



Executive
20 May 2013

**Report from the Director of
Environment and Neighbourhood
Services**

For Action

Wards Affected:
ALL

**Cross-borough procurement of leisure services at Vale
Farm – Award of Contract**

Not for publication ('below the line')

Appendix 2 to this report is Not for Publication

1.0 Summary

- 1.1. This report sets out the progress on the cross borough (Ealing, Harrow and Brent, referred to as "the Partnership") procurement for leisure services, including Vale Farm Sports Centre.
- 1.2. The report highlights that the Partnership wishes to award the Contract to Sports and Leisure Management Ltd (SLM), and seeks approval for the award. As part of the procurement process Brent Council has specified standards of service, maintained control over casual swimming charges, retained its free swimming offer and developed a specification that will help deliver Brent's Strategy for Sport and Physical Activity.
- 1.3. The report provides information about the investment that SLM will make to Vale Farm sports centre, providing enhanced sporting facilities to Brent residents including an expanded gym and improved changing facilities whilst at the same time providing savings of £285,000 per annum.
- 1.4. The report also seeks necessary approvals for Ealing Council to provide contract management services to Brent Council in respect of the proposed contractor's services at Vale Farm Sports Centre.

2.0 Recommendations

The Executive:

- 2.1. Approve the award of a single 10 year contract for delivery of leisure management services for Brent, Ealing and Harrow Councils to Sports and Leisure Management Ltd based on their Variant bid for Brent at the cost explained in section 4 of the report and detailed in confidential appendix 2.
- 2.2. Note that if the recommendation in paragraph 2.1 is approved, the contract award will only be implemented if Ealing and Harrow Council also approve the award.
- 2.3. Delegate approval to the Director of Environment and Neighbourhood Services in consultation with the Director of Legal and Procurement to finalise outstanding contractual matters.
- 2.4. Authorise the use of Prudential borrowing to fund the required £1.776M capital investment that will result in the facility improvements and provision of gym equipment detailed in paragraphs 4.4, 4.5. This compares favourably to the contractor's borrowing rates.
- 2.5. Agree the shared contract management model set out in paragraph 3.32, whereby Ealing will act on behalf of Brent and Harrow as the client for leisure services, and authorise an exemption from the usual tendering requirements of Contract Standing Orders to enable the award of a service contract to Ealing Council for the duration of this leisure management contract.
- 2.6. Delegate approval to the Director of Environment & Neighbourhood Services, in consultation with the Director of Legal and Procurement, authority to conclude and sign on the Council's behalf the Inter Authority Agreement discussed in paragraph 3.33.
- 2.7. Approve the grant of leases to the new contractor of such Council premises as the Contractor may occupy for the purpose of the performance of the contract; such leases to run concurrently with the contract and to be on terms to be agreed with the Director of Environment and Neighbourhood Services in consultation with the Director of Legal and Procurement and Assistant Director of Regeneration and Major Projects (Property and Asset Management).

3.0 Detail

Background

- 3.1. The current Leisure Management contract for Vale Farm Sports Centre commenced on 1 November 2006 and was a five year contract with the option to extend for two years with Leisure Connection. This contract extension was taken up and the contract expires on 31 October 2013.
- 3.2. It was recognised that tendering Vale Farm Sports Centre as a stand alone facility would not be attractive to the market. A three borough Partnership approach (Brent, Harrow and Ealing) would result in a far larger portfolio of leisure facilities which would be more attractive to the market and enable bidders to achieve economies of scale. In addition the three borough

Partnership would save procurement and legal costs, with tasks done once for all three boroughs.

- 3.3. On 16 January 2012 the Executive gave approval for the Council to participate in a collaborative procurement exercise with the neighbouring Boroughs of Ealing and Harrow to re-procure the provision of leisure management services at Vale Farm Sports Centre. Approval was also given to publish an OJEU notice and conduct the pre-qualification exercise.
- 3.4. On 18 June 2012 the Executive agreed to authorise the Director of Environment and Neighbourhood Services to progress the collaborative procurement by inviting tenders for the provision of leisure services, engage in discussion with bidders and proceed with the evaluation of tenders. The procurement process approved was for a form of negotiated process, with a Best and Final Offers stage at the end.
- 3.5. Vale Farm Sports Centre is the only Brent facility in this contract, which has been tendered across the three Boroughs for an overall ten year period terminating on 31 August 2023. However due to the expiry date of the existing contract Vale Farm Sports Centre will not come on board until 1 November 2013 and so Brent's contract is for nine years and nine months so that the contract ends on the same day in all three Boroughs (31 August 2023).
- 3.6. Whilst a joint procurement process it was also agreed that this would be one single contract and that in order for the Contract to be awardable it had to meet the needs of all three boroughs in the Partnership.

Leisure Specification

- 3.7. To maximise savings, officers worked hard to develop a standard specification as far as possible, with a small number of specific requirements for each Borough. The standard expected outcomes include:
 - To provide high quality, affordable and accessible opportunities for sport and physical activity that will increase levels of participation, particularly by target groups including: children and young people, females, 35 to 54 year olds, disabled people and black and ethnic minority groups.
 - To enable and encourage more people in the three boroughs to lead a healthy active lifestyle, contributing to better public health outcomes including reduced obesity levels.
 - To provide an affordable, financially sustainable revenue position for each Authority in respect of their respective leisure services
 - To provide a continuously improving leisure service and annually improve user satisfaction levels.
 - To make a positive impact on the environmental sustainability of the leisure to include: reducing utility and water consumption, waste land-filling and pollution; and proactively promoting sustainable travel.
 - To make a positive impact on social and economic sustainability through working closely with the Authorities to provide enhanced staff training and career development opportunities as well as volunteering, apprenticeship and employment opportunities for local people.
- 3.8. Specific to Brent the specification required the Contractor to:

- Provide free swimming to over 60's, disabled residents, Under 5's and during the school holidays for Under 17's.
- Honour the B.Active Leisure Discount Scheme

3.9. The council has retained control over the pricing for casual swimming and hall hire for junior sports clubs and schools to ensure that it remains affordable within a Borough with limited public swimming provision. The Contractor will determine all other activity fees and charges annually in accordance with its annual marketing plan.

Performance monitoring and reporting

- 3.10. The Contractor will be required to achieve a range of performance indicators and targets, which include increasing participation; increasing customer satisfaction plus economic, social and environmental sustainability. In addition they will have to achieve minimum standards in relation to opening hours, maintenance, environmental conditions, cleaning and reporting. An initial 'bedding in' period will be associated with many of these indicators after which annual performance deductions will apply where targets are not achieved.
- 3.11. As the Contractor is taking a range of risks over ten years on both income and costs and will have included a margin to cover these risks, if these costed risks do not materialise resulting in a higher net surplus than forecast annually, then the Contractor and the Authorities will share the surplus on a 50/50 basis.

Tender Process

- 3.12. Prior to the start of the formal procurement exercise, a series of soft market testing sessions were held with providers who were active in the leisure market to test the proposition. The results of this engagement informed the development of the service specification and procurement process.
- 3.13. A Prior Information Notice was published In February 2012 to signal intent to the market, and to stimulate interest in the exercise. A number of enquiries / expressions of interest were received as a result of this, giving confidence that this further engagement with the market would result in a positive outcome.
- 3.14. Leisure Services are defined as Part B services and as such boroughs were able to employ a degree of flexibility in managing the procurement process, drawing on the most appropriate and useful elements of formal procurement practices. However it was decided to place a voluntary OJEU notice even though this was not strictly required. The contract notice was published in the Official Journal of the European Union on 1st May 2012 and a two stage process was adopted with stage one being an enhanced Pre Qualification Questionnaire (PQQ+) and stage two being the ITT (Invitation to Tender). As indicated above, the ITT stage permitted an element of negotiation and a Best and Final Offers stage at the end.
- 3.15. For Brent the PQQ+ and BAFO1 submissions were initially evaluated by Brent leisure client officers and officers specialist in their field. An overall agreed score for Brent was then determined.

- 3.16. A panel of officers from the three borough Partnership then undertook a moderation exercise to determine a single agreed score for each submission.
- 3.17. The PQQ + was evaluated in two sections:
- a. Section 1: Qualification questionnaire – Pass/Fail questions covering areas such as fraud, previous experience, organisational policy etc.
 - b. Section 2: Technical questions - were scored Method statements showing the bidders capability and proposals for achieving the boroughs' minimum requirements in relation to:
 - Sustainability – Equality, Social & Economic, Environment;
 - Health & safety;
 - Cleaning and housekeeping;
 - Service user experience and relationship management;
 - Marketing and communications (including 'outreach');
 - Staff planning, management and development;
 - Maintenance, environmental conditions and security;
 - Catering and vending;
 - Mobilisation, business continuity and exit planning.
- 3.18. Five submissions were received at this PQQ+ stage and following the assessment of the submissions, Invitations to Tender were issued to 3 Leisure bidders.
- 3.19. Invitations to Tender were issued on 20th July 2012. Bidders were permitted to submit mandatory compliant bids and variant bids that included capital investment.
- 3.20. Bidders were advised that the bids would be assessed on the basis of which was the most economically advantageous, against outcomes relating to 'service and operation', 'the financial package' and 'sustainability and community benefits' using four quality criteria.
- a. Originality and persuasiveness of proposal;
 - b. Operational viability of proposal;
 - c. Deliverability and sustainability;
 - d. Financial viability.

These quality/technical responses carried 40% of the scores.

- 3.21. To demonstrate the quality aspect of their proposal, tenderers were required to provide method statements, supported by relevant extracts from the pricing schedules, against each of the lot outcomes. Tenderers were awarded scores from 0-4 (Major concerns – Concerns – Good – Excellent). The scores for each outcome were weighted. Only submissions which achieved a score of 66% or above of the available quality/technical points went forward for price evaluation and contract award. In addition, the boroughs reserved the right to disqualify any bidder who scored a 1 or 0 on an individual question deemed essential even if that bidder achieved the overall quality/technical threshold score of 66%.

- 3.22. Appendix 1 shows the specific outcomes, points allocation and weightings that were used to evaluate the ITT submissions.
- 3.23. The evaluation of price had 60% of the total marks. Tender prices were established from the pricing schedules submitted by tenderers. What was evaluated was the total price for all the facilities across all 3 boroughs. It should be noted that a number of financial elements within the pricing model were scored within the quality envelope to ensure there was thorough review of key cost and income lines and that the resources being deployed matched the service being described in the method statements. The best (lowest) price received the maximum score available in this section, with the remaining bids receiving a score pro rata to the best price.
- 3.24. Initial bids were received on 4th September 2012 and were evaluated. During this first evaluation it became clear that there were a number of areas where bidders had not reached the required quality threshold, making it difficult for the boroughs to carry out an effective negotiation. Therefore the boroughs met with each bidder individually and gave feedback on their initial bid. Bidders were also given the opportunity to raise questions and concerns with the boroughs. Following these initial discussions, bidders were asked to resubmit their bids by 26th October 2012. Following the evaluation of these resubmitted bids, each bidder was invited to a negotiation session with the boroughs. Based on these discussions and negotiations, bidders were then invited to submit a Best and Final Offer, which was submitted by all bidders on 10th December 2012.
- 3.25. Final quality/technical scores and financial information is detailed in Confidential Appendix 2.
- 3.26. Following full evaluation of the Best and Final Offers from bidders, the boroughs found that while the bids met the required affordability criteria for Brent and Ealing, none of the bids met the savings targets required for Harrow's Medium Term Financial Strategy. To address this, bidders who had passed the quality threshold were invited to a further discussion with the boroughs, and were then invited to make a further final financial submission to seek to address this shortfall. The bidders were instructed to only review their pricing submission, and that any changes in price must not have an impact on the quality element of their offer.
- 3.27. The final score was made on the basis of the most economically advantageous tender (MEAT) using the ratios: Price 60% and Quality 40%. The higher percentage scoring ratio for price reflects the view that it is in the operator's interest to deliver a good quality service in order to attract customers and generate income. As SLM were the best bid on price they received the maximum score of 60%.
- 3.28. The recommended bidder, Sport and Leisure Management, is a well established company with a strong track record. The evaluation process ensured that the required service standards and outcomes were clearly defined and will be delivered. SLM's quality/technical score is shown below:

	SLM Variant Bid 1	Total points available	Weightings
Total Weighted Service and Operational Outcomes Scores	189	216	24%
Total Weighted Outcomes Relating to Financial Package Scores	84	120	10%
Total Weighted Sustainability and Community Benefit Scores	40	54	6%
TOTAL TECH'/QUALITY	313	390	

3.29. SLM's submission scored particularly well in relation to increasing participation, public health, investment in facilities and services, staffing levels and qualifications and meeting targeted recruitment and training needs.

3.30. There is a risk with a collaborative procurement for a joint contract that the MEAT economically advantageous tender for the Partnership as a whole is not the most economically when looking at Brent only. However in this case this risk has not materialised.

3.31. Leisure Connection, the incumbent Contractor at Vale Farm chose not to tender for the Partnership contract. Therefore during mobilisation and handover period, there is a risk that there may be a reduction in current performance levels. This will be mitigated by a thorough mobilisation plan, communication with staff and existing contractor and a robust contract management approach. The Council will still have a relationship with Leisure Connection who continue to provide the Leisure management services at Willesden Sports Centre until 2031.

Shared Contract Management

3.32. The most cost effective model for managing the contracts will be for the three boroughs to act as a single customer. This reduces both the Council's overhead and enables the suppliers to offer lower prices. The joint contract management team for Leisure services will have line management reporting into Ealing's Assistant Director of Leisure.

3.33. The liaison between boroughs will be under-pinned by an Inter-Authority agreement. This includes the Service Level Agreements between the lead boroughs and the partner boroughs. The Inter-Authority agreement sets out the following:

- the key objectives of the Parties for the Post Contract Award Project Phase;
- the principles of good faith and collaboration;
- the Post Contract Award Project Phase governance structures the Parties will put in place;
- the respective roles and responsibilities the Parties will have; and
- the Parties' rights and responsibilities if one or more of the Parties wishes to end some or all of the Post Contract Award Project Phase arrangements set out in the Inter-Authority Agreement.

Strategic Direction and Governance of the Services

3.34. At Member and Senior Officer level, policy and strategic matters will remain with each borough. The responsible officers in all three boroughs will retain ownership of the strategic direction of the Borough's Leisure Services, driving the long term commissioning and fulfilment of resident's need. The level of Member engagement with the responsible officer and contractors will remain unchanged.

Day-to-day Contract Management

3.35. The aim is to keep contract management overheads as low as possible, with a principle that day-to-day contract management activities are done once across the three boroughs. The contract management team will monitor how the goals and targets that the boroughs set are being met. The contract monitoring role will cover the following aspects:

- Monitor and report on performance, monthly, quarterly and yearly.
- Support the responsible officer in updating members on performance – at Cabinet or Scrutiny.
- Own the day-to-day relationship with the provider.
- Monitor maintenance and utilities performance.
- Ensure that contractually agreed activities are performed.
- In relation to Members' queries and public complaints, investigate the complaint and provide a draft response to the responsible Officer of the relevant borough.
- Provide assurance that the supplier is compliant with safety requirements and Health and Safety regulation
- In the event of major incidents, liaise between the provider and Responsible Officer

Timetable for implementation

3.36. The indicative timetable for implementation is as follows:

Decision to Award	Date
–Cabinets/Executives decisions to award Contract	May 2013
Mobilisation	
Contract engrossed, executed and delivered	August 2013
Mobilisation periods	June – December 2013
Go live	
Harrow centres	1 September 2013
Ealing - Northolt, Perivale	1 September 2013
Brent - Vale Farm	1 November 2013

Decision to Award	Date
Ealing - Acton TH	1 May 2014
Ealing - Gurnell	1 October 2018
Ealing - Dormers Wells, Swift Rd	1 October 2018

4.0 Financial Implications

- 4.1. Brent Council currently spends £320,000 per annum providing leisure services at Vale Farm Sports Centre. The tender prices that all the authorities have received are all less than the current cost of their services. In relation to Vale Farm Sports Centre, £35k is required to cover client responsibilities (e.g. carbon emission charges, works above the deminimus level or larger capital improvements), therefore leaving a saving of £285,000 per annum. The main elements of the savings are derived from the increased participation and income, capital financing efficiencies through use of Prudential Borrowing and more efficient ways of working. There are also economies of scale savings derived from the three Boroughs being able to create a larger but singly managed operation.
- 4.2. In line with the existing contract, the Council and the Contractor will share responsibility for larger items of repairs and maintenance with the contractor responsible for reactive maintenance and planned preventive maintenance up to an item value of £5,000. For items above £5,000 the Council will be responsible. The sports service has an annual budget of £50,000 to cover the Council's responsibilities for repairs and maintenance (this was reduced by £25,000 in 2012/13). Vale Farm Sports Centre is an ageing facility with increasing maintenance costs and with a new Contractor the Council will need to be able to respond in a timely way to maintenance issues and failure to do so could put the Council at risk of compensation claims from the Contractor.
- 4.3. A fundamental principle running through the contract has been an appropriate sharing of risks. It is not in the Councils' interest to place 100% of all risks on the contractor as this will translate through directly into additional cost. However, it is in the Council's interest to ask the bidders to take risks in the area where they have control or a high degree of influence. The key areas of risk items were considered are set out in the table below:

Risk Item	Risk Share
Income	100% contractor
Energy	Contractor takes risk on usage, Council takes risk on price above inflation
FM	Contractor responsible for first £5k on all repairs and maintenance per item
Staff Costs	Contractor awarded inflation up to Local Government increases

- 4.4. Sport and Leisure Management (SLM) submitted a Base bid and a variant bid. The Variant bid includes building works that will provide: refurbished dryside changing rooms, new studio spaces, refurbished reception area and refurbishment and extension to existing fitness suite. New gym equipment will

also be provided and refreshed during the period of the Contract. It is the Variant bid that is recommended for the award of contract as this not only provides an improved sporting offer but also provides the most economically advantageous tender across the 3 boroughs. See Confidential Appendix 2 for more detailed financial information.

- 4.5. SLM's Variant submission includes capital investment to improve the facilities as well as fund equipment expenditure. It is proposed that Prudential Borrowing is used to fund this capital investment. This is because the Council is able to take advantage of very low PWBR rates which are currently being offered at 2.5% for a ten year loan. Therefore the total interest over ten years would be £253,141. Thus the repayment for both capital costs and interest charges would be £202,848 per annum.
- 4.6. All the Partnership Councils are intending to make use of the Prudential borrowing as this will translate through directly into a cheaper contract price. However the switch from contractor borrowing to prudential borrowing by the boroughs does not affect the overall recommendation as to which contractor submitted the most economically advantageous tender.
- 4.7. Using Prudential borrowing provides a lower cost to the Council but it should be noted that it also provides an additional risk as the council will be incurring the capital spend up front. To help mitigate this, appropriate safeguards will be included in the contract and / or lease covering such issues as overspend, payment only against certified works / goods known to have been delivered.
- 4.8. The majority of resources for this procurement were provided from existing officer time. Each borough was responsible for provision of specialist leads on to cover their own interests and functional specialisms were provided by Harrow on Procurement and Legal and by Ealing on Finance and Project/Programme management due to the size of their portfolio compared to Brent.
- 4.9. In addition, each Borough committed to provide up to £25k to cover costs associated with the project, where there was a lack of existing capability or capacity. This fund (£75k) was allocated by the Steering Committee. Committed and expected costs to date shared between all three boroughs are as follows:

Consultancy support	£40,000
E-procurement tool	£10,000
Legal support	£15,000
Total	£65,000

- 4.10. For Brent, this cost has been funded from the vacant monitoring post that will be used for monitoring from start of contract commencement (as at paragraph 7.2).

5.0 Legal Implications

- 5.1. In 2012, members approved participation in the collaborative procurement described in this report. They also approved the use of Harrow standing orders for the procurement and disapproved those of Brent. However as the collaborative procurement was structured so as to lead to the award of a joint contract, then all three boroughs need to approve the award of contract. Failure of all three boroughs to approve the award of contract, or the withdrawal of one of the parties, will mean that the procurement has failed and will need to restart.
- 5.2. Legal and procurement advice to the Partnership in procuring the proposed contract was provided by Harrow Council, such that the only Brent legal input into the procurement process was around comment on draft tender documents. Brent Legal and Procurement Department had no input into the procurement process itself. This lead role for Harrow legal services will continue, as Harrow will finalise the contract documentation, although it is likely that Brent will prepare the property lease as it will continue to own the Vale Farm Sports Centre site. The relationship between the parties in relation to the giving of this advice by Harrow is governed by a Memorandum of Understanding between the 3 boroughs. The MOU states that the costs of defending any challenge to the procurement, including any award of damages, is split three ways, except in the event of negligent advice having been given by Harrow. The risk of such a challenge is considered low, because leisure management services are part B services under the EU procurement regime, such that the only challenges that could be brought are on the basis of failure to comply with the duties of fairness, equal treatment and transparency.
- 5.3. In deciding whether to agree to the recommendation in this report, members need to be satisfied that the proposed award of contract is being made to the bidder who submitted the most economically advantageous tender. Appendix 2 (not for publication) has the detailed evaluation scores.
- 5.4. Once awarded, the main risk to the Council is picking up additional costs because of the withdrawal of one of the other local authorities from the contract during its 10 year term. The contract does not recognise a general right of withdrawal, however there may be circumstances where one authority is not able to continue eg it wants to have a shared service with another borough outside the partnership. There is also the possibility that the other boroughs could want to terminate for poor service, even though Brent is satisfied with the service it receives. Thirdly, there is also the risk that Brent is not able to take action against the provider for poor services at Vale Farm, being very much the smallest partner in the Partnership with one facility, because the other boroughs are receiving a good service. These risks can be mitigated by Brent receiving regular feed back from Ealing as its proposed contract management provider, and feeding back concerns for Ealing to raise with the contractor.
- 5.5. The Lease to be granted under the terms of the contract will be ancillary to the service level contract .Therefore the lease will be contracted out of the statutory business security of tenure provisions comprised in Part II of the Landlord and Tenant Act 1954.
- 5.6. Given therefore the purpose of the lease is to protect the Council's position with regard to Council property, a peppercorn rent will be charged.

5.7. As this is a disposal of land for the purposes of the Local Government Act 1972 if the premises are categorised as public open space for the purposes of the Local Government Act 1972 the Council is required to publish a public open space notice in respect of the proposed lease in the local newspaper on two consecutive public dates and provide 21 days for representations.

6.0 Equality Implications

- 6.1. The Equality Act 2011 provides that the Council must comply with the equality duties set out in S149 when exercising its functions which includes the provision of leisure facilities. The equality duties include having due regard to the need to advance equality of opportunity between people who have a protected characteristic and those who do not, foster good relations and eliminate unlawful discrimination.
- 6.2. The Executive has already considered the equality duty and the implications in relation to the contract specification in January and in June 2012 when this matter has been considered by members. The specification remains largely unaltered and the minor changes do not impact on equalities matters. Since there has only be a short time gap since this was last considered no new equalities analysis has been undertaken and a summary of the last review is set out below.
- 6.3. Whilst Brent Council continues to control the prices for casual swimming and hall hire for junior sports clubs and is thereby able to set its prices to facilitate participation by particular groups, the successful provider will be allowed to set the prices for other services. The provider is very unlikely to raise prices excessively as it would reduce use of the sports centre and hence their income. Accordingly it is anticipated that the prices will be set to encourage participation by a wide range of the Brent population .
- 6.4. To ensure equalities objectives are actively promoted the contract with the external provider will include:
- Protection and enhancement of services and activities and targeted provision for protected groups and those key groups set out in Brent's sports and physical activity strategy.
 - Quarterly contract monitoring and annual reviews to review requirements for protected groups
 - As set out in paragraphs 3.8 the council will continue to offer the Bactive card offering concessions to key groups and targeted free swimming.
- 6.5. There is minimal change to the specification and it continues to actively target the protected groups and those specific Brent target groups (paragraph 3.7). As previously reported in June 2012 there are no significant equalities implications.

7.0 Staffing/Workforce and Accommodation implications

- 7.1. Leisure Connection's Vale Farm employees will be entitled to transfer to the Contractor under the Transfer of Undertakings (Protection of Employment)

Regulations 2006. None of Leisure Connection's staff are members of the Local Government Pension Scheme.

- 7.2. 0.5 FTE of Brent's Vale Farm Client officer post will transfer to Ealing as part of the single client structure. This post is currently vacant and will not be filled and so there are no staffing implications.

Appendices

Appendix 1: ITT evaluation points available and weightings.
Exempt Appendix 2: Evaluation and financial detail.

Background Papers

16 January 2012 Executive Report - Cross-borough procurement of Cultural Services

19 June 2012 Executive Report - Cross-borough procurement of Leisure Services at Vale Farm

Equalities Impact Assessment – 31 May 2012

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