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| Item No. | Classification: Open | Date: 3 October 2022 | Decision Maker: Strategic Director of Finance and Governance |
| Report title: | | Gateway 3 – Variation Decision Responsive Repair and Maintenance - Roofing and Rainwater Chargeable Contracts (North & South) | |
| Ward(s) or groups affected: | | All | |
| From: | | Strategic Director of Housing and Modernisation | |

RECOMMENDATIONS

That the Strategic Director of Finance and Governance:

1. Approves the variation of Contract A (north of the borough) Roofing and Rainwater Chargeable contract to Bridgewater Roofing Contractors Ltd to extend the term of the contract for a period of nine-months from 1 September 2022 to 31 May 2023 (as further detailed in paragraph 23) at an estimated additional cost of £1.938m making a total revised estimated contract value of £7.998m.
2. Approves the variation of Contract B (south of the borough) Roofing and Rainwater Chargeable contract to A&E Elkins Ltd to extend the term of the contract for a period of nine-months from 1 September 2022 to 31 May 2023 (as further detailed in paragraph 23) at an estimated additional cost of £1.311m making a total revised estimated contract value of £5.702m.

BACKGROUND INFORMATION

3. A Gateway (GW) 2 report was approved on 29 June 2018 to award the two roofing and rainwater chargeable contracts.
4. Contract A (north of the borough) was awarded to Bridgewater Roofing Contractors Ltd (Bridgewater) for a period of two years commencing on 1 October 2018 at an estimated annual sum of £650k with the option to extend for a further eight months making a total estimated contract value of £1.95m.
5. Contract B (south of the borough) was awarded to A&E Elkins Ltd (A&E) for a period of two years commencing on 1 October 2018 at an estimated annual sum of £650k with the option to extend for a further eight months making a total estimated contract value of £1.95m.
6. By way of a GW3 report dated 27 October 2020, both contracts were extended until 31 May 2021 exercising the option in the contracts to extend for a further eight-month period. This extension was required to ensure service continuity, as due to lack of resources and the Covid-19 pandemic

impacting on the construction industry, it was not possible to carry out a new longer-term procurement exercise.

7. By way of a GW3 report dated 19 July 2021, the contracts were extended until 30 September 2021 exercising the remaining option in the contracts to extend for a further four-month period. This extension was required to ensure service continuity, whilst procurement documents were drafted to commence a new longer-term procurement exercise.
8. A further extension of eight-months was required because it had not yet proven possible to commence a new longer-term procurement exercise and to ensure service continuity. This extension was approved through a GW3 report dated 11 October 2021.
9. A further extension of three-months was required because of delays in commencing a procurement exercise and the need for continuity of service. This extension was approved through a GW3 report dated 16 May 2022 giving an expiry date of 31 August 2022.
10. The scope of the contracts (Contracts A and B) encompass the following work streams:
 - Repair, overhaul and renew all types of coverings to pitched roofs, including all associated works;
 - Repair, overhaul, renew all types of coverings to flat roofs, including all associated works;
 - Repair, overhaul, renew all rainwater goods and services of all types of materials and sizes;
 - Repair, overhaul, renew fascia's, soffits and other associated works;
 - Sundry and minor building works;
 - All scaffolding, mobile towers, hydraulic lifts and working platforms to facilitate the works; and
 - Repair all external associated repairs
11. The geographical split of the borough (north and south) provide all of the works noted at paragraph 10 above. The contracts contain the provision for the contractors to provide back up to each other that ensures that the council is able to meet its obligations.
12. The actual expenditure to date against the original Gateway approvals and are shown below in tables to illustrate the financial year and contract year expenditures.

| Contract - Area A - Bridgewater (North) | | | |
|---|------------|--------------------------------|-----------------------------------|
| Financial Period | | Original Gateway Approval (£m) | Total Expenditure Contract B (£m) |
| 01/10/2018 | 31/03/2019 | £0.325 | £0.384 |
| 01/04/2019 | 31/03/2020 | £0.650 | £1.201 |
| 01/04/2020 | 31/03/2021 | £1.045 | £1.508 |
| 01/04/2021 | 31/03/2022 | £1.464 | £1.724 |
| 01/04/2022 | 31/07/2022 | £0.717 | £1.037 |
| Totals Actual | | £4.201 | £5.855m |
| Projected expenditure to 31/08/2022 | | | |
| 01/08/2022 | 31/08/2022 | £0.205 | |
| Projected Expenditure for Proposed Extension Period | | | |
| 01/09/2022 | 31/05/2023 | £1.938 | |
| Total of the Actual and Projected Expenditure for the period 01/10/2018 to 31/08/2022 and the Proposed Extension | | | £7.998 |

| Contract - Area B – A&E Elkins (South) | | | |
|---|------------|--------------------------------|-----------------------------------|
| Financial Period | | Original Gateway Approval (£m) | Total Expenditure Contract B (£m) |
| 01/10/2018 | 31/03/2019 | £0.325 | £0.306 |
| 01/04/2019 | 31/03/2020 | £0.650 | £0.968 |
| 01/04/2020 | 31/03/2021 | £0.763 | £0.958 |
| 01/04/2021 | 31/03/2022 | £1.179 | £1.403 |
| 01/04/2022 | 31/07/2022 | £0.658 | £0.618 |
| Totals Actual | | £3.575 | £4.252m |
| Projected expenditure to 31/08/2022 | | | |
| 01/08/2022 | 31/08/2022 | £0.139 | |
| Projected Expenditure for Proposed Extension Period | | | |
| 01/09/2022 | 31/05/2023 | £1.311 | |
| Total of the Actual and Projected Expenditure for the period 01/10/2018 to 31/08/2022 and the Proposed Extension | | | £5.702 |

13. The estimated annual expenditure in the original gateway approval was based on the anticipated demand for roofing and rainwater works. The actual expenditure with contractors in proceeding months and their level of activity subsequently increased. Whilst expenditure across both contracts is higher than originally estimated, Contract B has increased markedly in value especially in year two.

14. This increased expenditure has been driven by demand which was unrecognised in the original budget. Due to inaccurate order data from the previous contractors carrying out these works the estimated expenditure was lower than the work necessitated. The budgets have subsequently been redressed to account for increased expenditure over any extension period.
15. Contract A currently has expenditure of around £205k per month. Taking into account previous spend on this contract (£5.855m), anticipated spend until September 2022 (£205k) and a new nine-month extension at current expenditure plus 5% (£1.938m) will provide a total revised estimated contract value of £7.998m.
16. Contract B currently has expenditure of around £139k per month. Taking into account previous spend on this contract (£4.252m), anticipated spend until September 2022 (£139k) and a new nine-month extension at current expenditure plus 5% (£1.311m) will provide a total revised estimated contract value of £5.702m.
17. This report is seeking the Strategic Director of Finance and Governance to approve the extension to the term of each contract by nine months to 31 May 2023 to ensure service continuity whilst a new longer-term procurement exercise is completed and new contracts are put in place.

KEY ISSUES FOR CONSIDERATION

Key Aspects of Proposed Variation

18. The nature of the proposed variations is to extend the term of the contracts with Bridgewater and A&E for a further period of nine months. The revised completion date will therefore be 31 May 2023.

Reasons for Variation

19. This variation will ensure and enable the council to maintain continuity of the responsive repairs and maintenance roofing and rainwater contracts pending completion of its re-procurement exercise in May 2023, of which further details are outlined in paragraph 20 of this report.
20. The reason for the extension is that as a social landlord, it is essential that the council meets its obligations to ensure it has the capability to deliver roofing and rainwater repair works across the borough to manage its housing stock; to ensure resident and other user health and safety; and to reduce financial and reputational risks.
21. Both contractors are demonstrating good levels of performance in terms of quality of work evidenced on their work orders. They also continue to provide a value for money service with rates consistent with the market.

22. A variation to the current contracts has been provisionally agreed with Bridgewater and A&E that will form part of their contracts, which will be executed through a deed of variation.

23. The contracts have an end date of 31 August 2022 unless the extension provisions are effected. Once implementable, the contracts will continue from their current end date until 31 May 2023. No new orders have been given. Timetable for new procurement:

- Issue ITT – 9 September 2022
- Tender return – 11 October 2022
- Tender Evaluation – October 2022 to December 2022
- NOPs - February 2023
- Council approval decision – March 2023
- Contract awards – March 2023

Future Proposals for this Service

24. The new procurement process is currently underway. The Find a Tender Service (FTS) Contract Notice was published on 10 May 2022 with five PQQ submissions being received on or before 8 June 2022. The five PQQ submissions received were evaluated and the ITT Tender Documents were published to the three shortlisted applicants on 9 September 2022 and it is anticipated that the new roofing and rainwater contracts will be in place by June 2023. An extension to 31 May 2023 is being sought to ensure continuity in providing roofing and rainwater works across the borough to the existing contracts whilst the procurement exercise is completed and new contracts are awarded.

Alternative Options Considered

25. At this stage of the contracts, three other options were considered but rejected for the following reasons:

- Do nothing - not viable for the reasons set out in paragraph 20 above.
- Bring the service back in-house – not viable as the council lacks the resources (qualified and experienced personnel and equipment) to be able to deliver the service.
- Tender new contracts – this is currently underway as set out in paragraph 24.

26. As a procurement exercise is underway to procure two new contracts and it is anticipated that the new contracts will be in place by June 2023, extending the existing contracts to 31 May 2023 is proposed to ensure continuity in providing roofing and rainwater works across the borough.

Identified risks for the Variation

27. The table below identifies the specific risks associated with these contracts, the likelihood of occurrence and the controls in place to mitigate the risks.

| R/N | Risk | Likelihood | Risk Control |
|-----|--|------------|--|
| R1 | Bridgewater and/or A&E cease trading, go into administration / liquidation | Low | <p>The two separate contracts provide back-up facilities to each other. Please see financial checks in paragraph 48 below.</p> <p>Both contractors are being paid on the basis of a monthly valuation dependent on the quantity of work claimed. If Bridgewater or A&E should cease trading, they would only be paid for the work they have completed.</p> <p>These monthly claims and payments help mitigate the risks involved of company failure.</p> <p>Bridgewater and A&E are monitored for any change in trading status via alerts from Companies House and industry information.</p> |
| R2 | Bridgewater or A&E are unable to fulfil the requirements of the contract e.g. poor performance, leading to the need to terminate the contract. | Low | <p>The contracts contain the provision for the contractors to act as back up to each other. If both contractors fail then the council's works approved list will be used to distribute the works whilst new contracts are procured.</p> <p>Alternatively, an external framework may be accessed.</p> |
| R3 | Covid-19 pandemic risks | Low | <p>Bridgewater, A&E and the council developed an effective working procedure to ensure that Bridgewater and A&E is able to operate safely on site, in their operational functions and comply with social distancing measures.</p> |
| R4 | Brexit implications | Low | <p>Contract managers and quantity surveyors liaise with Bridgewater and A&E regarding their supply chains in respect of tariffs, administration costs and budgetary impacts.</p> <p>Contract managers liaise with Bridgewater and A&E to ensure that measures are taken to ensure continuous component supply where they are obtained from outside the UK.</p> |

| | | | |
|----|--|--------|--|
| R5 | Inflation | Medium | The contract terms includes Building Material Indices and individual exceptional cases will be reviewed on their own merit. |
| R6 | Possible risk of procurement challenge | Low | Given the need for the council to ensure and enable the council to maintain continuity of the responsive repairs and maintenance roofing and rainwater contracts, as a landlord, to assist it to ensure work continuation during and post Covid-19 whilst new contracts are awarded and operational. |

Policy framework implications

28. The extension to these contracts will assist the council to continue to contribute to the council's Fairer Future Promise of quality affordable homes, improving housing standards and revitalising neighbourhoods.

Contract management and monitoring

29. The council's contract register publishes the details of all contracts over £5,000 in value to meet the obligations of the Local Government Transparency Code. The Report Author must ensure that all appropriate details of this procurement are added to the contract register via the eProcurement System.

30. The contracts will continue to be managed by a contract manager from asset management's repairs team with dedicated officers who carry out daily joint inspection to ensure quality and compliance with the contracts and specifications.

31. The contract manager continues to be assisted by a quantity surveyor from the commercial team to ensure financial integrity, compliance and performance management in regards to measuring key performance indicators (KPIs), carrying out credit checks and continuing with monthly valuations and progress meetings.

32. The contracts are subject to KPIs based on the time to complete work orders.

33. The table below shows the KPIs set for the contracts:

| No. | Key Performance Indicator (KPI) | Minimum Target Percentage % | Council's Aspirational Target Objective % |
|-----|--|-----------------------------|---|
| 1 | Right first time | 90% | 95% |
| 2 | Percentage of Priority code 1 and 3 orders completed within the stipulated periods | 95% | 98% |

| | | | |
|---|---|-----|-----|
| 3 | Average Completion Days for all non-priority orders (15 days, aspirational 10 days) | 95% | 98% |
|---|---|-----|-----|

34. Due to the Covid-19 pandemic, since March 2020, it has not been possible to publish performance data against these indicators.

35. Officers will also continue to produce an annual performance report for the Housing and Modernisation's Departmental Contracts Review Board in line with the council's Contracts Standing Orders.

Community, equalities (including socio-economic) and health impacts

Community impact statement

36. A&E have one office based apprentice and two improver roofers who are site based on this contract.

37. Bridgewater are providing work experience for two university students during holiday periods. One student is site based and the other carrying out office duties.

38. This report is seeking approval for a nine-month extension and there may be insufficient time available for both companies to provide employment and apprenticeship opportunities to the local community.

Equalities (including socio-economic) impact statement

39. The Asset Management's Equality Impact Assessment (EqIA) undertaken in March 2022 deemed the potential impact of roofing and rainwater works on people with protected characteristics to be neutral and there has been no change.

40. The works are selected based on the condition of the assets to ensure that they are maintained and provide good homes to all residents equally

Health impact statement

41. Maintaining and repairing roofing and rainwater goods is an essential requirement for the health of residents by providing them a warm, dry and safe environment in which to thrive.

Climate change implications

42. Where necessary roofing works will include improved insulation to assets to improve thermal efficiency.

Social Value considerations

43. The Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social, economic and

environmental benefits that may improve the well-being of the local area can be secured.

Economic considerations

44. The full cost to the council and the life span of the contracts are set out in paragraph 12 and 13 of this report.

Social considerations

45. Both Bridgewater and A&E have confirmed that all relevant staff continues to be paid in excess of the minimum London Living Wage hourly rate and comply with council policies relating to GDPR, Blacklisting, Modern Slavery, Health & Safety and Equalities.

Environmental/Sustainability considerations

46. Both contracts encouraged the use of low emission vehicles and the minimisation of journeys needed. Where possible, works have been planned and carried out in grouped localities to reduce the number of journeys and fuel expended.

47. The contracts contain requirements to recycle roof and timber products.

48. Chemical safe products approved by the water authorities are used for rainwater and drainage works.

Financial Implications

49. The total value of the contracts including any previous expenditure is £13.7m.

50. The total estimated value of the variation is Contract A (North) £1.938 and Contract B (South) £1.311m.

51. The revenue budget for 2022/2023 is £1.34m. There is also a £3m allocation for capitalisation of repairs from which around 50% of roofing and rainwater works are funded. This requested variation would be contained within the existing HRA resources.

52. The contracts will be extended using the same prices as originally tendered. Any changes in spend will be dependent upon the quantity of work ordered through these contracts.

53. The level of activity is anticipated to be higher than previous levels and spend will be distributed across the two contracts geographically.

54. BvD FAME financial checks were carried out for both contractors on 19 April 2022 with the following results:

| | Bridgewater | A&E |
|------------------------------|------------------------------|-------------------------------|
| Credit Score | Secure | Secure |
| Turnover | Turnover for 2021 £2.016m | Turnover for 2021 £ 23.1 m |
| Likelihood of failure | Low | Low |

55. The asset management procurement team (AMPT) contracts compliance officer monitor changes to the financial status via alerts from Bureau van Dijk FAME and Companies House.

Legal Implications

56. Please see supplementary advice from the Director of Law and Governance.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Finance and Governance (H&M 22/069)

57. The Strategic Director of Finance and Governance notes the contents of this report, in particular the financial implications section. Whilst there are no direct financial implications from the approval of this contract variation as the chargeable rates for works will remain the same, there is forecast budget pressure on the roofing and rainwater responsive repairs budget in 2022-23. However, the total cost of both contract variations will be able to be contained within existing HRA resources.

Head of Procurement

58. This report seeks approval from the Strategic Director of Finance and Governance to approve the variations of Contract A (north of the borough) Roofing and Rainwater Chargeable contract to Bridgewater Roofing Contractors Ltd to extend the term of the contract for a period of nine-months from 1 September 2022 to 31 May 2023 at an estimated additional cost of £1.938m making a total revised estimated contract value of £7.998m. And Contract B (south of the borough) Roofing and Rainwater Chargeable contract to A&E Elkins Ltd to extend the term of the contract for a period of nine-months from 1 September 2022 to 31 May 2023 at an estimated additional cost of £1.311m making a total revised estimated contract value of £5.702m.

59. The Strategic Director of Finance and Governance notes the reasons for the variation is detailed in paragraphs 19 to 23, details of the service going forward are in paragraph 22, the risks are detailed in paragraph 27, management and monitoring of the contracts is detailed in paragraphs 29 to

35, the impact on equalities, health and climate change are detailed in paragraphs 29 to 41.

Director of Law and Governance

60. This report seeks the approval of the Strategic Director of Housing and Modernisation to the extension of the Roofing and Rainwater chargeable contracts with Bridgewater Roofing Contractors Limited (Contract A) and A & E Elkins Limited (Contract B) as further detailed in paragraphs 1 and 2. This report sets out the extent of the required variation and the reasons why the variation is necessary.

61. The contracts were awarded on the basis of an initial contract period of 2 years, with an option to extend by a further 12-month period (a maximum contract period to 30 September 2021). The option to extend was exercised, however as outlined in paragraphs 8 to 9 of this report, subsequent extensions were required which were beyond the anticipated contract period. This Gateway 3 report seeks a further extension of nine months from 1 September 2022 until 31 May 2023 and it is therefore necessary to consider any possible risks. The procurement of these contracts was not subject to the tendering requirements of the Public Contract Regulations 2015 (PCR15) due to their value, and the extension values also fall below the PCR15 threshold. Even if the PCR15 were to apply to the aggregated extensions, the council will seek to rely on regulation 72 which permit modifications to be made to contracts during their term, in certain circumstances. This includes at regulation 72(1) (e) where the modification, irrespective of their value, is not substantial within the meaning of regulation 72(8). Having considered the circumstances noted at regulation 72(8) that notes those modification which are considered substantial, it is felt that the contracts can be varied under this provision. The contracts are being extended for a short period to allow a longer term procurement exercise to be carried out as outlined in paragraph 23 of this report, and accordingly the risk of challenge to these extensions is considered low.

62. Contract Standing Order 2.3 requires that no steps be taken to vary a contract unless the expenditure involved has been included in approved estimates, or is otherwise approved by the council. Paragraphs 49 to 55 confirms the financial implications of these variations.

Director of Exchequer (for housing contracts only)

63. The current Responsive Repair and Maintenance - Roofing and Rainwater contracts are qualifying long-term agreements that the council entered into in 2018 for a two-year term with the option to extend until March 2022. In October 2021, the council served Section 20 consultation notices on leaseholders extending the contracts for an additional 5 months to take them to August 2022. We also served the first stage consultation notices for the new contracts in August 2020.

64. The further extension of the contract, because of delays in procurement, is on the same terms as the original extension. It recognises the need for continuity of service and the competitive costs that result from the extension of the original contract, which will result in lower charges to leaseholders.

65. Although day-to-day repairs will be carried out under this extension, pre-planned large items of work should be subject to tender/quotes. In the circumstances the consultation requirement is that, we serve an initial Notice of Intention prior to inviting quotes and a further Notice of Proposal that makes the quotes available to leaseholders.

PART A – TO BE COMPLETED FOR ALL DELEGATED DECISIONS

Under the powers delegated to me in accordance with the council's Contract Standing Orders, I authorise action in accordance with the recommendation(s) contained in the above report (and as otherwise recorded in Part B below).

Signature: **Duncan Whitfield**

Date...30 September 2022

Designation: **Strategic Director of Law and Governance**

PART B – TO BE COMPLETED BY THE DECISION TAKER FOR:

- 1) All key decisions taken by officers
- 2) Any non-key decisions that are sufficiently important and/or sensitive that a reasonable member of the public would reasonably expect it to be publicly available (see 'FOR DELEGATED DECISIONS' section of the guidance).

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| 1. DECISION(S) |
| As set out in the recommendations of the report. |
| 2. REASONS FOR DECISION |
| As set out in the report. |
| 3. ALTERNATIVE OPTIONS CONSIDERED AND REJECTED BY THE OFFICER WHEN MAKING THE DECISION |
| None |
| 4. ANY CONFLICT OF INTEREST DECLARED BY ANY CABINET MEMBER WHO IS CONSULTED BY THE OFFICER WHICH RELATES TO THIS DECISION * |
| None |

* Contract standing order 6.6.1 states that for contract Variations with an Estimated Contract Value of £100,000 or more, the lead contract officer (LCO) must consult with the relevant cabinet member before the decision is implemented.

5. NOTE OF ANY DISPENSATION GRANTED BY THE MONITORING OFFICER, IN RESPECT OF ANY DECLARED CONFLICT OF INTEREST

If a decision taker or cabinet member is unsure as to whether there is a conflict of interest they should contact the legal governance team for advice.

6. DECLARATION ON CONFLICTS OF INTERESTS

I declare that I was informed of no conflicts of interests.*

or

~~**I declare that I was informed of the conflicts of interests set out in Part B4.***~~

(* - Please delete as appropriate)

7. CONSIDERATION GIVEN TO WHETHER, AS A NON-KEY DECISION, THIS SHOULD BE FORWARDED TO THE CONSTITUTIONAL TEAM FOR PUBLICATION IN ACCORDANCE WITH REGULATION 13(4)*

The decision taker should consider whether although a non-key decision, the decision is sufficiently important and/or sensitive that a reasonable member of the public would reasonably expect it to be publicly available. Where there is any doubt, having considered the importance and/or sensitivity of a decision, it should be deemed that Regulation 13(4) would apply.

I consider that the decision be made available for publication under Regulation 13(4).*

or

~~**I do not consider that the decision be made available for publication under Regulation 13(4).***~~

(* - Please delete as appropriate)

* Under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the council is required to put in place a scheme for recording and publishing some officer executive decisions. This process is sometimes referred to as "Regulation 13(4)".

BACKGROUND PAPERS

| Background Papers | Held At | Contact |
|---|---|-------------------------|
| Gateway 2 - Contract Award Approval Responsive Repair and Maintenance – Roofing and Rainwater Chargeable Contracts (North & South) | Housing and Modernisation, Asset Management | Gavin Duncumb Ext 50685 |
| Link: | | |
| Gateway 3 – Variation Decision Responsive Repair and Maintenance - Roofing and Rainwater Chargeable Contracts (North & South) | Housing and Modernisation, Asset Management | Gavin Duncumb Ext 50685 |
| Link: | | |
| Gateway 3 – Variation Decision Responsive Repair and Maintenance - Roofing and Rainwater Chargeable Contracts (North & South) | Housing and Modernisation, Asset Management | Gavin Duncumb Ext 50685 |
| Link | | |
| Gateway 3 – Variation Decision Responsive Repair and Maintenance - Roofing and Rainwater Chargeable Contracts (North & South) | Housing and Modernisation, Asset Management | Gavin Duncumb Ext 50685 |
| Link | | |

APPENDICES

| No | Title |
|------------|------------------------------|
| Appendix 1 | EqlA communal repairs report |

AUDIT TRAIL

| | |
|----------------------|---|
| Lead Officer | Dave Hodgson, Director of Asset Management (AM) |
| Report Author | Sarah Buchanan AM Procurement Officer |
| Version | Final |
| Dated | 5 September 2022 |
| Key Decision? | Yes |

| CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER | | |
|---|------------------------|--------------------------|
| Officer Title | Comments Sought | Comments included |
| Strategic Director of Finance and Governance | Yes | Yes |
| Head of Procurement | Yes | Yes/No |
| Director of Law and Governance | Yes | Yes |
| Director of Exchequer (for housing contracts only) | Yes | Yes |
| Contract Review Boards | | |
| Departmental Contract Review Board | Yes | No |
| Corporate Contract Review Board | Yes | Yes/No |
| Cabinet Member | Yes | No |
| Date final report sent to Constitutional Team | | September 2022 |