

CABINET PROCUREMENT & INSOURCING COMMITTEE

UPDATE & BRIEFING REPORT

Title of Report	Update on the outcome of the procurement of the first phase of the Nightingale mixed tenure estate regeneration scheme - Nightingale Block E-for noting.
Key Decision No.	N/A
CPIC Meeting Date	6 November 2023
Classification	Open with Exempt Appendices) By Virtue of Paragraph(s) 3, Part 1 of schedule 12A of the Local Government Act 1972, appendix 1 is exempt because it contains information relating to the financial or business affairs of any particular person (including the authority holding the information) and it is considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information
Ward(s) Affected	Hackney Downs
Cabinet Member	Deputy Mayor Guy Nicholson
Key Decision	No
Group Director	Rickardo Hyatt
Contract Value, <u>both</u> Inclusive of VAT and Exclusive of VAT (for the duration of the contract including extensions)	£36,802,097
Contract Duration (including extensions e.g. 2 yrs + 1 yr + 1 yr)	1.5 years + 2 years

1. **INTRODUCTION**

- 1.1 The Nightingale project is the final phase of a regeneration scheme which commenced in the 1990s with the demolition of four tower blocks. There have been sections of vacant land on the estate since this time. Hackney's Regeneration team developed a masterplan for Nightingale consisting of a mixed tenure scheme with 400 new homes, a new community centre, two new retail units and improvements to the communal areas of the existing estate. The scheme received planning approval in 2017. On 26 October 2016, Cabinet Procurement Committee (CPC) (now Cabinet Procurement and Insourcing Committee) granted approval to commence the process of procuring a contractor for Blocks D and E. However, since that time further work has been carried out on the buildability of the new development, and as a result the phasing strategy has been revisited, with Block E to be delivered as the first phase. Block E consists of 70 homes which were, under the masterplan, were to be delivered as shared ownership, however in 2022 the Local Planning Authority approved a Section 73 to 'flip' the homes from shared ownership to social rent. This means that the much needed social rented element of the project first.
- 1.2 The development of Block E will allow a section of the estate which has been empty and hoarded off for many years to be brought back into use. It will also reinstate two retail units, which will help to enliven this part of the estate. A new temporary community centre will be developed to replace the current one, which will allow all the community groups on the estate to operate from a shared facility, and therefore encourage joint working. Improvements will also be carried out to Olympus Green, which forms the heart of the estate, to make it safer and more attractive for residents of all ages. This will form the first phase of a regeneration programme which will bring the derelict areas of the estate back into use.
- 1.3 At its meeting of 18 July 2011 the Council's Cabinet agreed the Estate Regeneration Programme. The Programme was updated and approved by Cabinet in March 2014 and again in October 2015. A further update was provided and approved by Cabinet in April 2019.
- 1.4 A detailed planning application for the project received full consent on 6 February, 2018. To enable Block E to become the first phase, a Section 73 planning amendment was approved on 4 April, 2022.
- 1.5 At its meeting on 3 October 2022 Cabinet Procurement and Insourcing Committee (CPIC) gave approval to officers to tender the project through the London Borough of Islington framework. At the same meeting it was agreed to delegate approval of the Contract award to the Group Director of Climate, Homes and Economy in consultation with the Group Director of Finance and Corporate Resources and the Director of Legal and Electoral Services.

- 1.6 Two of the invited contractors Mulalley and Osborne, returned tenders in February, 2022. Both tenders were significantly higher than the agreed budget, with Mulalley presenting the lowest compliant bid and the Most Economically Advantageous Tender.
- 1.7 Following approval of a Delegated Powers Report to enter into a main contract, dated 26 August 2022, a contract was entered into with Mulalley Construction Limited in June 2023.
- 1.8 This report provides an update to CPIC on the outcome of the procurement exercise to appoint a main contractor to deliver Block E as Phase 1 at Nightingale. Further details can be found in Exempt Appendix 1.

2. MOBILISATION UPDATE

- 2.1 The successful tender price exceeded the Council's approved budget as set through an internal Gateway process. To address the impact on the viability of the project, the Council has incorporated the process to update the RIBA Stage 3+- 4 design whilst adopting a 'cost optimisation' process. This process aims to reduce construction costs whilst maintaining qualitative standards, and has been used successfully on two recent Housing Regeneration and Delivery projects.
- 2.2 New building regulations were introduced in June 2023. These are: Part B- Fire Safety; Part F- Ventilation; Part L- Energy Conservation; Part O- Overheating; and Part S - Electric Charging Vehicle Points. In December 2022, the Government consulted on the proposals for introducing second staircases to blocks above 30m.
- 2.3 To address the issues set out in 2.1 and 2.2 the contract facilitates a prescribed programme period for cost optimisation and for updating design to achieve compliance.
- 2.4 A programme of enabling works which includes delivering the improvements to Olympus Green, moving the community garden, providing a temporary community centre, ground investigations and utility services diversions is being developed. Completing these critical pre-construction phase works as proposed, de-risks the project during the construction phase and offers the advantage of shortening the main construction works period along with associated savings.
- 2.5 The table below sets out the programme of pre-construction phase activities that are required to address financial and building regulatory changes.

Activity	Programme
Cost Optimisation and redesign	

Mobilisation of the contractor's external team completion	By October 2023
Building Regulations compliance audit completion	By December 2023
Cost optimisation process completion	By January 2024
Minor Amendments Section 73 approval period	January 2024- April 2024
RIBA Stage 3 redesign completion	By April 2024
RIBA Stage 4a completion	By November 2024
Enabling works	
Specification and design for temporary community centre	By November 2023
Site set up	By January 2024
Utilities diversions completed	By January 2024
Relocate community garden completed	By February 2024
Site surveys completion	By February 2024
Delivery works to Olympus Green A	By November 2024
Deliver works to Olympus Green B	By November 2024
Complete construction of new temporary community centre	By November 2024
Demolish existing community centre	By March 2025

3. **VARIATIONS**

3.1 Residents of Nightingale Estate have been updated on the project regularly by newsletters, the last of which was distributed in July, 2023. The newsletter in July 2023 which:

- set out the proposals to deliver the project in light of the economic conditions and period of regulatory change; and,

- the associated process and revised timeframes for the main construction work start.
- 3.2 Once a timetable is confirmed residents' consultation will begin. There will be a series of themed meetings to garner residents' views about the revised designs for Olympus Green, the details of the community garden and the design proposals for the temporary community centre. Before the enabling works start there will be a 'meet the contractor' event.

4. FINANCIAL CONSIDERATIONS

- 4.1 During the tender period, exceptional levels of construction price and tender price inflation and market volatility were experienced arising from the post-pandemic supply chain blockages, Brexit and the Ukraine war which, in turn, had an adverse impact on the returned tenders and scheme viability. Further information is provided in Exempt Appendix 1.
- 4.2 Recent negotiations with the GLA regarding the Council's 1,000 home programme allocation have established a higher grant rate. The Council is currently in discussion with the GLA to explore the possibility of a higher rate of grant for the Nightingale Block E project being awarded, which would significantly improve the viability of the project.

5. CONTRACT MANAGEMENT ARRANGEMENTS AND KPIS

Resources and Project Management (Roles and Responsibilities):

- 5.1 The necessary resources and skills to ensure that the project will be successfully managed have been identified and are either available within the Council or have been procured externally.
- 5.2 The project will be managed by a Project Manager in Regeneration who will be overseen by the Strategic Project Manager and Head of Service for Housing Delivery. The project delivery team is:
- Project Sponsor - Assistant Director, Housing Regeneration and Delivery
 - Project Head of Service – Head of Housing Regeneration Delivery - North
 - Project Lead – Strategic Project Manager Delivery North
 - Design Advice – Regeneration Strategic Design Team
 - Employer's Agent - Potter Raper Ltd
 - Cost consultants/Quantity Surveyor (QS) - Potter Raper Ltd
 - Planning consultant - Tibbalds
- 5.3 During the pre-construction phase which includes cost optimisation and redesign for new regulations and enabling works, along with the construction period, the project will be managed on a day-to-day basis by the Project Manager in the Council's Housing Regeneration and Delivery team. The building contract will be

administered by the Council's Employer's Agent. The Employer's Agent and Quantity Surveyor team will carry out monthly valuations of works completed on site and certify the value of these works. During the Pre-Construction Phase, the Employer's Agent will attend contract Design Team Meetings, which will be programmed by the contractor, but are likely to take place at least monthly (or as required) in order to meet the contract programme.

- 5.4 Mulalley's construction director and contract manager report monthly to the Council's Strategic Project Manager, Employer's Agent, QS at project team meetings. Monthly updates are provided to the Head of Housing Delivery - North, and the Council's Assistant Director for Housing Delivery & Regeneration, as the project sponsor. Representatives with the Council's Regeneration Strategic Delivery team will attend Mulalley's design review meetings and work collaboratively with their external design team during the period of redesign and cost optimisation, to ensure that the Council's design quality standards are maintained.
- 5.5 Representatives with the Council's Regeneration Strategic Delivery team will attend Mulalley's design review meetings and work collaboratively with their external design team during the period of redesign and cost optimisation, to ensure that the Council's design quality standards are maintained.
- 5.6 The key performance indicators (KPIs) that are applicable to Section 2 of the contract are as set out in the table below:

KPI subject	Measurement	Monitoring method & info responsibility	Metric
Programme	Total days ahead or delayed	Contractor to update the programme on a monthly basis and provide reasons for delays. EA to assess the Contractor report and provide its own final monthly review.	Nr. of days
	Accuracy, timelessness, and quality of Contractor's programme/ delay reporting	EA to assess monthly	Qualitative assessment
Cost	Divergence between original cumulative forecast and last valuation.	Contractor to make applications. EA to report monthly.	£ difference on total gross value

	Divergence between application and agreed valuation (or Pay Less Notice amount)	EA to value and report monthly	£ difference on total gross value
	Divergence between last monthly forecast and last valuation	Contractor to make applications. EA to report monthly.	£ difference on total gross value
Change Control	Contractor proposed changes – Quality and timeliness design, time and cost information	EA to assess monthly	Qualitative assessment
	Employer proposed changes – Responsiveness of design and cost information (including detail and breakdowns)	EA to assess monthly	Qualitative assessment
Quality of Construction	Assessment of site inspector report – seriousness of quality concerns identified.	EA to assess monthly	Qualitative assessment
	Assessment of Contractor response to remediating site inspector concerns	EA to assess monthly	Qualitative assessment
	Defects – number remedied within timeframes	Contractor and LBH to provide information to EA for monitoring and report monthly from practical completion	Nr of defects
Design	Timeliness of general design information release to allow sufficient time for Employer review	Contractor to report days early or delay from information release schedule targets. EA to check and report	Qualitative assessment

Health and Safety	Qualitative assessment of Contractor H&S approach including site assessment by PD and response to H&S concerns including accidents and near misses	Contractor to provide own H&S assessments and information. EA and PD to assess	Qualitative assessment
Waste Management	Percentage of waste diverted from landfill	EA to assess monthly	% diverted
	Initiatives undertaken to minimise waste arising from deliveries to site	EA to assess monthly	Qualitative assessment
Employment and Training	Percentage of local labour (aiming for 30%)	Contractor to provide monthly labour return	Target met/ exceeded
	Number of apprentices	Contractor to provide monthly labour return	Target met/ exceeded by what percentage
	Confirmation of London Living Wage	Contractor to report monthly on checks and confirm London Living Wage compliance	Yes/ No
	Quality of engagement and communication with Hackney works	Contractor and Hackney Works (through LBH Project Officer) to report. EA to assess	Qualitative assessment
Neighbour Satisfaction	Number of complaints, and quality of response	Contractor to provide information. EA to assess monthly	Qualitative assessment
	Initiatives undertaken by the Contractor to ensure engagement and communication with neighbours.	Contractor to provide information. EA to assess monthly	Qualitative assessments

Supply Chain Management	Fair payment of subcontractors	Days behind or ahead of payment schedule and total value of arrears	Qualitative assessments
	Fair payment of subcontractors	Percentage of contractors paid on or before time provided each month	Qualitative assessment

6. SUSTAINABILITY OUTCOMES

Procuring Green

- 6.1 The new build on the Nightingale Estate will provide high quality housing, retail and community space, as well as new and improved landscaping and public realm, enhancing the ecological value and biodiversity of the site. The scheme also aligns with Hackney's Transport Strategy and TfL's Healthy Streets Indicators, aiming to prioritise walking and cycling, providing safe environments with opportunities for play, shade and shelter, and opportunities to rest in a clean environment.
- 6.2 The energy strategy for the Nightingale new build has recently been revised in order to move away from the originally proposed gas powered Combined Heat and Power (CHP) system. Hot water and heating for Block E is now intended to be generated by more sustainable communal air source heat pumps. This change also formed part of the S73 application which was approved in 2022.
- 6.3 The development will be car-free with substantial provision of cycle parking, a car club space and electric vehicle charging points. In addition, the project will be delivering new and upgraded, attractive pedestrian and cycle routes across the site.
- 6.4 The scheme will deliver homes which meet current regulatory requirements relating to sustainability, including Building Regulations and the London Mayor's Housing Supplementary Planning Guidance. This includes:
- Reduction in carbon emissions against Building Regulations Part L 2022 by 37.9% for residential, 26.7% for non-domestic (36.5% combined) achieved by:
 - Enhanced U-values of walls, floors, roofs and windows;
 - Improved air tightness through reduced air permeability rates;
 - Reduced need for artificial lighting;
 - Incorporation of low energy light fittings;
 - Incorporation of mechanical heat and ventilation recovery system (MHVRs);
 - Incorporation of advanced lighting and space conditioning controls;

- Incorporation of heat and electricity consumption devices for individual homes;
- Minimising internal heat generation through energy efficient design;
- Reducing the amount of heat entering the buildings during summer through orientation of the glazing, external shading and the provision of internal blinds;
- Provision of photovoltaic panels (PVs); and
- Achievement of BREEAM 'Excellent' rating on the community and commercial spaces.

6.5 The London Plan and Hackney Planning Policy standards on sustainability are achieved by:

- Effective Resource Management
 - Re-use of vacant and developed land with an effective layout and scale;
 - Efficient design of the massing and internal layouts;
 - Enhanced ecology and biodiversity with associated landscaping;
 - Use of responsibly sourced materials with low embodied carbon and
 - Specification of water efficient fittings, limiting water consumption.
- Adaptation to Climate Change
 - Provision of passive and active design to address overheating and demand for active cooling;
 - Incorporation of Sustainable Urban Drainage Systems measures to address future risks of flooding.
- Pollution Management
 - Adoption of a Site Waste Management Plan to reduce waste and pollution during the construction period;
 - Adoption of suitable noise mitigation strategies including the provision of refuge areas for residents.

6.6 During the pre-commencement phase of the building contract, the site will be tested for contamination and remediated appropriately.

6.7 The recycling of construction waste and the development of a Site Waste Management Plan are mandatory. Mulalley will be obligated to minimise construction related disruption, for example dust nuisance to residents and neighbouring buildings.

Procuring for a Better Society

6.8 The appointed contractor will be required to provide local training and employment opportunities, for which a number of KPIs have been established. KPIs will be monitored regularly at site meetings. The contractor and Employer's Agent will

provide information that will form the basis of each score, which will be documented at each meeting.

- 6.9 The appointed main works contractor will provide a draft Employment and Skills Plan to the Council for approval prior to works commencing on site. They will also prepare and implement an active programme for recruitment in order to achieve a local labour target of 25%. Under the terms of the contract the contractor must employ at least one apprentice per £2m of construction contract value, which reflects the Unilateral Undertaking requirement, and as previously agreed by CPC.
- 6.10 As part of the Unilateral Undertaking a sum of £197,794.35 will be paid as a planning obligation to Hackney Works, as a contribution towards the cost of training and supporting out of work residents into jobs during the construction of the development.

Procuring Fair Delivery

- 6.11 Tender documents issued to each bidder were identical, giving them equal opportunity to review and respond. Throughout the tender process bidders submitted clarification questions. Where a clarification was not commercially sensitive, the clarification and the Council's response was anonymised and issued to all bidders.
- 6.12 Each bidder was asked to comply with the Council's requirements with regard to the specification, local labour, employment and skills, and Fair Payment Charter. The appointed contractor has agreed to the Council's targets in these areas, including payment of the London Living Wage to all employees - a commitment also extended to their subcontractor supply chain - and cooperation with Hackney Works to promote diversity in their workforce.
- 6.13 KPIs have been agreed with the contractor and will be scored at agreed intervals during the construction period.

7. SOCIAL VALUE

- 7.1 The contract was signed in June 2023 therefore it is too early for social value agreed under the contract to have been delivered / achieved.
- 7.2 There are a number of potential Social Value projects that could be considered for the Nightingale Estate. Discussions have begun between Mullalley and the Council's project delivery team to identify and prioritise the potential projects. Consultation with wider stakeholders will take place before any decision about the projects is reached.
- 7.3 Mullalley is currently engaging with the Project Team to deliver an early Social Value project. This is a historic photographic exhibition which will be displayed on some of the hoarding panels around the site and is due to be delivered in October, 2023.

8. LESSONS LEARNT

- 8.1 As above, the main contractor for Nightingale Block E was procured during a period of steep inflationary rises in construction costs. This, combined with the swiftly changing landscape of legislation and guidance to address building safety and environmental sustainability requirements has meant that the construction sector has had to respond to significant changes over a short period of time. We do not envisage the breadth of regulatory changes to continue, and indications from the market show that inflation is slowing which is likely to mean that we enter a more stable period for future delivery of housing regeneration projects.
- 8.2 However, the experience of the last few years has led the team to examine our procurement strategy for main contractors, and rather than requiring a fixed price for a fixed design, we are now looking to take forward more collaborative approaches with contractors, bringing them in at an earlier stage, and working together to realise acceptable savings within agreed parameters for good quality design.

9. RISK

- 9.1 As set out in 2.1 a specific delivery strategy was developed to address the unforeseen construction price inflation in the market. The associated risks are set out in the table below.

Risk/ Issue	Mitigation
Financial/Programme: Construction price inflation peaked at unprecedented levels during the tender process.	The project team will exercise ongoing reviews of market conditions during the design and construction phase . The cost optimisation process is targeting a 10% reduction in construction costs and will focus on mitigating the effect of the inflation by programme savings or by alternative approaches to costly design elements and alternative products, whilst quality of design and product performance are maintained. Tangible savings will be sought through the economies of scale

	presented by the three estate regeneration project (c450 homes)
<p>Financial/Reputational: Quality of the scheme does not meet expectations due to cost saving pressures. The result is reputational damage and/or increased cost to the Council.</p>	<p>A partnership approach with the contractor is being adopted which has developed a shared understanding of the cost optimisation strategy. There will be a focus on structural engineering elements that achieve significant savings without compromising on design quality.</p> <p>The Strategic Design team is resourced to work with the project team throughout the design and cost optimisation process.</p> <p>The project team structure is resourced to evaluate the design and cost impacts of proposed cost optimisation options.</p> <p>During the construction stage, the Employer's Agent team, including the Site Inspectors and the Clerk of Works will carry out regular site inspections to ensure work is completed in line with the specification documents.</p> <p>Stringent Key Performance Indicators (KPIs), monitoring the quality of delivery, have been included within the contract.</p>
<p>Financial/ Programme: Failure to address incoming building regulation changes results in failed planning and or build control /regulator approval.</p>	<p>The scope of the cost optimisation stage includes redesign for incoming changes to building regulations. Additional programme time to effect changes has been accepted.</p>
<p>Reputational/Financial: Inability to meet the GLA deadline for a start on site due to delays in awarding the contract for the main works, resulting in reputational damage and or withdrawal of grant funding.</p>	<p>The GLA has been informed of the impact of the unprecedented tender price inflation on the programme for achieving a construction start-on-site, and will be kept informed of the key pre- construction stage milestones.</p>

<p>Programme/Financial: Complexity of site or construction leads to increased cost and project delays.</p>	<p>The contractor has demonstrated a thorough understanding of project risks, complexities and constraints, and undertaken a thorough risk assessment.</p>
<p>Reputational: Failure to communicate the reasons for delay, the risks of delivery in volatile market conditions and the proposals to deliver the estate regeneration project in light of such circumstances causes reputational damage.</p>	<p>A corporate message individually tailored to the relevant estate regeneration specifics has been issued.</p> <p>Ongoing briefing to councillors and residents are to be issued on a regular basis.</p> <p>Resident consultation on key design changes presenting a material planning change will occur during the cost optimisation and design update pre-construction phase and at the planning pre-application stage.</p>

9.2 Further information on risk management is provided in Exempt Appendix 1.

10. **NEXT STEPS**

10.1 As set out above the next steps are to complete the cost optimisation and design update changes, undertake enabling works as part of the Stage 1 contract. Further details are provided in Exempt Appendix 1.

11. **COMMENTS OF THE INTERIM GROUP DIRECTOR OF FINANCE**

- 11.1 There are no financial implications directly arising from this briefing report. Nightingale Block E currently makes a deficit in NPV terms that is more adverse than previously approved viability levels. This has mainly arisen as a result of the challenging construction market that is currently being experienced across the sector.
- 11.2 The cost optimisation period allows for collaboration with Mulalley to develop the design and seek value engineering (VE) savings wherever possible to bring down the cost of the project. The impact of the process needs to be balanced against the impact of current inflation rates as there is risk that any savings are eroded by inflation over the cost optimisation period.
- 11.3 As well as the impact of the savings achieved through cost optimisation, increased income is currently being sought. The Council is in engagement with

the GLA to try and secure grant for each social rented unit, which would exceed the Right To Buy subsidy currently assumed in the project's finances.

- 11.4 Since the last Gateway, various financial assumptions changes have also been agreed by the S151 Officer and Capital Assets Steering Board, which will significantly improve viability.

12. COMMENTS OF THE ACTING DIRECTOR OF LEGAL, DEMOCRATIC AND ELECTORAL SERVICES

- 12.1 Under Appendix 3 of the Constitution Cabinet Procurement & Insourcing Committee is authorised by Cabinet to give detailed consideration on all issues relating to procurement practice and policy. It is therefore permitted to consider this Report.

- 12.2 Under a Delegated Powers Report dated 26th August 2022 the Group Director, Climate, Homes and Economy in consultation with the Group Director, Finance and Corporate Resources, agreed the award of contract for the Nightingale Block E works. Details of the progress of the project since such date, and specifically the financial details of this matter, are set out in this Report.

13. PROCUREMENT COMMENTS

- 13.1 The Council conducted a rigorous and extended scrutiny and approval process for the programme and contract award of the 'Nightingale mixed tenure estate regeneration scheme - Nightingale Block E'. This process included the Cabinet meeting of 18 July 2011 where the Council's Cabinet agreed the Estate Regeneration Programme. The Programme was updated and approved by Cabinet in March 2014 and again in October 2015. A more current update was approved by Cabinet in April 2019.

- 13.2 The procurement exercise was challenging as it was carried out at a time of high inflationary pressures in the construction market which was compounded by new building regulations that had additional significant cost implications. The two bids received were substantially above the contracts pre tender estimate and budget provisions. However, one of the bids was more competitive than the other and offered a means to achieve the Council's development goals.

- 13.3 Following approval of a Delegated Powers Report to enter into a main contract with the more competitive bid, dated 26 August 2022, the contract was entered into with Mulalley Construction Limited in June 2023.

- 13.4 As this more competitive bid was still in excess of the project's approved budget the Council opted to award the contract to the successful bidder incorporating a process of pre-construction, enabling works and 'cost optimisation' exercises leading up to RIBA Stage 4 technical design and following this embark on the main build phase with the contractor. The aim of the exercise was to reduce construction costs to within budget parameters prior to the build phase.

- 13.5 It remains the considered opinion of the procurement team that this single stage procurement exercise to deliver the Nightingale mixed tenure estate regeneration scheme - Nightingale Block E project is compliant and offers the most economically advantageous route to achieving the Council's goals.

APPENDICES

Exempt Appendix 1- Construction contractual arrangements - Nightingale estate.

Exempt

By Virtue of Paragraph(s) 3 Part 1 of schedule 12A of the Local Government Act 1972 this report and/or appendix is exempt because it contains Information relating to the financial or business affairs of any particular person (including the authority holding the information) and it is considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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