

Temporary Accommodation - Water (Legionella) Management Plan

August 2025

Serving people, Improving lives

1. Purpose and scope

This policy defines the Councils approach to ensure that all hot and cold-water systems within its temporary accommodation properties are effectively inspected, maintained, managed, and remain safe.

The Council will also ensure compliance with the respective legislation, guidance, best practice and standards.

This policy applies to all customers who occupy accommodation under a licence agreement.

2. Background

The Council is a non-stock holding authority but is responsible for several properties which are used to meet their legal duty to provide homeless households temporary accommodation whilst permanent move on accommodation is secured.

There is an obligation on the Council to ensure that the temporary accommodation they provide is free from serious hazards, including how to hot and cold-water systems, and that homes are fit for habitation. The Council must treat any incident relating to hot and cold-water systems with the utmost seriousness and act promptly to protect residents.

3. Hot and cold-water systems - Legionella

The Council will ensure, as far as is possible, that all hot and cold-water systems in relation to the control of legionella bacteria in all temporary accommodation that the Council has a responsibility as landlord, are in a safe condition and that all the occupants of and persons visiting these properties are in no danger from legionella.

Legionella is:

- Legionella is a bacterium that can cause Legionnaires' disease, a serious respiratory illness.
- There are over 40 species of the genus legionella but only a few are associated with outbreaks
- Common in natural (rivers, lakes etc.) and artificial water systems (hot & cold-water systems, storage tanks, pipework, taps and showers)
- Able to survive in low temperatures but will only multiply at temperatures between 20 and 45°C
- Killed within a few minutes at 60°C.

Legionnaire's disease:

- Is a type of pneumonia caused by infection of the lungs by legionella bacteria.
- If not diagnosed promptly can attack other organ systems in the body resulting in death in some cases.
- Named after a US army veterans (legionnaires) convention where 34 died from atypical pneumonia. The bacteria was found in the hotel's air handling ductwork and in the lungs of the victims

Legionella pneumophilia:

- Pneumophilia meaning lung loving
- Can be divided into "serogroups" with serogroup 1 being the major outbreak strain.

Infection:

- The legionella bacteria has to become airborne in such a way that it can be breathed in
- Water containing legionella becomes broken up by impact with surfaces or by devices that create a spray of droplets
- The small droplets or aerosols are of a size that can penetrate deep into the lungs

The Council temporary accommodation properties only have hot and cold-water systems and as such only Part 2 of HSG274 applies in relation to compliance.

The Council will ensure that all hot and cold-water systems with a potential legionella risk within its owned and managed temporary accommodation properties are effectively inspected, maintained, managed, monitored and remain safe, to ensure compliance with the respective legislation, guidance, best practice and standards and as such will have in place procedures to support these responsibilities.

4. Legal Standards

This plan enables the Council to meet its obligations as a landlord and employer under the following legislation:

- The Health and Safety at Work etc. Act 1974
- The Management of Health and Safety at Work Regulations
- ACOP L8 Legionnaires Disease – the control of legionella bacteria in water systems
- Control of Substances Hazardous to Health (COSHH) Regulations (as amended)
- The Construction, Design and Management Regulations (CDM)

- The Housing Act which introduced the Housing Health and Safety Rating System (HHSRS) and the Housing Health and Safety Rating System Regulations
- The Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR)
- The Water Supply (Water Fittings) Regulations including amendments
- HSG274 Part 2 “The Control of legionella in hot and cold-water systems”
- CSHS 10 Prevention of Scalding

The Health and Safety Act at work 1974

The Health and Safety at Work Act 1974 (HSWA) places a general duty of care on the Council to ensure the health, safety, and welfare of residents placed in temporary accommodation which extends to the Legionnaires' disease, which is caused by the bacteria Legionella risk of Legionnaires' disease, which is caused by the bacteria Legionella. The Council will do this by managing risk associated with hot and cold-water systems.

The Management of Health and Safety at Work Regulations

The Management of Health and Safety at Work Regulations and the Control of Hazardous Substances to Health Regulation 2002 place a duty on the Council to assess and control the risk of exposure to Legionella in their properties, which typically involves assessing water systems and implementing preventative measures.

ACOP L8 Legionnaires Disease – the control of legionella bacteria in water systems

The Council is affected by ACoP L8 (Legionnaires' Disease: The Control of Legionella Bacteria in Water Systems) because it outlines their responsibilities to ensure the safety of tenants and others from Legionella bacteria in water systems. Specifically, the Council has a legal duty to assess the risks of Legionella exposure, implement control measures, and maintain records of those measures.

Control of Substances Hazardous to Health (COSHH) Regulations (as amended)

The COSHH Regulations 2002 (as amended) cover biological agents, including legionella bacteria, which can be found in water systems. The council has a responsibility to ensure that these biological agents are not harmful to tenants.

The Construction, Design and Management Regulations (CDM)

The CDM regulations primarily apply to construction projects, including new build, demolition, refurbishment, extensions, conversions, and repair and maintenance. When landlords undertake such work on their properties, they must comply with CDM requirements,

The Housing Act which introduced the Housing Health and Safety Rating System (HHSRS) and the Housing Health and Safety Rating System Regulations

The HHSRS is a risk-based evaluation tool that helps local authorities identify and assess hazards in residential properties. It was introduced under the Housing Act 2004. The regulations specifically address the control of legionella, a bacteria that can cause serious illness, and other hazards that can affect health and safety.

The Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR)

Legionella is a reportable disease under RIDDOR. If a person working at or living in a property owned or managed by a landlord contracts Legionnaires' disease, the landlord may be required to report the incident to the [Health and Safety Executive \(HSE\)](#).

The Water Supply (Water Fittings) Regulations including amendments

The Water Supply (Water Fittings) Regulations places a duty on the Council to identify and assess potential sources of Legionella contamination, including water systems, pipework, and storage tanks.

HSG274 Part 2 “The Control of legionella in hot and cold-water systems”

The Council must comply with HSG274 Part 2, which focuses on identifying and controlling legionella in hot and cold-water systems.

CSHS 10 Prevention of Scalding

Child Safety and Health Services (CSHS) 10 focuses on preventing scalds, which are burns caused by hot liquids or surfaces. Key prevention measures include adjusting water heater temperatures, testing bath water, and keeping hot drinks and other potential hazards out of reach of children.

5. Complying with the standards

The Council must ensure that its temporary accommodation has all the measures in place to maintain its hot and cold-water systems in the temporary accommodation it manages.

The Council will immediately implement any remedial action required to resolve any high-risk results identified.

The Council will ensure all approved contractors are qualified and competent to carry out the specific tasks that they've been assigned

The Council has the right to enter temporary accommodation properties, with reasonable notice, but only in specific circumstances which may include:

- To inspect the conditions of the premises
- To perform repairs
- Access to provide services

Licensees are required to report any hot or cold-water system concerns to the Council immediately.

The Council should always respond promptly and address issues as a matter of urgency when there is a significant concern for the resident's safety.

For more complex cases particularly where there is a serious health risk to the customer or member of their household, the Council may require them to move out of the property. Where this occurs, the Council will be required to provide the household with alternative temporary accommodation.

The Council will ensure all records, inspections, surveys and documentation are kept up to date and readily available.

Plumbing, heating and any other such works carried out by qualified contractors

6. Hot and cold-water management

Failure to effectively manage hot and cold-water systems and legionella bacteria may result in increased risk to customers, staff, contractors and others and lead to the following chain of events occurring:

- Contamination – legionella present in the mains supply at low levels
- Proliferation – conditions in the water systems favourable to growth
- Exposure – system releases aerosols
- Infection – susceptible persons are infected
- Diseases – outbreak with possible fatalities

Water system risk

Legionella bacteria can be present in water systems and can affect residents, staff, contractors.

Type of water system	Potential Risk	Action
Solid fuel system	High	Carry out a water risk assessment. (Currently no properties use this fuel system)
Tanks (stored water)	High	Carry out a water risk assessment
Showers	High	Provide information leaflets for advice on cleaning and changing shower heads through the temporary accommodation sign up pack
Low pressure cylinders	Medium	Provide information in the temporary accommodation sign up pack
High pressure cylinders	Medium	Provide information in the temporary accommodation sign up pack
Standard boilers	Low	Provide information in the temporary accommodation sign up pack
Electric water heating	Low	Provide information in the temporary accommodation sign up pack
Combination boilers	Low	No action

Proliferation risk factors

General proliferation

- Areas of stagnation or infrequent use
- Parts of the system that may be prone to heat losses or gain (e.g. uninsulated pipes)
- The presence of scale, sludge or corrosion
- Scale can help legionella attach to a surface
- Thermostatic mixer valve (TMVs) that are located remotely from the outlet
- Failed circulating pumps or standby pumps that are idle or not rotated
- Fouled shower heads and hoses

Tank water systems

- Contamination of the cold-water tank
- Materials present that can support legionella growth
- Heat gain
- Excessive capacity results in poor water turnover in water tanks
- Multiple tanks connected in series and parallel may be unbalanced creating stagnation in one or more of the tanks

Mains water systems

- Contamination of mains supplies from backflow
- Cross connections to hot water service (e.g. failed TMV)
- Stagnation
- Warming

Control measures for water systems

- Temperature control ensuring that cold water stays below 20°C and that hot water is stored at a minimum of 60°C and distributed above 50°C. This will include where appropriate temperature monitoring of outlets and circulating hot water systems
- Various disinfection means such as biocides, ozone, UV
- Flushing of infrequently used outlets
- Legionella testing & sampling

Scalding risk

There is a risk of scalding when the water temperature at the outlet is above 44 °C in properties with higher risk service users where there is whole body immersion in baths and showers of vulnerable service users.

7. Addressing water systems management issues

Licensees must report any issues immediately.

The Council provides a variety of ways for a licensee to report incidents, and these are:

- By telephone on 0115 9013901, or
- For any emergency repair issues, outside of the above office working hours, by calling the out of hours helpline on 0800 096 0306, or
- By emailing: housingneeds@gedling.gov.uk, or
- In person at the Council Offices located at the Civic Centre, Arnot Hill Park, Arnold, Nottingham, NG5 6LU

Or by making an appointment at one of our advice hub sites located at either: -

- Carlton Hub – 88 Carlton Hill, Carlton, Nottingham, NG4 1EE.
- Calverton Core Centre – 17 St Wilfred's Square, Calverton, Nottingham, NG14 6FP.
- Bestwood Outreach Hub – St Marks Church, School Walk, Bestwood Village, Nottingham, NG6 8UU.

Where the Council discovers an issue with a hot or cold-water system within the property, or a licensee reports an incident, the following action takes place:

- Identify the severity of the incident.
- Consider if property is suitable for occupation.
- If the property is occupied and unsafe, make arrangements to move the household into alternative temporary accommodation.
- The Council will enlist a qualified contractor to attend the property, having agreed a suitable date and time. The licensee should not attempt to resolve the issue themselves.
- The Council should provide support and advise to the licensee to help prevent future issues from arising.