

# **CABINET PROCUREMENT & INSOURCING COMMITTEE**

# **UPDATE & BRIEFING REPORT**

Title of Report	Update on the Outcome of the Procurement for a Main Contract to deliver a Mixed Tenure Estate Regeneration Scheme: Marian Court - for noting
Key Decision No.	N/A
<b>CPIC Meeting Date</b>	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	Homerton
Cabinet Member	Deputy Mayor Guy Nicholson
Key Decision	No
Group Director	Rickardo Hyatt
Contract Value, both Inclusive of VAT and Exclusive of VAT (for the duration of the contract including extensions)	£61,531,256
Contract Duration (including extensions e.g. 2 yrs + 1 yr + 1 yr)	2 years + 3 years

#### 1. <u>INTRODUCTION</u>

- 1.1 The site to be developed on the former Marian Court site has been cleared since the last demolition in February 2023. The development of the site represents an opportunity to complete the final site within the Six Estates regeneration, part of the former Estate Regeneration Programme. Marian Court comprises the following:
  - 69 outright sale homes;
  - 59 shared ownership homes;
  - 32 social rent homes;
  - A new community facility;
  - 1017m2 of retail commercial / workspace; and,
  - Associated public realm and landscape works including facilities for play and recreation.
- 1.2 At its meeting of 18 July 2011, the Council's Cabinet approved the key parameters of the Estate Regeneration Programme. The Programme was updated and approved by Cabinet in March 2014, October 2015, April 2019, and a further update was provided and approved by Cabinet in December 2022.
- 1.3 At its meeting on 18 July 2016 the Council's Cabinet agreed the Sales and Marketing Framework, authorising the Director of Regeneration to implement the Sales and Marketing Framework in relation to shared ownership and outright sale disposals for both the Estate Regeneration and Housing Supply Programmes, and authorising the Director of Strategic Property and the Director of Regeneration to dispose of leasehold and freehold interests in the shared ownership and outright sale homes developed or to be developed as part of those Programmes.
- 1.4 A detailed planning application for Marian Court received full planning consent in July 2020.
- 1.5 On 18 January 2021 Cabinet Procurement Committee (CPC), now known as the Cabinet Procurement and Insourcing Committee (CPIC), agreed to grant delegated authority to the Group Director, Chief Executive's Directorate to enter into a JCT Design and Build contract for Marian Court with Mulalley. One of the conditions of this delegation was that vacant possession of the site was achieved.
- 1.6 At the time, one resident still remained at Marian Court and whilst they had accepted the tenancy of an alternative property, they had not yet moved. There was a small risk that if vacant possession was not gained by 31 March 2022, the Council would be unable to enter into a contract with Mulalley under the delegated authority granted in January 2021. After that date, Mulalley would have the opportunity to raise their tender price or withdraw from the project.

Therefore, approval was sought for delegated authority to be granted so that once vacant possession was achieved, the contract could be awarded to Mullaley, and the Director of Legal and Governance Services could agree the terms of the contract and settle and sign the associated legal documentation. This approval was granted by CPIC on 7 March 2022. A contract was entered into with Mulalley & Co in July 2023.

## 2. MOBILISATION UPDATE

- 2.1 To address the impact on the viability of the project, the Council entered into a JCT contract with Mulalley & Co Ltd on 17 July 2023. The first section of the contract will enable the Council, with the main contractor, to develop the scheme to RIBA Stage 4, 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.
- A number of new regulations and emerging guidance at a national level has necessitated a review and update to the planning approved design of Marian Court. For example, new Building Regulations were introduced in June 2023, including Part B Fire Safety; Part F Ventilation; Part L Energy Conservation; and Part O Overheating; In December 2022, the Government consulted on the proposals for introducing second staircases to blocks above 30m, and in July 2023, the Government signalled its intention to mandate the requirement for second staircases to be introduced to all blocks over 18m (6 storeys). All of these elements will impact the design of Marian Court.
- 2.3 To address the issues set out in 2.1 and 2.2 above, the contract with Mullaley facilitates a prescribed programme period for updating the design to achieve compliance with the building safety and sustainability standards outlined above, and for cost optimisation to address the inflationary pressures.
- A programme of enabling works which includes ground investigations, ground obstruction removal, utility services diversions and service connections is also being prepared as Part of Section 1 of the contract. 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, as well as providing 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	
Second staircase design impacts study completion	By March 2024	
RIBA Stage 2 redesign completion	By April 2024	
RIBA Stage 3 redesign completion	By October 2024	
Minor Amendments Section 73 planning approval period	September 2024 - November 2024	
Building Safety Regulator approval period	November 2024 - February 2025	
RIBA Stage 4a completion	By July 2025	
Enabling works		
Site surveys completion	By January 2024	
Contamination investigations completion	By March 2024	
Services infrastructure investigation (existing blocks) -completion	By June 2024	
Utility disconnections and diversions period	January 2024 - October 2024	
Section 278	February 2024 - October 2024	
Site levels formation for new build blocks	January 2025 - June 2025	
Site set up	By November 2025	
Main build construction	December 2025 onwards	

#### 3. <u>VARIATIONS</u>

- 3.1 Residents surrounding the Marian Court site, including those on the recently completed Bridge House estate regeneration site, and former residents with the Right to Return have been updated on the project regularly by newsletters and by individual letters in January 2022. In July 2023, a newsletter was distributed to residents, which:
  - set out the proposals to deliver the project in light of the economic conditions and period of regulatory change; and,
  - Outlined the associated process and revised timeframes for the main construction works start on site.

## 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.

## **GLA grant funding**

4.2. To improve scheme viability the Council has continued engagement with the GLA with regards to grant funding. The Marian Court programme had intended to achieve a start on site for the main contract works in March 2022 and to draw down GLA grant funding within the 2021/22 year. However, this has not been possible due to the circumstances outlined in this report, relating to both the unprecedented rise in construction costs, and the changes to regulations in reference to building safety and sustainability, which must be addressed. Recent negotiations with the GLA regarding the grant rate received by the Council for some estate regeneration schemes has established a higher grant rate, which in turn has resulted in the Council being able to confirm allocations on two estate regeneration projects. The Council has submitted proposals for Marian Court to be included in its pipeline of schemes within the GLA's Continuous Market Engagement 2021-2026 programme, which may result in the application of a higher grant rate for the 32 social rent homes in the scheme, thereby supporting an improved viability of the scheme.

## 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.

- The project will be managed by a Project Manager in Regeneration who will be overseen by the 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 (EA) Potter Raper Ltd
  - Cost consultants/Quantity Surveyor (QS) Potter Raper Ltd
  - Planning consultant Tibbalds
- 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 EA. The EA and QS team will carry out monthly valuations of works completed on site and certify the value of these works. During the Pre-Construction Phase, the EA 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.
- Mulalley's Construction Director and Contract Manager report monthly to the Council's Strategic Project Manager, EA, and QS at project team meetings. Monthly updates are provided to the Head of Housing Delivery North, and the Council's Assistant Director, 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.
- 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 –	EA to assess monthly	Qualitative assessment

	seriousness of quality concerns identified.  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's approach to health and safety approach including site assessment by Principal Designer (PD) and response to health and safety 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. <u>SUSTAINABILITY OUTCOMES</u>

# **Procuring Green**

6.1 The scheme will provide high quality housing, workspace, retail, and community space, as well as new landscaping and public realm, enhancing the ecological value and biodiversity of the project. The scheme also aligns with the Council'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

- The energy strategy meets the London Plan and Hackney Local Plan policy standards on energy and be compliant with the newly introduced Part L regulations for energy by:
  - Reduction in carbon emissions;
  - Enhanced U-values of walls, floors, roofs and windows;
  - Improved air tightness through reduced air permeability rates;
  - Non fossil fuel-based heating strategy, namely communal air source heat pumps;
  - 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.
- 6.3 As above, further design work is currently being undertaken to ensure that the scheme also complies with new Building Regulations Part F Ventilation; Part L Energy Conservation; and Part O Overheating;
- 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; and,

 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; and,
- Adoption of suitable noise mitigation strategies including the provision of refuge areas for residents.
- The scheme proposals have been designed to incorporate an energy centre to provide communal heating and hot water, in order to achieve the energy and carbon dioxide (CO2) reduction targets demanded by planning policy and national legislations.
- The scheme will be car-free with substantial provision for cycle parking and electric vehicle charging points.
- 6.7 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.
- 6.8 During the pre-commencement phase of the building contract, the site will be tested for contamination and remediated appropriately.
- 6.9 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**

- 6.10 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 EA will provide information that will form the basis of each score, which will be documented at each meeting.
- 6.11 The appointed main works contractor, Mullaley, 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% which is consistent with the planning obligations for this scheme. 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.
- 6.12 As part of the Unilateral Undertaking a sum of £133,156 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. A further sum of £44,295 will be paid as a contribution towards facilitating local people into end use ('operational phase') jobs provided through the operation of the commercial floorspace.

#### **Procuring Fair Delivery**

- 6.13 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.
- 6.14 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.
- 6.15 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 July 2023, therefore it is too early for social value agreed under the contract to have been delivered / achieved.
- 7.2 Mullaley has, to date, donated funds to support events on their previous scheme at Bridge House and intend to continue this with Marian Court and with the local secondary schools.
- 7.3 As part of community engagement, Mullaley will be talking with local schools, attending assemblies and opening up opportunities for work experience.

#### 8. <u>LESSONS LEARNT</u>

As above, the main contractor for Marian Court 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 to de-risk projects, 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 phases.
	There is an opportunity to exercise a mutual break clause at the end of the cost optimisation stage, should an acceptable construction price not be achieved.
	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 c450 homes across three large schemes - Marian Court, Nightingale and Kings Crescent.
Financial/Reputational: Quality of the scheme does not meet expectations due to cost saving	A partnership approach with the contractor is being adopted which has developed a shared

pressures. The result is reputational damage and/or increased cost to the Council.

understanding of the cost optimisation strategy. There will be a focus on structural engineering elements that achieve significant savings without compromising on design quality.

Hackney's Regeneration Strategic Design team is resourced to work with the project team throughout the design and cost optimisation process.

The project team structure is resourced to evaluate the design and cost impacts of proposed cost optimisation options.

During the construction stage, the EA's 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.

Stringent Key Performance Indicators (KPIs), monitoring the quality of delivery, have been included within the contract.

# Financial/ Programme:

Failure to address incoming building regulation changes results in failed planning and or build control /regulator approval.

The scope of the cost optimisation stage includes redesign for incoming changes to building regulations.
Additional programme time to effect changes has been accepted.

# 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.

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.

#### Programme/Financial:

The contractor has demonstrated a thorough understanding of project

Complexity of site or construction leads to increased cost and project delays.

risks, complexities and constraints, and undertaken a thorough risk assessment.

## 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.

A corporate message individually tailored to the relevant estate regeneration specifics has been issued.

Ongoing briefing to councillors, neighbours and Resident Steering Group members (formerly part of the Six Estates Programme) are to be issued on a regular basis.

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.

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. Marian Court 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.
- 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 On 7th March 2022 Cabinet Procurement and Insourcing Committee agreed the award of contract for the Marian Court 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 carried out a rigorous and extended scrutiny and approval process for the programme and contract award of the mixed tenure estate regeneration scheme: Marian Court. This process included the Cabinet meeting of 18 July 2011 where the Council's Cabinet agreed to the Estate Regeneration Programme. The Programme was updated and approved by Cabinet in March 2014 and again in October 2015. An update was approved by Cabinet in April 2019, and a further update was provided and approved by Cabinet in December 2022.
- 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 bids received were substantially above the contracts pre tender estimate and budget provisions. However, one of the bids was more competitive than others and offered a means to achieve the Council's development goals.
- On 18 January 2021 Cabinet Procurement and Insourcing Committee (CPIC) granted delegated authority to the Group Director, Chief Executive's Directorate to enter into a JCT Design and Build contract for Marian Court with Mulalley.
- As the 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.

13.6 It remains the considered opinion of the procurement team that this single stage procurement exercise to deliver the mixed tenure estate regeneration scheme: Marian Court project is compliant and offers the most economically advantageous route to achieving the Council's goals.

#### **APPENDICES**

Exempt Appendix 1 - Marian Court - Construction contractual arrangements

## **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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