few private commissions from the overall market share are called through competitions, announced this way.

Much of the information published above is received following targeted press releases. There is no known comprehensive database of the published outputs from these sources which is capable of analysis by Project Compass. Transparency in the competitions market below thresholds is poor.

Alternative platforms such as 'Servicestart' provide a call facility for small private projects through an electronic buyer's forum. On this platform supplier's pay for taking up leads in response to an enquiry.

Above Thresholds.

1. Competitions Portals

The major competitions portals for UK architectural competitions are provided by; Project Compass; Contracts Finder; eSourcing NI; Public Contracts Scotland; Sell2Wales; London Tenders Portal; South East Business Portal; Tenders Direct; In Tender; Bravo Solutions; CompeteFor; Delta e-sourcing; MyTenders and Supplying the South West.

The following data relates to public architectural services competition calls above GPA/OJEU thresholds unless specified otherwise.



2. Where is the public architectural market in the UK?

Project Compass has categorised UK architectural competition notices above thresholds three ways, according to how the public notices are called.

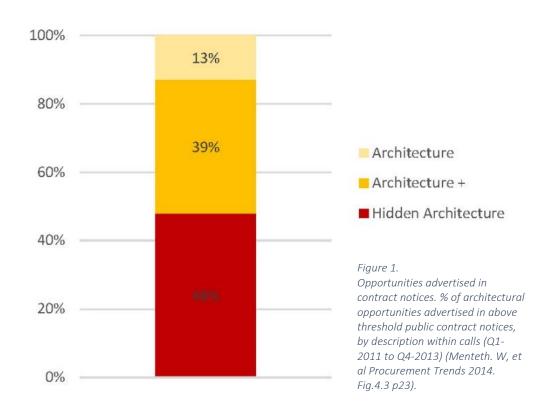
13% of all public contract notices from Q1 2011 -Q4 2013 were for traditional 'architectural services' were the call was for an architect or architectural firm.

39% over the same period were calls for Architectural services, where these are provided as part of a multi-disciplinary team professional design consultants and this is referred to as 'Architecture +'.

48% of calls however for architectural design services occur in 'hidden architecture', where another facilitator is requested to provide architectural design as part of a contract, with architects as sub-contractors (*Menteth. W, et al. Procurement Trends 2014*)ⁱⁱⁱ.

OPPORTUNITIES ADVERTISED

in contract notices



The trends seem to indicate an un-arrested and diminishing market share for architects services as prime contractors, and within multi-disciplinary teams.

A trend also being circumstantially reported is that there is increasing fragmentation of architectural appointments over multiple work stages (AJ 2017)^{iv}. Increasingly UK architects are being invited to compete for distinct stages of an architectural projects design, for



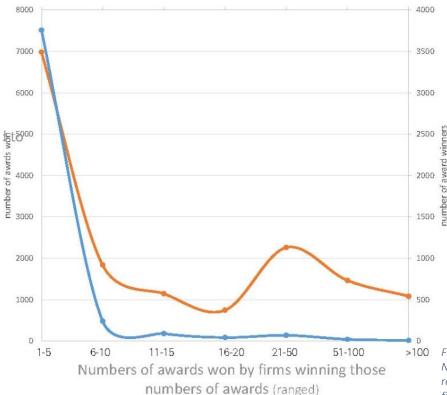
example this might be just to do a planning permission, or to do the technical drawings within a production stage. This would appear to increase transactional costs for all, as each competitive stage is re-tendered, with outputs delivering deficiencies in production coordination and potential lower quality outcomes. Data on this trend remains to be fully evidenced.

In 2011, the UK was found to have one of the most highly aggregated procurement markets, with a larger number of higher value contracts than elsewhere in the EU (*Procurement in Europe 2011*)^v. This trend is thought to have arisen due to the high costs of individual EU procedures. This has meant that many public clients have sought economies by developing larger high value frameworks or by acquiring services called off frameworks or called by procurement hubs (nationally centralised procurement services).

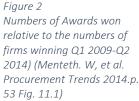
As these high value calls are typically won by larger organisations offering clients the lowest possible financial risk relative to the scale of the call, this trend has led to an inequitable distribution of work.

DISTRIBUTION - AWARDS TO FIRMS

(by numbers of awards won relative to the numbers of firms winning (Q1 2009 - Q2 2014))



RED - number of awards for architectural services won **BLUE** - numbers of firms wining those awards





Consequentially (Menteth. W, et al. Procurement Trends 2014.p. 53 Fig. 11.1)vi:

- 0.24% (10) firms won 8.2% of all awards (av.127)
- 5.5% of firms won 43% of all awards
- 94.5% of firms won 57% of all awards (1-10 awards)
- 55% of all firms only won one award (15% of awards)

When correlated to award values it can be seen that the distortion in UK competitive procurement practices may be sizeably compounded. It is also notable that the top ten are contractors and facilitators; none are professional design consultancies.

Smaller practices have been receiving far less opportunity, talent is being denied access to the market, and there is no realistic competition. Where competition exists it is inadequate and is rarely based on contextual peer reviewed quality assessments.

Routes to Competition.

The routes available for architectural practices to obtain public works of any medium to large scale in the UK context are now increasingly through the private sector, by consortium relationships, or by engaging with big contractors and facilitators. A small number of enlightened public authorities still exist but are in decline. However there are some indicators from some clients that this may be beginning to change, as some of the trends are beginning to indicate. Concerns that the system is not delivering sufficient quality are also emerging (as discussed below).

Fuller general description of UK architectural competition practices, along with comparative studies of Czech, French, Spanish and Italian practices have been well described and discussed in their respective contexts (*GreenArch 2015*)^{vii}.

Competition Notices

UK Notice Calls, Notice Awards and the time taken to determine them (PC 2017 Sesame. Notices & Awards)^{viii}:

2009: 992 Notices,

with 525 associated, concluded by awards notices or notices of terminations (53%) Average duration to determine a contract 331 days

2010: 1182 Notices,

with 659 associated, concluded by awards notices or notices of terminations (56%) Average duration to determine a contract 320 days

2011: 1035 Notices,

with 576 associated, concluded by awards notices or notices of terminations (56%) Average duration to determine a contract 333 days

2012: 963 Notices,

with 523 associated, concluded by awards notices or notices of terminations (54%) Average duration to determine a contract 330 days

Average daration to determine a contract of

2013: 1019 Notices,



with 604 associated, concluded by awards notices or notices of terminations (59%) Average duration to determine a contract 292 days

2014: 1032 Notices,

with 533 associated, concluded by awards notices or notices of terminations (52%) Average duration to determine a contract 283 days

2015: 974 Notices,

with 462 associated, concluded by awards notices or notices of terminations (47%) Average duration to determine a contract 219 days

2016: 1190 Notices.

Of these only 199 have so far been associated with a concluding (awards or terminations) notices (17%), but as many of these notices are unlikely as yet to have concluded with an award, no conclusions can be drawn from this data.

There is relatively little difference in the numbers of competition calls being issued over these years. [ranging between 963 (2012) to 1182 (2010)]. However this could be considered surprising given the economic decline in architectural services immediately post 2008 and the subsequent increase in construction outputs by 2016.

Lots called within Competition Notices.

A noticeable number of opportunities are called in lots within individual competition notices, with the numbers rising significantly immediately post 2008 (*Menteth. W, et al. Procurement Trends 2014. p.21 Fig. 4.2*)^{ix}. But as most of these notices calling for Lots are for appointment onto a framework, the numbers of commission's architects and other framework consultants actually receive is less penetrable; as it is not necessary for statistical purposes to report through a notice the eventual commissions within a framework. Comparative analysis of the numbers of actual awards that lead to the commissioning of an architect's services is therefore less reliable.

Time from a competition call to a competition award.

There is a significant and notable improvement apparent in the reduction in the time being taken to determine UK competition notices from an average of 333 days in 2011, down to 219 days in 2015. This trend shows a marked improvement. Project Compass has noted that this reduction in time is only clearly apparent among the outlying awards taking the longest time and not apparently in the mean award times (*Menteth. W, et al. Procurement Trends 2014. p.48-49 Fig.10.1*)^x. So, whilst the worst competition cases are being addressed, there is no evidential reduction in time arising in typical competitions.

Notices finally concluded by an award or a termination Notice.

In the UK, since 2013 it is of concern that the trend reported in the proportion of competition calls not being concluded by either an award or a notice of termination is increasing. In 2015 only 47% of calls reported reaching a conclusion, a decline from 59% in 2013. This is an indicator of market professionalism and efficiency. It might suggest that the considerable endeavours and costs of running and entering competitions are increasingly being wasted.



In earlier Project Compass appraising it had been felt this figure of 59% in 2013 could only be bettered, instead it has got worse (Menteth. W, et al. Procurement Trends 2014. p.10-11 Fig.2.2)^{xi}.

Procedures:

The numbers of notices for architectural services across the various procedures shows some significant changes, when the pre-2013 period below is compared with the subsequent period from 2013 - 2016 (PC 2017 Sesame. Visualisation, Types of Procedure)^{xii}.

2010: Open 28; Restricted 506; Negotiated 37.
2011: Open 44; Restricted 415; Negotiated 31
2012: Open 37; Restricted 418; Negotiated 17
2013: Open 37; Restricted 418; Negotiated 17
2014: Open 73; Restricted 425; Negotiated 14
2015: Open 119; Restricted 326; Negotiated 20
2016: Open 191; Restricted 301; Negotiated 26

Restricted and Open Procedures:

There has been a consistent and significant decline in the use of restricted procedures and a noticeable increase in the use of Open procedures. This follows a number of reforming initiatives introduced through the Public Contracts Regulations (*PCR 2015*)^{xiii} and Procurement Policy Notes (*PPN's*)^{xiv}. The number of Open procedures has progressively risen six fold from 28 in 2010 to 191 in 2016 (up 582%), and the number of restricted procedures has progressively declined from 506 in 2010 to 301 in 2017 (down 41%). This is to be welcomed but for validation should also be considered relative to the number of Lots among these different procedures.

Negotiated procedures:

These have been identified as efficient and capable of enhancing early empathies; have seen no consequential proportionate increase and continue to represent only a very a small proportion of the market.

Design Contests:

Since October 2010 there have been only sixteen design contest notices issued in the UK, and not all have matured into full competition submissions. Design contests make little impact on competitions in the UK public market. The structure of Design Contests is determined primarily at World Trade Organisation General Procurement Agreement (WTO GPA)^{xv} level having, in consequence, unique descriptions and characteristics that are specifically for architectural and design services. This procedure is poorly understood and remains unsupported through the governance procedures and standing orders of public bodies. Generic 'one size fits all' procurement of more standard procedures predominates.

Distribution of procedures:

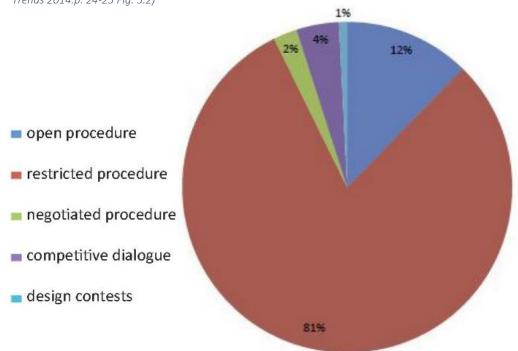
Figure 3 is a snapshot showing the distribution of procedures within the UK public architectural competitions market from 2009 to 2013 (Menteth. W, et al. Procurement Trends 2014.p. 24-25 Fig. 5.2)^{xvi}.



Figure 3
All UK competitive procedures for commissioning architects Q1 2009-Q4 2013.
Design Contest account for less than 1%.
(Menteth. W, et al. Procurement Trends 2014.p. 24-25 Fig. 5.2)

UK USE OF PROCEDURES

for architectural notices relative to EU competitor nations



ORGANISATIONS CRITICAL TO ARCHITECTURAL COMPETITIONS DISCOURSE.

Project Compass CIC:

Project Compass CIC (PC)^{xvii} is a voluntary procurement Intelligence Service that aims to improve architectural competition culture. Since commencement it has now intervened to achieve better outcomes in approximately eighteen key competition procedures and has published reports on key competition issues including the procurement by the Education Funding Agency (Menteth. W, Newman. R, Bogle. P, 2015) ^{xviii} and The Thames Garden Bridge (Menteth, W.2015)^{xix}. The organisation has published guidance on Design Contest Procedures for selecting architects (Menteth, W., O'Carroll, O., Curtis, R. & Sawyers, B. 2015)^{xx}, practical procurement advice on for example use of the ESPD^{xxi} along with significant additional online digital guidance and resources. They undertake reports and academic papers and fulfil speaking roles on architectural competitions, encompassing conferences, provide continuing professional development (CPD) and lecturing.

The current programme covers fourteen CPD's in thirteen UK cities, advancing their nascent work implementation platform for Design Contest procedures, upgrading the presentation and functionality of their core web service, providing guidance on BREXIT, miscellaneous



academic papers along with the ongoing maintenance of the digital service and further endeavours organising competitions.

Contacts: Walter Menteth, Russell Curtis and Bridget Sawyers.

The Royal Institute of British Architects (RIBA),

The RIBA states that its mission is to champion better buildings, communities and the environment through architecture and our members.

RIBA has an established Competitions Office^{xxii} which will organise all types of competitions, and seeks to generate income growth and better practices from doing so. It is not pro-active in campaigning for architectural culture and unless specifically invited to do so, would not appear to participate in other activity including open discourse outside the RIBA. Since investments made in 2014 into the service, the competitions office has grown and in 2016 organised approximately eleven public competitions. A significant number of these were by restricted procedures. It also organises private competitions and the total numbers organised in 2014 is thought to amount to approximately eighteen.

Contact: Linda Stevens.

The Architecture Foundation:

The current chair of The Architecture Foundation^{xxiii} stated that "The RIBA is in some ways trapped. Although it looks to promote architecture, it is inevitably caught up by the need to protect architects. New London Architecture succeeds as a canny commercial organisation which also promotes architecture as well as drawing an audience."

The Architecture Foundation is not currently engaged but is looking towards a more proactive role in promotion and campaigning, and is targeting competition activity.

The Architects Journal (AJ):

The AJ provides an excellent dedicated Competitions section^{xxiv} edited by Merlin Fulcher, and its deputy editor Will Hurst helps sustain and maintain cover on many broader competition issues. He has won a number of journalistic prizes for his reporting on the Garden Bridge. The AJ does not however generally engage in campaigning discourse, but only journalism. A fruitful media partnership between Project Compass and the AJ, has engaged AJ's increased cover of procurement culture.

Contacts: Merlin Fulcher and Will Hurst.

COMPETITION CULTURE

Given the scale and size of the UK market it has an apparently impoverished architectural competitions culture. There are few promoters of innovation. Young and emergent practices obtain little access to work through UK competitions, and are required to develop their expertise otherwise and largely through the private sector before being capable of engaging. Access to work below thresholds reputedly is better, but there is no evidence to verify this. Many however continue to enter in the hope of progression. UK talent might have more and



better opportunity to compete if key parameters could be reformed. These include the value of the WTO GPA Thresholds, and the UK application of VAT.

Risk is overestimated

Risk, as a managerial and financial construct, plays a significant part in framing the innate conservativism of clients, who in consequence become blinded to the alternative - opportunity.

Threshold Values are a disincentive

The levels set for the services thresholds is far too low, making competitions uneconomic whilst precluding talent from accessing the market and incentivising market aggregation. The UK/EU should seek, from WTO negotiations, a significant increase in the threshold values for service appointments (WTO Thresholds 2012-2013)**xv*, or like Japan seek special dispensation for the services of an architect.

VAT and a level playing field.

In the UK, architects are required to charge VAT, if they work as a main (prime) contractor on any 'service' contract. VAT is charged on all UK 'service' contracts awarded to prime contractors. However if the same architect works for a contractor, as a sub-contractor (Tier 2) on a new build 'works' contract, then VAT is fully recoverable. VAT therefore at 20% is a significant fiscal incentive that has been driving the market expansion of Design and Build Contracts, along with DBF contracts, as for these contracts the contractor is appointed under a works contract. With the growth of UK VAT rates Design and Build (D&B) and Design, Build and Finance (DBF) contracts have also expanded because public clients have a compounding imperative, which is their remit to seek best value. This does not offer clients or consultants a level playing field and works to the detriment of quality and professionalism.

Construction and architectural competition culture and quality

Particular concerns about the diminution in standards, quality and professionalism in construction have been highlighted over recent months by a number of high profile UK cases including:

The Edinburgh PFI Schools Programme

In Edinburgh, Scotland the PFI schools programme was shown to be deficient when walls collapsed and a number of other serious defects emerged in 2016; requiring that a large number of schools be closed for prolonged periods. Poor quality construction and a lack of on site scrutiny was blamed, despite this being an occurrence across a number of schools within a single portfolio.

The report found that "Recent changes to models of procurement of public building, driven by a desire for greater efficiency, and an unachievable desire to transfer all risk away from the client, have unfortunately not appreciated the need to build into these models the essential provision of an appropriate level of independent scrutiny" (Edinburgh report 2017)^{xxvi}.



When there were such multiple occurrences, it is the author's inescapable view that some cause must inevitably be attributable to the process having a lack of professionalism, and that the financial motivations underpinning such contracts are potential liabilities.

Lakanal House Southwark.

In Lakanal House, Southwark London an inquiry reporting in February 2017 found that in a fire in 2009 in this high rise building in which killed six people, lack of due diligence, lack of supervision and poor quality construction were material. When refurbishment of windows was undertaken Building Regulations approval was neither sought, or approved; as it appeared that the parties responsible believed that the others had done so (Lakanal House Reporting 2013-2017)^{XXVIII}.

The Orchard Village Estate.

The Orchard Village estate a newly-built East London residential development with 387 home by Clarion Housing Group was built at a cost of around £80m, approximately £31m of which was public money. There were such extensive problems with construction quality, which even started to emerge before completion. These have been raised extensively in Parliament and elsewhere. Clarion has now offered some residents "initial compensation" payments, which differ according to whether they owned or rented their homes from between £1,000 to £100, and agreed "in principle" to buy back shared-ownership and freehold properties on the estate. The competition procedures by which such large commissions as this are let and the lack of consistent independent professional supervision by the design architects through to construction stage completion, or by other agents of the clients has apparent been an issue.

Other evident qualitative issues with construction.

These revelation follow only shortly after those at Solomon's Passage in Southwark (Sheppard. O, 'Solomon's Passage' 2016) ******, the agreement by the construction company Bovis to pay out £7m to repair poorly built new homes sold to its customers (Bovis Reports 2017) *****, and a recent survey commissioned by the charity Shelter finding that 51% of owners of recent new builds experienced problems including construction, fittings and utilities (Kollene. J, 2017)****.

A common lack of supervision and scrutiny by independent professionals leading to increasing divergence between intents, design and construction is being shown to have impacts. There may be many causes for this, nevertheless at the heart of these issues UK competitive procurement and risk transfer practices within construction and architectural competitions are major contributors. It is to be anticipated that these issues may well lead UK authorities to further appraise and reform competitive processes and procedures in construction.

A recent UK international design competition

One high profile example of a recent UK international design competition was for the UK national Holocaust memorial. Organised by Malcolm Reading Associates, it recently announced its shortlist from almost 100 entries (Holocaust Museum 2017)xxxi. The memorial



site is a small triangular park beside the Thames adjacent to the Palace of Westminster and ringed with trees. The Park is venerated and listed. It currently contains small well placed monuments including the magnificent Burgers of Calais by Rodin and a statue by Elizabeth Fink.

For the space available the programme, vision and brief have been severely criticised for being over scaled and hence inappropriate. Each memorial proposal is largely buried yet their volumes require the occupation of a high proportion of park area, significant intervention and the loss of many mature trees during construction; matters which critics argue might have been expected to be better addressed prior to the call.

This competition was not 'Open' required a first stage Expression of Interest and was held in two stages, resulting in teams of architects with consultants progressing to shortlisting who were largely well-known practice names, with no outsiders emerging to bring fresh thinking into the competition process. Of the fourteen declared members of the jury assessing this competition only one is known to be an architect.

Progressing through BREXIT

The UK Government and its Civil Service are now fully engaged in BREXIT and beyond this all-consuming objective appear to have less and less capacity for significant meaningful reform.

BREXIT however throws up a number of further risks for existing UK competition practices. It can be anticipated that market pressures may greatly increase with a potential breakdown or hiatus in trade agreements, and without access to OJEU and e-certis, and without the overhaul and transformation of performance and delivery by the UK public competitions system.

UK clients and architects for example might need to rely upon Contracts Finder and the other national procurement portals. Relative to OJEU and e-certis these provide a deficient, immature system, poorly resourced with little transparency and are in need of significant reform.

A number of other BREXIT issues emerge at the interface between the UK and the EU. If the UK should exit with trading agreements based on the WTO GPA, then this could provide significant opportunity for the expansion in the UK use of design contests, as this is one of the few procurement procedures largely set by the WTO GPA. This would maintain UK as a globally accessible open market, but would not however operate in reverse in making competitive access to global markets any more available to UK architects.

As BREXIT looms it brings a new focus on design, competition processes and their culture, particularly as the values of a newly reformed post EU nation will be under global scrutiny.

CONCLUSION

UK commercial and ethical values may be seen to underpin much of the UK professions disengagement from competition culture, and this remains a big challenge. However there are many positive signs including the move towards more open competition procedures, and



the expansion in the use of smaller and more numerous Lots that heralds a step change. The opportunity for significant digital disruption to reposition UK competitions through systems such as the digital marketplace (G Cloud) type approaches along with work implementation platforms, however the later remains as yet incapable of achieving funders' interest.

This report finds two other key aspects of competition culture in the UK. On one hand, the over estimation of risk and the thrust for cost efficiency continues to constrain access and innovation. Progressive values of betterment in construction and the built environment particularly are being overlooked within a highly proscribed perspective, on the basis of risk and cost efficiency. On the other hand in the struggle to promote and sustain standards and excellence in construction quality the architectural profession is failing to address, promote or sustain a credible position in civil society, as is corroborated by the range of statistics and case studies which show who is actually winning competitions and what is actually resulting from it.

There remains an urgent need to take action on updating and further reforming our procurement process and portals, data gathering and transparency, and improve competitive practices. As the report outlines, other national concerns may well overshadow this need, potentially delivering an arcane system embedding poor 'custom and practice' and declining construction quality, but BREXIT might now be deployed as a gateway to better address the opportunity of this challenge.

Project Compass CIC (R2 3 March 2017)



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