

## Scrutiny Briefing Note

Item Number: **6**

<b>Contains Confidential Or Exempt Information</b>	No
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<b>Subject of Report:</b>	Environment and Customer Services Consultation with Community Associations - Update
<b>Meeting:</b>	Scrutiny Review Panel 2 - Community Centres 31 March 2016
<b>Service report author:</b>	Jonathan Kirby – Assistant Director Major Projects <a href="mailto:Kirbyjo@ealing.gov.uk">Kirbyjo@ealing.gov.uk</a> 020 8825 6099
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<b>Cabinet Responsibility:</b>	Cllr Ranjit Dheer, Cabinet Member for Safety, Culture and Community Services and Deputy Leader
<b>Director Responsibility:</b>	Keith Townsend, Executive Director, Environment and Customer Services
<b>Brief:</b>	Following on from the Scrutiny Review panel in January 2016, this is an update briefing note on the actions from that meeting and any progress over the past 8 weeks, with regards to the ECS run Community Centres. It will also outline the next 12 months of activity, as the council move to a subsidy free community Centre Service and its implementation phase
<b>Recommendations:</b>	To note the report and provide comments as appropriate.



## **1. Service Briefing Note:**

- 1.1. Following on from the last Scrutiny Meeting, and the acceptance by the service of Voluntary Redundancy requests; the service will be moving to its new operating structure as of 1<sup>st</sup> May 2016, which is an additional month, as a result of the actual notice period dates being set with staff for late April 2016.
- 1.2. The previous briefing note gave specific details about Greenford Community Association and their decision to cease operating at the site; a decision that was not taken lightly by the Association.
- 1.3. Over the past 2 months, the council and Greenford Community Association have discussed the opportunity of keeping the facility open, under the current operating arrangements, until 31<sup>st</sup> July 2016. I am pleased to inform the Committee that this has been agreed between the parties, with the council providing continuity of staff and the Association meeting the operating costs from their reserves.
- 1.4. This extension of time to the operation of the site under the current Association, allows for the majority of users to complete their programmes/bookings up until the summer break, prior to restarting in September 2016 either at Greenford Community Centre or an alternative site.
- 1.5. Since the announcement was made by Greenford Community Association, of their intention to cease operating; a number of interested parties have come forward with proposals to take over the operation of the facility, as an ongoing community function.
- 1.6. As a result of these expressions of interest, the council will look to run a fair, open and transparent process starting in April 2016 to select a new organisation to take on the lease for the site. This process will follow the successful Asset Transfer Selection process, which has been used to significant community benefit across the borough by the Major Projects Team. A summary of this process is outlined in section 1.17
- 1.7. Since the last meeting, the council were also informed on the 9<sup>th</sup> March 2016, that Northolt Grange Community Association has taken the decision to cease operation of the site as of September 2016. User Groups were informed on the 17<sup>th</sup> February 2016 and the association have been working with groups to seek alternative premises within the Northolt Area, such as Viking Community Centre. The core reason for this decision was the additional responsibilities as a result of the lease and reduction in staffing support, not financial viability of the site.
- 1.8. To date no community group has approached the council and given the council were only informed of the decision to cease operating by the Association on the 9<sup>th</sup> March; the council are still developing a plan and recommendation going forward. Depending upon community group demand and alternative provision in the area, this could follow a similar route to Greenford CC, with the council exploring viable options for other organisations to take on the site.

1.9. As previously reported, there are a number of core strands to the consultation and development of a subsidy free community centre Service, which are:

- Staffing support
- New Fit for Purpose Leasing structure
- Business Plan Development and Income Generation
- Energy Saving and Capital Improvements
- New Governance Structures and Incorporation of Associations

These will be discussed in the subsequent sections and an update given for the next 12 months of Activity.

**Staffing Support -**

1.10. The service has a 3 year saving target, as accepted by Cabinet in November 2014; indicated in the FAQ document presented to the committee in July 2015. For ease this profile is copied below. The final saving required, for the service to meet the cabinet agreed objective of being subsidy free, is £114k. Staffing proposals for this saving will be put forward and consulted on in November 2016, as this is the main cost within the subsidy of the externally leased community centres,

Table 1.1.

2015/16 saving (remaining budget)	2016/17 saving (remaining budget)	2017/18 saving (remaining budget)	Total savings
£74k (complete) (£228k)	£114k (£114k)	£114k (£0)	£302k

1.11. As of 1<sup>st</sup> April 2017 the council will no longer provide any direct staffing support to the Community Associations, with regards care taking, administrative support or direct managerial time. The council will continue to support the Associations, from April 2017 through to March 2018, via a Transition Manager. The Transition Manager will be responsible for supporting all 8 leased sites with completing the above core strands of work.

## ***New Fit for Purpose Leasing Structure -***

- 1.12. For ease the previously reported Market Value Rents are indicated below for which the current lease holders will be entitled to apply for a rent subsidy. .

*Table 1.2.*

Community Centre	Market Value Rent (MVR)	Current Rent	Rent Post subsidy*
Greenford	£25,000k	£1,872	£5,000
Northfields	£18,000k	£1,152	£3,600
Northolt Grange	£18,000k	£900	£3,600
Northolt Village	£18,000k	£696	£3,600
Perivale	£30,000k	£3,540	£6,000
Islip Manor	£15,000k	£540	£3,000
Viking	£15,000k	£500	£3,000
West Acton	£15,000k	£1,080	£3,000

*\*Assumes a full attainment of the 80% subsidy and therefore fully meeting the Rent Subsidy Criteria*

- 1.13. A copy of the updated Heads of Terms, to what which the panel has already reviewed, is attached as supporting information for ease. The italic text reflects the amends and worked examples. All of the Associations have received a copy of these Heads of Terms and also the Rent Subsidy Criteria.
- 1.14. The Council are only able to serve notice to the Associations at certain times during the year, under the terms of the current leases. Therefore the council will be serving notice on all Community Associations in April 2016, with a view of moving to the new fit for purpose leases.
- 1.15. Full drafting of the leases, based upon the agreed Heads of Terms, will then take place from April to September 2016. The leases will need to be agreed by October 2016, as the agreement of a new lease links directly to the spending of capital funds on the sites.
- 1.16. With regards to the two sites that the council have been informed that the Community Associations do not wish to continue; The council will be looking to run a competitive selection process for Greenford Community Centre and exploring its options for Northolt Grange, given this is a much more recent development.
- 1.17. With regards to Greenford, an advert will be placed in April 2016 asking for expressions of interest. This will be followed by a selection process running from April to the end of May 2016. The council will select its preferred organisation in early June 2016, with this organisation needing to demonstrate they can continue operation of the site from August 2016. It is likely that the selected group will go into the site under a 12 month license agreement, whilst the detailed lease, as per the other community centre sites, is being agreed and capital works carried out.

## ***Business Plan Development and Income Generation –***

- 1.18. The council does not have any operational responsibility for the leased sites. Therefore any business plan reviews, cost increases or new business developments are the responsibility for the leased Association sites. Updates on the progress in this area, by the Associations, has been requested as part of the ongoing 1-2-1 meetings, and all associations have been working hard to develop their business models.
- 1.19. It should be noted that the early indications from groups who have expressed an interest in Greenford Community Centre have indicated that they have developed a sustainable business model, which can meet all of the costs of the sites operation, continue the site as a community facility and pay a Market Value Rent for the site. This helps to provide confidence that other sites should be able to develop similar sustainable models.
- 1.20. With regards to Hanwell Community Centre and the Dominion Centre, both sites have started to develop their operational business models, based upon the externally produced Business plans. This is starting to yield positive income results for the centres. This process has been useful in providing a fresh look at pricing structures, current occupancy levels, new business development areas; business cost reduction and informing capital priorities for the sites over the coming years.

## **Energy Saving and Capital Improvements**

- 1.21. One area of potential saving for Associations related to their energy costs, which was discussed with all of the Associations. Contact details were included in the FAQ document, for the Council's Sustainability Programme Manager and Energy Manager. For those Associations who expressed an interest in the offer, site assessments have taken place and sites have been offered the opportunity to buy into the Council's corporate energy contract, which should reduce the unit price of energy paid at the sites. In addition, a list of potential energy saving solutions, such as PV's, which will be covered in the capital support section below, have been identified.
- 1.22. The council have committed £0.750m, towards supporting Community Centres move towards a self-sustaining operating model. These capital funds will facilitate further discussions with the Associations on what provision they may need to help achieve the objective of becoming a self-sustaining facility. Any capital investment will be linked to the new leases that the Council will be negotiating with the Associations and no works will start until a lease has been signed with the Associations in October 2016.
- 1.23. In anticipation of this date, the council have commissioned a full set of Asset Condition Surveys for the sites, which will indicate the Priority repairs works needed, and allow the parties to discuss further improvements to the sites with the remaining budget.
- 1.24. Therefore discussions will continue through to September 2016, at which point a

specification will be complied for all works required at the Community Centre sites. This will allow the works to be procured and improvements to start on site in January 2017, to align with the new leases starting in April 2017.

- 1.25. For the directly run Council sites, such as the Dominion Centre and Hanwell Community Centre, assessments have also taken place. Where significant capital investment is required, in the case of Hanwell Community Centre, external funding options are being considered, utilising minimal match funding contributions from the Council and is subject to a separate Cabinet report at the December 2015 meeting. This is enabled very much by the security of tenure on the facility, both current and as part of any future governed structure.

### ***New Governance Structures and Incorporation of Associations -***

- 1.26. During the consultation process to date, officers have discussed with Associations their governance and operating structures, based upon the experience gained from our Environment and Customer Services, externally funded Leisure and Heritage Programme. To date the Council have set up a number of governance models, such as Community Interest Companies (CIC), Trusts etc. Therefore there is currently a wealth of knowledge that has been built up within the Council's service areas, including HR and Legal.
- 1.27. Given a number of our sites are not currently charitable organisations or incorporated this does limit potential funding options to them. The Council does have a limited budget, as part of this consultation period, to pay for support from external agencies we are currently working with, such as Winkworth Sherwoods LLP for Pitzhanger Manor and Gunnersbury Park. In addition to this external support, the above mentioned officers would also be able to offer support, based upon their knowledge and experience gained to date. So far there has been limited uptake of this offer from the Association Committees.
- 1.28. It should be noted that this advice and support can be provided, but it would be the responsibility of the Associations to seek their own legal advice on any leases, or governance routes which subsequently follow. This is to avoid any conflict of interest.
- 1.29. Despite the low take up on this particular part of the consultation, the Council will continue to offer this support to the Associations. However, it is for the Associations to come forward and also lead on what they wish to gain from this offer, on a site by site basis.
- 1.30. With regards to Hanwell Community Centre, Cabinet have already agreed to look at future governance operating models, utilising the advice of the above mentioned external organisations, which has also involved the development of independent Business Models

## Summary

2. The period of consultation on the proposed development of the service to a subsidy free provision, as of financial year 2017/2018, will now be moving into an implementation stage from the 1<sup>st</sup> April. This will be based upon the following timetable, which for ease has been summarised from above points:

### *Timetable for Implementation:*

- Letter of Intention to give notice on the current Leases – March 2016
- Asset Condition Surveys to be completed – April 2016
- Agreed Heads of Terms with the Associations – April 2016
- Official Legal Notice to be issued to the Associations – April 2016
- Detailed drafting of the lease, development of Capital Proposals and Governance Structures – April to September 2016
- New Lease agreed and signed – October 2016
- Staff Consultation on final staff reductions – November 2016
- Procurement Package for the capital works – September to December 2016
- Capital works on site – January to April 2017
- Works completed and new lease implemented April 2017
- Transition Support Period – April 2017 to March 2018

## Support Information – Draft Heads of Terms for the Community Associations

Re: Lease – Draft Heads of Terms (HOTs) for proposed community Centre leases.

1.	<b>The Premises:</b>	Insert Name of the Community Centre
2.	<b>Proposed Tenant's full name:</b>	Trustees of the Community Association
3.	<b>Private address or registered office:</b>	TBC
4.	<b>Names and addresses of two sureties:</b>	TBC –  <i>Sureties will only be required where the Association is not set up as a charity, and incorporated to allow them to sign as an organisation. The council will be able to support with developing the governance structure as required.</i>
4a.	<b>Demise</b>	All that land shown coloured red on the plan annexed hereto being part of .....
5.	<b>Commencement date of lease:</b>	TBC – Estimated new Lease date to commence no later than March 2018 in accordance with budget saving.  <i>This start date could be as soon as required by the Association and is for the Association to feedback their preferred date</i>
6.	<b>Expiry date of lease:</b>	TBC – This is linked to the term of the lease agreed.
6a.	<b>Term</b>	Up to 25 years –  <i>The council are prepared to offer a lease of up to 25 years on the site. Associations are to feedback if they wish to have a 25 year lease, or if they wish to discuss a shorter term with the council</i>
7.	<b>First rent period:</b>	Upon commencement of this lease.
8.	<b>Rent reviews:</b>	On every 5th anniversary to Market Rent, upwards only.
8a.	<b>Rent Free:</b>	None
9.	<b>Initial Rent:</b>	Rents are expected to be between £10 – 30K. Site visits have taken place by the council's property agent, Lambert Smith and Hampton.  The estimated rent for your site, subject to final confirmation is

10.	<b>Rent payment:</b>	Rent payable quarterly in advance on the usual quarter days.  Eligibility for Rent Subsidy to be reviewed annually.  Terms have been certified by the Valuer to be the best consideration reasonably obtainable or reasonable in the circumstance.
11.	<b>Service Charge:</b>	N/A
12.	<b>Permitted use:</b>	Any activity relating to the operation of the community Centr, in accordance with the Business plan/Development plan and objectives of the Community Association.  Examples of use:  a) Administrative offices b) A reference base for community organisations. c) A meeting hall for local residents
13.	<b>Parking/Loading:</b>	Within the Demise and existing car park of the named facility
14.	<b>Landlord and Tenant Act 1954:</b>	The security of tenure provisions WILL NOT apply to this Lease.
15.	<b>Break Clauses:</b>	Associations need to feedback as to the this break clause provision:  <i>Option 1</i> <i>No Break provision should this be a requirement of external grant funding. This is often required should the association wish to go for external Grant funding, as the applicant needs to show security of tenure, normally for a period of 25 years.</i>  <i>Option 2</i> <i>Breaks at year 3, 5, 10, 15, 20 and 25 years, applicable to both parties.</i>
16.	<b>Responsibility for rates and other outgoings</b>	The Tenant will be responsible for payment of all property outgoings, e.g business rates, utilities costs etc

17.	<b>Tenant's covenants:</b>	These will include a prohibition against smoking within the building and the keeping of pets (except guide dogs).
18.	<b>Payment of arrears:</b>	Any rental arrears must be settled prior to the completion of the new Lease.
19	<b>Any other terms</b>	<p>1. The lessee is responsible for undertaking the duties and weekly checks, as indicated by the properties Fire, Legionella, Asbestos and Health &amp; Safety risk assessments, which will be completed by the landlord.</p> <p><i>Example – The Landlord will produce an overall Fire risk assessment for the building. This overall risk assessment will produce a risk schedule and activities, which the Tennent is responsible for complying with. For example, as part of the daily checks, are fire exits clear and operational, and that fire alarms are working, as part of weekly checks.</i></p> <p>2. It is the lessee's responsibility to provide quarterly, gas and electric consumption data in kilowatt hours (kWh's) to meet the UK Government National Indicator in reducing carbon emissions for LBE buildings.</p> <p><i>This is a requirement for all large organisations, and public bodies with a property holding above a certain number. The council as a whole has to report on its energy usage.</i></p>

### Standard Lease Terms

The key terms included within the Council's standard form of lease are as follows:

21.	<b>Liability for repairs – Tenant:</b>	<p>The tenant will be responsible for all internal repairs and decoration of building. Externally they will be responsible for all decoration and maintaining in a good condition</p> <p>To maintain the demise in good condition.</p> <p><i>The council will continue to provide Facilities Management (FM) Service via Property Ealing. Therefore if an item is broken, as per the current situation, a call is logged with the FM helpdesk and a contractor is called to provide an assessment and quote for the works. The first £500 of any quote is covered by the FM contract, any subsequent costs are the responsibility of the Association.</i></p> <p><i>For example, A door repair job of £450 would be covered by FM.</i></p> <p><i>A door repair of £750, would mean FM cover the first £500 and the Association would need to cover the £250</i></p>
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		<p><i>Associations may choose to complete the work outside of the FM contract, using local trades and can seek quotes to secure a better deal, if they feel the FM contract quote does not offer VFM</i></p> <p><i>Examples of Internal repairs and decoration would be, painting of corridors, fixing light sockets, replacing taps, toilet seats etc.</i></p> <p><i>External decoration and maintaining in good condition would be items such as painting boundary fences, external doors, de-weeding, cleaning brickwork from Algae/moss/ivy etc</i></p> <p><i>A full condition Survey will be completed, in conjunction with the drafting of the main lease, once the Heads of Terms (HOTs) are agreed. This condition survey and schedule will outline the specific areas and responsibility of both the Association and the Council.</i></p>
22.	<b>Liability for repairs – Council:</b>	<p>Repair of the roof and external Structure, including the replacement of major plant</p> <p>The council will continue to provide cleaning in accordance with the current arraignment as well as Facilities Management Support</p> <p><i>Linked to point 21, a full schedule will be provided, but for the purpose of examples for major plant</i></p> <p><i>A broken Radiator would be the responsibility of the Association to replace. A full replacement of the boiler would be the responsibility of the council</i></p>
23.	<b>Building Insurance:</b>	The Council
24.	<b>Assignment:</b>	Not permitted.
25.	<b>Subletting:</b>	<p>Sub-letting of part is permitted with Landlord consent.</p> <p><i>This allows for the Associations to enter into agreements with other organisations, both community and private as required, to enable the development of a sustainable business model. This could mean leasing of areas to a Nursery provider for example, educational provider etc</i></p>
26.	<b>Compliance with Other Regulations:</b>	<p>All Alterations, subject to Landlords consent, not to be unreasonably withheld</p> <p><i>Example – Any internal alteration that does not require planning permission, and is in accordance with association objectives and business development will be approved and the council would be unreasonable in refusing them as landlord</i></p> <p><i>Any Alteration that required building control approval or planning approval, would be agreed, should planning and building control approval be achieved</i></p>

27.	<b>Costs:</b>	<p>Each Party to bear their own costs</p> <p><i>This is in relation to the surveyor or legal fees associated with the agreement of a lease. For example the condition survey, LSH costs would be met by the council. Associations would need to cover legal advice given to them by their solicitors in relation to the lease.</i></p>
28.	<b>Other</b>	<p>The Council will consider an application from the Association to renew the lease after 25 years, for a period to be agreed, subject to confirmation of permitted uses as per this lease will continue</p> <p>The Tenant is required to inform himself of all statutory obligations in relation to the occupation, operational plant, equipment and work activities undertaken within their demise.</p> <p>The Tenant is further required to ensure that they, at all times, retain or obtain all relevant and current knowledge of statutory obligations to include for Health and Safety and Environmental Law(s).</p> <p>In particular such matters will include for Fire Risk Management, including a Fire Risk Assessment, Gas safety, identification of any Asbestos bearing materials and the management thereof, management of water hygiene (including risk assessment), electrical safety, assessment of health &amp; safety risk in accordance with the Health and Safety at Work Act 1974 and the Management of H&amp;S at Work Regulations 1999, and other such regulations as appropriate to the undertaking within the Tenants demise.</p> <p>Assessment and management of risks to the environment are to be managed in accordance with the Environment Act 1990 and any regulations relevant to the occupation of their demise.</p> <p><i>Examples –</i></p> <p><i>The council will ensure a full hand over and training for association members and staff, so that they are aware of the above responsibilities. Again, linked to the full schedule of asset and condition, a list will be provided of the statutory obligations and with whom the responsibilities sit.</i></p> <p><i>For example, the council will be responsible for the completion of Asbestos risk assessments and annual monitoring. The Association will need to understand the legislative responsibilities associated with Asbestos management, and ensure that groups, contractors they employ or any activity in the building they instruct, does not cause a breach of these obligation.</i></p> <p><i>Worked example – If Asbestos is known to be under a floor board area, it is assessed by the risk assessment, identified and deemed safe; then should the association instruct a handy man to lift the floor board and sand it, therefore exposing the Asbestos and creating a risk, then the Association would be in breach of the legislation.</i></p>

## Supporting Information - Rental subsidy criteria for Community Organisations on Ealing sites

Ealing Council's Cabinet agreed criteria for granting levels of subsidised rent, to ensure transparency and consistency. The rental subsidy is for a period of 12 months and not for the length of the term of the lease; an annual application is required for assessment to ensure that the correct groups are receiving the subsidy and that the subsidy to be granted does not need to be increased/decreased or declined. As such tenants who actively support the Council must apply for the rental subsidy on an annual basis if they wish to continue to receive it. Organisations should note that a rental subsidy cannot be considered without the clearance of any arrears and a signed lease agreement in place. The table below shows the assessment criteria on the left hand side and the information required by organisations applying for an annual rent subsidy on the right hand side.

Criteria	Information required and comments	%
<p>The Community Association has Charitable Status and complies with the quality standards and criteria relating to this status</p> <p>Community Association has an open membership policy and equity policy in place encouraging young people and adults of all abilities to use the facilities</p>	<p>Information required:</p> <ul style="list-style-type: none"> <li>• Copy of Charitable Status certification</li> <li>• Copies of policy documents and minute of board/committee/AGM meeting when policy formally adopted by Club</li> </ul>	30
<p>Community Association has a 1 – 3 year Business Development Plan agreed by the Management Committee and endorsed by Council, to demonstrate how the Association will develop in the future</p> <p>Community Association is meeting a specific identified need in the local area identified by the councils Corporate Plan</p> <p>Community Association is sustainable, through its internal structures and recruitment and retention policies concerning; officers, groups and volunteers</p>	<p>Information required:</p> <ul style="list-style-type: none"> <li>• Copy of Business development plan and minute of board/committee/AGM meeting when formally adopted by the Association</li> <li>• Evidence that this is the case e.g. is it the only Association in the area with an Adults session focusing on Mental Health etc.</li> <li>• Latest set of accounts</li> <li>• Latest AGM minutes and Committee minutes</li> <li>• Committee minute identifying named officers to appear on rent agreement</li> </ul>	15
<p>The Community Association is affiliated to other community bodies, organisations etc, and, has a junior as well as adult programme of activities.</p> <p>Community Association has all necessary insurances in place, including Public Liability Insurance appropriate for the levels of activity</p>	<p>Information required:</p> <ul style="list-style-type: none"> <li>• Membership breakdown – Junior/Adult, Male/Female, etc</li> <li>• Affiliation number or reference letter</li> <li>• Checked copies of original certificates – updated when necessary</li> </ul>	10
<p>All staff, volunteers and session leaders are appropriately qualified, licensed and DBS checked</p>	<p>Information required:</p> <ul style="list-style-type: none"> <li>• Checked copies of qualifications and licences and evidence that DBS checks have been completed (certificates not needed)</li> <li>• Log of Volunteer hours delivered at the site, either directly by the Association or by its user groups.</li> </ul>	10
<p>Community Association can show a pro-active commitment to developing and maintaining links with other organisations, including Schools, Public Health etc</p>	<p>Information required:</p> <ul style="list-style-type: none"> <li>• Details of local organisations the Association is already working with and list of potential Organisations identified for the coming year</li> <li>• Details of the activity delivered e.g. after school club Satellite club, etc</li> </ul>	5

<p>Community Association has an appropriate registration and monitoring process in place to submit user data – overall membership figures broken down by age, gender, etc.</p>	<p>Information required:</p> <ul style="list-style-type: none"> <li>• Baseline membership information to be submitted with application, future information to be submitted annually with subsidy application showing year to year changes in figures</li> </ul>	<p>5</p>
<p>Community Association to provide details of external funding secured for specific projects e.g. facility improvements or development of a new Activities</p>	<p>Information required:</p> <ul style="list-style-type: none"> <li>• Copy of funding award(s) detailing the amount and what project/activity it was awarded for</li> </ul>	<p>5</p>

Consultation

<b>Name of Consultee</b>	<b>Department</b>	<b>Date Sent to Consultee</b>	<b>Date Response Received from Consultee</b>	<b>Comments Appear in Report Para:</b>
<b>Internal</b>				
Keith Townsend	Director ECS	16 Mar 16	16 Mar 16	
<b>External</b>				

**Report History**

<b>Decision type:</b> For information	<b>I. Urgency item?</b> No		
Authorised by Cabinet member:	Date report drafted:	Report deadline:	Date report sent:
N/A			
Report no.:	Report author and contact for queries:		
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