

OFFICER DELEGATED DECISION 16 JUNE 2022

Report title: FRA Communal Door Replacement Programme – St. Matthew's Estate

Wards: Brixton Rush Common

Portfolio: Councillor Maria Kay, Cabinet Member for Better Homes and Reducing Homelessness

Report Authorised by: Bayo Dosunmu, Strategic Director for Resident Services

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REPORT SUMMARY

Following the Grenfell tragedy some fire doors were found to be inadequate. The council therefore immediately commenced a programme of works to review and replace communal fire doors.

With the expiry of the long-term qualifying agreement, the Council is now seeking a direct call-off from a competitively tendered framework to award a contract to enable the continued delivery of these essential fire safety works. The report recommends award of the communal door replacements contract for the St Matthew Estate to Gerda Security Holdings Ltd, via use of the Pretium Framework.

It is imperative when installing fire doors that they meet the requirements of BS 476 part 22, the fire resistance burns test of building materials, and that primary test evidence is available proving that the installation can withstand the passage of fire, heat, and smoke in the event of a fire.

FINANCE SUMMARY

The proposed value of the contract is estimated at £410,194 and will commence in May 2022. The works will be funded from the existing FRA capital programme allocation and all associated costs are included within the HRA Business Plan.

RECOMMENDATIONS

1. To award a contract for the provision of the communal door replacements for the St. Matthew's Estate to Gerda Security Holdings Ltd, as a direct call off, under the Pretium Frameworks – Fire Safety Services Lot 1, for a period of 6 months and for the overall budget sum of £410, 194, commencing in May 2022.

REASONS FOR EXEMPTION FROM DISCLOSURE

The accompanying part II report is exempt from disclosure by virtue of the following Paragraph of schedule 12A to the Local Government Act 1972:

Paragraph Three: Information relating to the financial or business affairs of a particular person (including the authority holding that information).

1. CONTEXT

- 1.1 The main area of the works will include the replacement of fire doors where they do not meet with current fire or smoke resistance performance standards as outlined in the Building Regulations, Approved Document B, where it states that fire doors must protect the means of escape. It is essential that fire doors have primary test evidence, demonstrating they meet the performance requirements as set out in the Building Regulations guidance for fire resistance and smoke control from both sides of the door.
- 1.2 There is a requirement to source professional contractors with relevant previous experience in undertaking similar fire safety works. It is essential that the contractors who install the doors are also registered with a professional trade body organisation such as BM-TRADA.
- 1.3 The operational management and delivery of the project will be undertaken by Council officers and so the requirement is for the provision of an accredited workforce to carry out the essential fire safety works which is achievable through the Pretium framework.
- 1.4 This is a Gateway Three Report which recommends a direct call-off from the Pretium Framework to award this contract to Gerda Security Holdings Ltd.
- 1.5 A key strategic objective of Our Borough Plan 2019-21 is to build strong and sustainable neighbourhoods and a key target within this is, to bring all Lambeth's council homes up to Lambeth's Housing Standard and to ensure that they are maintained to that level. The replacement of communal fire doors will increase the quality of Lambeth's housing and improve residents' feeling of being safe in their homes. The most important duty of any landlord is to ensure the safety of their residents. The proposed contract for the replacement of the communal doors on the St. Mathew's Estate is, therefore, an effective approach to fire safety, protecting resident's homes and the wider environment.
- 1.6 The council must fulfil its obligations as set out within a myriad of statutory requirements / precedents, of which its approach to undertaking fire risk assessments and the recommendations that result, is premised on the Regulatory Reform (Fire Safety) Order 2005.

2. PROPOSAL AND REASONS

- 2.1 Given that these works are essential and time critical, this report recommends the award of the contract as a direct call-off via the Pretium Framework, Fire Safety Services Framework, Lot 1 for Fire Doors to the top-ranked contractor, Gerda Security Holdings Ltd. This framework was compliantly tendered under the Public Contracts Regulation (PCR) 2015 and awarded under Contract Award Notice 2019/S-145-356115.
- 2.2 Companies appointed to the framework can supply new or replacement fire protection, such as doors, as identified by fire risk assessment or compartmentation surveys.
- 2.3 As with all fire safety works, there is a requirement to source professional contractors with relevant previous experience in undertaking fire safety works. To this end, it is essential that these fire

safety works are undertaken by a United Kingdom Accreditation Service (UKAS) accredited contractor who can provide the following assurances:

- Verification of the skills of operatives.
- Verification of ability to evaluate suitable products and identify mismatched products or proposed designs that will not work.
- Registration of operatives and supervisors.
- Issuing of certificates of conformity on completion.
- Audit trail of materials used in each job.

2.4 Discussions have taken place with key operational staff within capital delivery team and corporate procurement team to explore the most appropriate route to procurement. The options considered were weighted against factors such as time, cost, quality, and compliance.

2.5 The table below outlines the perceived advantages and disadvantages of various possible procurement routes.

Procurement Route	Advantages	Disadvantages	Decision
Open Tender	<ul style="list-style-type: none"> • Council can create own bespoke specification/tender pack • Opened to a wider market. • Competitive prices • SMEs can bid 	<ul style="list-style-type: none"> • Bidder can bid below market estimates and obtain maximum price score. • Preferred bidder may lack experience • Can take up to 6 months 	Not recommended
Restricted Tender	<ul style="list-style-type: none"> • As above • Contractors can self-disqualify themselves if they are unable to answer “killer questions” set as part of the SSQ. 	<ul style="list-style-type: none"> • As above, however this is a 2-stage process that can take 6 – 9 months to complete. 	Not recommended
Construction Line	<ul style="list-style-type: none"> • Shortlisting of vetted contractors • Council can create own bespoke specification/tender pack • Competitive prices 	<ul style="list-style-type: none"> • Not all shortlisted bidders will submit a proposal • Can take up to 6 months 	Not recommended
Frameworks (Traditional)	<ul style="list-style-type: none"> • Agreement tendered in accordance with PCR 2015 and open to Public Sector Organisations. 	<ul style="list-style-type: none"> • Fixed list of contractors over 4-year duration of agreement. • Further competition can 	Preferred option

	<ul style="list-style-type: none"> • Specification allows for wide scope of deliverables • Established list of contractors/suppliers pre-qualified. • Pricing schedules available • Direct Award of contract can be undertaken quickly • Further competition of the pre-qualified contractors can drive prices down 	<p>take 3 to 6 months</p> <ul style="list-style-type: none"> • Some frameworks will have nominal % fee included in bidder prices, which the Council will ultimately pay as part of the award of contract. 	
Dynamic Purchasing System (DPS)	<ul style="list-style-type: none"> • Agreement tendered in accordance with PCR 2015 and open to Public Sector Organisations. • New contractors can be added to the lists/categories of works or services during the duration of the DPS. • No set prices • Further competition of the pre-qualified contractors can drive prices down • Council can create own bespoke specification • Open to SMEs 	<ul style="list-style-type: none"> • Direct award of contracts not permissible • Further competition can take 3 to 6 months • 	Not recommended

2.6 The recommendation is for the use of a framework agreement. Following this decision, we explored various frameworks (as outlined in the below table). Ultimately a price comparison amongst the various frameworks was an essential consideration to obtain the best value for money, whilst not compromising on quality.

Framework's	Advantages	Disadvantages	Outcome
London Housing Consortium (LHC)	A procurement exercise has taken place to ensure that contractor selected meet all legislative requirements; therefore, no formal tendering is required, saving valuable time	Not open to new contractors who wish to join and possibly participate in this project.	Not recommended

	<p>and money in the procurement process.</p> <p>The framework is competitively tendered and provided the option to direct award to the top-ranked contractor.</p> <p>The framework also offers the potential to review offered rates to ensure value for money is achieved.</p> <p>An array of contractors included within the framework, some of whom Lambeth has employed in the past with satisfactory results.</p> <p>There is potential added benefit in framework as the value of works tendered can attract a (variable) rebate. This rebate can be directed towards social value initiatives driven by the council.</p>		
<p>Fusion 21</p>	<p>A procurement exercise has taken place to ensure that contractors selected meet all legislative requirements; therefore, no formal tendering is required, saving valuable time and money in the procurement process.</p> <p>The framework is competitively tendered and provided the option to direct award to the top-ranked contractor.</p> <p>Flexible and bespoke way to generate a contractor list.</p>	<p>Not open to new contractors who wish to join and possibly participate in this project.</p> <p>Fee payable by successful contractor which will be passed onto the council in tender submission</p> <p>Does not provide the opportunity to use a local contractor and therefore does not meet the council's objectives for local employment.</p>	<p>Not recommended</p>

	<p>Potential for quick turnaround of tenders.</p> <p>No charge to Lambeth.</p> <p>Been successfully used by Lambeth on gas procurement contract</p>	<p>Although the framework includes replacement of doors, this is intended to accommodate the whole house approach to building works. The works would not cover the specialist works now required, to adhere to current compliance regulations.</p>	
<p>Southeast Consortium (SEC)</p>	<p>A procurement exercise has taken place to ensure that contractors selected meet all legislative requirements; therefore, no formal tendering is required, saving valuable time and money in the procurement process.</p> <p>An array of contractors included within the framework, some of whom Lambeth has employed in the past with satisfactory results.</p> <p>Competitive process, which can sub-contracted.</p> <p>The framework is competitively tendered and provided the option to direct award to the top-ranked contractor.</p> <p>Flexible and bespoke way to generate a list of contractors.</p>	<p>Not open to new contractors who wish to join and possibly participate in this project.</p> <p>A 2% fee chargeable to Lambeth based on final cost of works</p> <p>Does not provide the opportunity to use a local contractor and therefore does not meet the council's objectives for local employment.</p> <p>Although the framework includes replacement of doors, this is intended to accommodate the whole house approach to building works. The works would not cover the specialist works now required, to adhere to current compliance regulations.</p>	<p>Not recommended</p>
<p>Shared Business Services</p>	<p>A procurement exercise has taken place to ensure that contractors selected meet all legislative requirements; therefore, no formal</p>	<p>Not open to new contractors who wish to join and possibly participate in this project.</p>	<p>Not recommended</p>

	<p>tendering is required, saving valuable time and money in the procurement process.</p> <p>The framework is competitively tendered and provided the option to direct award to the top-ranked contractor.</p> <p>The agreement contains large national contractors, but also a healthy number of regional SMEs to be more reactive to local needs.</p>	<p>At review of the framework this is more suitable for facilities management services (FMS).</p> <p>There is no individual lots covering the installation and supply of front entrance fire to residential flats.</p>	
<p>The Pretium Framework</p>	<p>A procurement exercise has taken place to ensure that contractors selected meet all legislative requirements; therefore, no formal tendering is required, saving valuable time and money in the procurement process.</p> <p>The framework is competitively tendered and provided the option to directly call-off and award a contract to the top-ranked contractor.</p> <p>This framework specifically covers fire doors with accredited products procured from third party accredited manufacturers.</p> <p>An array of contractors included within the framework, some of whom Lambeth have employed in the past with satisfactory results.</p>	<p>Not open to new contractors who wish to join and possibly participate in this project.</p> <p>Specified doors are manufactured from Europe which could lead to supply chain issues.</p>	<p>Recommended</p>

Planned Maintenance & Property Reinvestment Framework	The framework is competitively tendered and provided the option to direct award to the top-ranked contractor. Potential for a quick turnaround of tenders.	There are no individual lots covering the installation and supply of front entrance fire to residential flats. Although the framework includes replacement of doors, this is intended to accommodate the whole house approach to building works and would not cover the specialist works required.	Not recommended
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2.7.1 Over the past few years, the council has been installing Gerda-type doors to communal lobby areas. Continuing this trajectory of installing quality products of Gerda-type doors and for reasons of conformity / maintenance, this will likely lead to potential savings. Gerda products installed to Lambeth residential homes will come with full certification and traceability and will be less complex to manage in the future.

2.7.2 Each door has its own unique reference number so the history of the door can be tracked, from manufacture to installer, ensuring the council can provide compliance and conformity data for audit and inspection purposes. It's also an important factor to demonstrate as the Building Safety Bill is expected to be introduced into law in 2022 with door compliance and the safety of residents, key objectives. Other cost benefit for the use of Gerda products is the potential savings on maintenance servicing and repairs as single door type reduces repair times and allows repair teams to hold spares for a single door type, opposed to numerous manufactures. Compliant fire doors are manufactured and tested as a door set, which will include all components such as frame, glass, hinges, locks, packers and seals. Therefore, doors need to be installed by competent operatives who have been trained and approved by the door manufacturer. As part of that process, fully photographed documentation process is undertaken by the installers that shows the door has been installed by the operative.

2.7.3 Value for Money

The recommended Gerda doors are fully tested with primary test evidence, hold third party accreditation and are held in good regard both nationally in the UK and internationally and with the competitive rates obtained via this route, makes this an altogether good value for money proposal.

2.8 Contract Management

The Project Manager (Fire) will administer this contract on a day-to-day basis, closely monitoring delivery to targets. The appointed contractor will be required to provide weekly reports and attend monthly update meetings. The meetings will include but not be limited to any omissions and

additions to the contract, or issues with access and progress of the programme. At these meeting contractors' performance will be monitored.

- 2.9 Day-to-day issues will be managed by the Project Manager (Fire). If issues continue, they will be escalated up to the Assistant Director who has overall management and strategic coordination of fire safety works and compliance.
- 2.10 A risk register shall be reviewed monthly along with cash flow. A business continuity plan from the contractor will be requested and provided before any works shall commence.
- 2.11 The terms of the contract shall include a retention payment, which is included as part of the Council's major works projects.
- 2.12 The contract will be managed through the eCMS contract management system.

2.13 Contract Terms and Conditions

The proposed Pretium framework is flexible, enabling Lambeth to use the most appropriate form of contract. The form of contract that will be adopted will include the Council's supplementary terms and conditions with relevant responsible procurement clauses. Jointly with Legal Services, the team will review terms and conditions associated with the proposed direct award to confirm it is fit for purpose with suitable amendments provided where necessary.

3. FINANCE

- 3.1 The contract value is estimated at £410,194 with works committed to commence in May 2022.
- 3.2 This contract has fixed rates for door supply and installation across the duration of the contract thereby minimising the risk of price or spend variations.
- 3.3 The works are funded from the existing Lambeth Fire Compliant Entrance Doors capital programme.
- 3.4 The revenue implications of this capital spend are budgeted for within the HRA Business Plan.

4. LEGAL & DEMOCRACY

- 4.1 The authority to approve the recommendation in this report is delegated to the Strategic Director for Resident Services.
- 4.2 Article 9 of the Regulatory Reform (Fire Safety) Order 2005 deals with fire risk assessments. The Council as the 'Responsible Person' 'in control of the buildings is obliged to make a suitable and sufficient risk assessment, to review it and to keep it up to date. Article 8 article imposes a duty on the Responsible Person to implement the preventive and protective measures which have been evaluated in the risk assessment. Article 11 requires that the Responsible Person make and give effect to such arrangements as are appropriate, having regard to the size of his undertaking and the nature of its activities, for the effective planning, organisation, control, monitoring and review of the preventive and protective measures.

- 4.3 The Council's contract standing orders permit the calling off from contracts via a framework properly procured in compliance with the Public Contract Regulations. The proposed framework permits direct award call-offs to the contract.
- 4.4 Paragraph 5.5 of this report outlines the statutory requirements for recovering a portion of the cost of the proposed works from leaseholders.
- 4.5 The Council's Constitution requires that all key decisions, decisions which involve resources between the sums of £100,000 and £500,000, and important or sensitive issues, must be published on the Council's website for five clear days before the decision is approved by the Cabinet Member or Director concerned (Constitution, Part 2, Chapter F). Any representations received during this period must be considered by the decision-maker before the decision is taken.

5. CONSULTATION & CO-PRODUCTION

- 5.1 Given the nature of these works, consultation is key. Ward councillors are regularly briefed ahead of door surveys and are updated once completed, with an overview of recommendations and the resulting outlined programme. Similarly, internal teams within housing management, responsive repairs, and Fire Risk Assessment (FRA) team often feed into the development of the work programme.
- 5.2 It is a necessity that this report and the proposed contract award is circulated widely to internal stakeholders, for their input on the sustainability of materials, financing of the works and for due compliance and their feedback is accurately reflected.
- 5.3 The Cabinet Member for Housing will be consulted on the proposed direct award recommendation for the delivery of the communal fire risk assessment project for the St. Matthew's estate, and their approval shall be obtained.

5.4 Section 20 Consultation

Leasehold properties are subject to Section 20 consultation enabling the recovery of costs incurred. Section 20 Notices were served under Section 20 of the Landlord & Tenant Act 1985 (as amended by section 151 of the Commonhold & Leasehold Reform Act 2002) and Schedule 4 (2) (Regulation 7(4) of the Service Charges (Consultation Requirements) (England) Regulations 2003.

6 RISK MANAGEMENT

- 6.1 The table below identifies the main risks that might impede the successful delivery of this procurement and contract. This has been developed by the project team leading on this procurement exercise.

Item	Risk	Likelihood	Impact	Score	Control Measures	Risk Owner
1	Price submission exceeds budget	2	4	8	Ensure price submission aligns with specification, is	Project Manager

					robust and includes only necessary works. Agreed maximum framework price is known and, the price verification exercise should achieve vfm.	
2	COVID	2	4	8	Ensure contractors have available staff and robust process and procedures in place for working within current and potentially revised guidelines	Project Manager/Procurement team
3	Cost and availability of materials	2	4	8	Agree a basket rate for each archetype of door. Any additions to be agreed on a Schedule of Rates. Ensure as part of due diligence, the contractor confirms details of supply chain and delivery of goods.	Project Manager

Key to the above table:

Likelihood	Very Likely = 4	Likely = 3	Unlikely = 2	Very Unlikely = 1
Impact	Major = 8	Serious = 4	Significant = 2	Minor = 1

7 EQUALITIES IMPACT ASSESSMENT

- 7.1 An overarching EIA was produced for the 2020 housing procurement project – including major works. That assessment was cleared at equalities panel, and it concluded that there would be no adverse impact on equality in the borough and where relevant, the range of workstreams covered

in that project may offer the opportunity to enhance recruitment, training, and apprenticeships as gains.

- 7.2 A separate equalities impact assessment has not been undertaken, as the proposed contract to install new and compliant communal fire doors to the estate will protect all users of the building, improve their accessibility and ventilation.
- 7.3 No adverse effect is expected by enhancing the fire safety qualities of the building for all.

8 COMMUNITY SAFETY

- 8.1 Ensuring resident safety is at the heart of this proposal. A holistic safety approach, picking up fire risk work such as communal fire doors, is ideal for maintaining Lambeth's buildings, fire safety and compliance.

9 ORGANISATIONAL IMPLICATIONS

- 9.1 By using a fully certified product that has passed primary test evidence (PTE), meets certification standards and which are traceable, also genuinely meets sustainability certification standards.

Fire doors will comply with fire and thermal efficiency guidance set out in building regulations. Therefore, the new doors will be more energy efficient than existing ones. Plus, the nature of fire doors is to keep out draughts, so there will be an improvement in thermal comfort for residents.

9.2 Health

The install of compliant communal fire doors, has obvious life-saving benefits, with the intention to ensure that it is possible to exit the building safely.

9.3 Corporate Parenting

Not applicable.

9.4 Staffing and accommodation

Not applicable.

9.5 Responsible Procurement

The contractor is encouraged to support the council in securing economic, social, and environmental improvements as part of this contract.

9.6 Good Quality Jobs with Fair Pay and Decent Working Conditions

The London Living Wage for directly employed and sub-contractors will be in the terms and conditions of the proposed contract. The Modern Slavery Act (2015) applies to this procurement. Provision shall be made in the terms and conditions of the contract.

9.7 Quality Apprenticeships, targeted Employment for Lambeth residents and Lambeth Priority Group

As this is a short-term contract under 52 weeks, it is unlikely to yield quality apprenticeships or targeted employment for residents / priority group.

9.8 Reduce Emissions: Lambeth Council has a commitment to being Zero Carbon Neutral by 2030

In terms of reducing emissions and committing to the Council's zero carbon neutral target by 2030, this proposal will aim to work towards this objective. Primarily, this is a short-term contract, with the

intention that the bulk of the works is to be completed in this financial year. We shall request contractors to use electric transport where possible. Although it is not always possible to insist that companies invest in electrical vehicles (EV) for very short-term contracts which this will be, we will ensure that the doors are delivered to a central location making further transportation unnecessary, this reduces the need to use additional vehicles. In fact, each site location will have central storage location, a site office, and welfare facilities, again this will reduce the need to bring the workforce to the location by car or van. To discourage this, further parking permits are not provided to contractors unless the vehicle is EV.

The contractor will be required to report on CO2 emissions and to report on steps taken to reduce CO2 emissions in the delivery of the Council's contracts.

9.9 **Single Use Plastics: Reducing Packaging and Plastics**

The contractor is expected to have a confirmed and live policy for the use of plastics and packaging. The contractor must ensure that the existing doors and materials products are recycled are not sent to landfill. It is a requirement that all new doors to be installed will be manufactured from sustainable timber materials.

9.10 **Positive Health and Wellbeing**

The proposed direct award to the contracting firm (Gerda Security Holdings Ltd) has less than 250 staff and therefore, not strictly subject to the London Healthy Workplace Charter or equivalent. The contractor's position on such guidelines will be sought with the intention to actively promote the London Healthy Workplace Charter with the recommended contractor.

9.11 **Social Value Levy**

The Council's position is that all new contracts require the contractor to contribute to the Council's social value fund. The proposed contract duration is relatively short and social value was not a main feature in the framework. Other social value gains are possible from this contract as the confirmation to offer fire door inspection training to housing officers on estate, will be obtained, which will help the council to better maintain the condition of fire doors, long-term.

10.0 **TIMETABLE FOR IMPLEMENTATION**

The table below details the stages and deadlines for implementing the recommendations:

Activity	Proposed Date
Officer Delegated Decision Report	April 2022
Publication on Decisions online	08 June 2022
Officer Delegated Decision	16 June 2022
Execution of Contract	May 2022
Mobilisation Period for Contract	May 2022
Commencement of Contract	May 2022

Audit Trail				
Name and Position/Title	Lambeth Directorate	Date Sent	Date Received	Comments in paragraph:
Councillor Maria Kay	Cabinet Member for Housing and Homelessness	23/05/22	31/05/22	
Bayo Dosunmu, Strategic Director	Resident Services	16/05/22	23/05/22	
Neil Euesden, Director: Housing	Resident Services	16/05/22	19/05/22	
Andrew Ramsden, Finance	Finance and Property	15/03/22 30/03/22	28/04/22	
David Thomas, Legal Services	Legal and Governance	15/03/22	17/03/22	4
Julia Skinner, Democratic Services	Legal and Governance	30/03/22	01/04/22	
Robin Armstrong – Senior Procurement Officer	Finance and Property	15/03/22	30/03/22	
Andrew Marshall, Assistant Director: Housing Capital & Asset Management	Strategic Programmes	15/03/22	15/03/22	
Garry Dickson, Head of Programme Management	Strategic Programmes	15/03/22		For info
Joe Walsh, Climate Change, Energy and Buildings – Sustainability	Finance and Property	15/03/22	23/03/22	
Andrew Jacques, Assistant Director: Repairs & Maintenance Resident Services	Housing Services	15/03/22		For info

Report History	
Original discussion with Cabinet Member	September 2021 – Councillor Maria Kay
Report deadline	N/A
Date final report sent	N/A
Part II Exempt from Disclosure/confidential accompanying report?	Yes
Key decision report	No
Date first appeared on forward plan	N/A
Key decision reasons	N/A
Background information	<p>1. Building Regulations – Approved Document B: https://www.gov.uk/government/publications/fire-safety-approved-document-b</p> <p>2. Regulatory Reform (Fire Safety) Order 2005 The Regulatory Reform (Fire Safety) Order 2005 (legislation.gov.uk)</p> <p>(Above legislation may have been updated/amended)</p>
Appendices	Housing Service Delivery – Equality Impact Assessment (EqIA)

	http://moderngov.lambeth.gov.uk/documents/s126236/Appendix%20Aii%20EqIA-%20Feedback%20Form.pdf
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APPROVAL BY CABINET MEMBER IN ACCORDANCE WITH SCHEME OF DELEGATION

I confirm I have consulted Finance, Legal, Democratic Services and the Procurement Board, and taken account of their advice and comments in completing the report for approval:

Signature: _____ **Date:** _____

Post: Garry Dickson, Head of Programme Management

I confirm I have consulted the relevant Cabinet Members, including the Leader of the Council (if required), and approve the above recommendations:

Signature: _____ **Date:** _____

Post: Bayo Dosunmu
Strategic Director, Resident Services

Any declarations of interest (or exemptions granted): None

Any conflicts of interest: None.

Any dispensations: None