

Housing Scrutiny Commission

Wednesday 24 June 2020

6.00 pm

Online/Virtual. Members of the public are welcome to attend the meeting.

Please contact FitzroyAntonio.williams@southwark.gov.uk for a link to the online meeting

Supplemental Agenda No.1

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5.	Homelessness in Southwark during and Post Covid-19 Lockdown To note the officer report on exploring options to eliminate rough sleeping and ending homelessness in Southwark. As part of the meeting the commission will hear from two individuals who have experienced homelessness during the pandemic, both in terms of the emergency support which has been made available and also to hear what measures could assist in the medium term to help them into secure long-term housing.	1 - 9
6.	District Heating Case Study - Brandon Estate As part of the Housing Scrutiny Commission review into district heating, the commission will hear from residents of Brandon Estate on problems experienced with estate heating.	10 - 17
7.	Update on District Heating Strategy To receive an update on the district heating strategy for the borough.	18 - 26

Contact

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Webpage: www.southwark.gov.uk

Date: 17 June 2020

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8.	Work Programme	27 - 34
	To note the work programme as at 24 June 2020 and to consider the addition of new items or allocation of previously identified items to specific meeting dates of the commission.	

Item No. 5.	Classification: Open	Date: 24 June 2020	Meeting Name: Housing Scrutiny Commission
Report title:		Homelessness in Southwark during and Post Covid-19 Lockdown	
Ward(s) or groups affected:		Electoral ward(s); All	
From:		Ian Swift, Head of Housing Solutions	

RECOMMENDATION

1. That the housing scrutiny commission note the report on homelessness in Southwark during and post Covid-19 lockdown and the key areas for dialogue with central government and partner agencies as detailed in paragraph 41 of the report.

BACKGROUND INFORMATION

Rough Sleeping

2. One of the most significant steps taken in response to Covid-19 has been the 'Everyone In' initiative in England, and parallel efforts by Scottish and Welsh governments and their partners. This resulted in national governments instructing all local authorities to accommodate people sleeping rough, in night shelters, and in hostels with shared facilities, into self-contained emergency accommodation. Critically, access to emergency accommodation has been based on need alone and regardless of tests in the respective homelessness legislation in each nation. In England, people who would normally not qualify for homelessness assistance because they are not considered to be priority need, do not have a local connection, are considered intentionally homeless, or as a result of their immigration status, have been supported into safe accommodation.
3. Southwark Council's response to rough sleeping during the COVID19 public health pandemic has been viewed positively by key partner agencies, community/ faith organisations and central Government. In June 2019 it was estimated that 91 people were sleeping rough in Southwark, this reduced to 35 people identified as sleeping rough in March 2020. However, on the 17th June 2020, this figure reduced to 3 people sleeping rough in Southwark and these three people were offered accommodation, food and support on the 17th June 2020, by Southwark Council and it is hoped these clients will be persuaded to move into the accommodation by close of business today.
4. Consequently, as at the 17th June 2020, the council is currently accommodating 138 former rough sleepers in first stage temporary accommodation. The accommodation provided is self contained hotel rooms or self contained nightly paid temporary accommodation.
5. Of these 138 people living in hotels and Nightly Paid temporary accommodation 86 people have No Recourse to Public Fund.

6. Of these 86 people with No Recourse to Public Funds (NRPF) 40 are EEA nationals with no access to public funds and 46 are other Non UK Nationals with no recourse to public funds by condition of their immigration status. The anticipated cost associated with this new work since COVID 19 during the 2020/2021 financial year is £1,790,627 (including accommodation, support and food costs).
7. The council is working in partnership with Southwark Law Centre to support these people with NRPF to settle their immigration status, and has awarded £45,000 to the Law Centre to support this work.
8. The Housing Solutions service is currently exploring the possibility of employing directly some of these former rough sleepers who have No Recourse to Public Funds and are EEA nationals and encouraging partners to employ these people in an attempt to build future employment opportunities and this work is being conducted in partnership with BEAM and Southwark Works. If this proves to be successful it will help the person to regulate their stay in the country and for the person to be sufficient without the need for the council to pay for accommodation and food. This work could also be repeated across Southwark Council and potentially with all partner agencies.
9. As at the 23 March 2020 the Housing Solutions Service accommodated 654 single homeless applicants at risk of sleeping rough and homeless. During the COVID19 period the Housing Solutions service has accommodated an additional 323 single person households whom were at imminent risk of sleeping rough or actually sleeping rough bringing the total to 977. All have a personal housing support and needs assessment alongside a medical assessment.
10. The numbers of former rough sleeping people still living in first temporary accommodation today is 138.
11. Of the 138 former rough sleeping people currently accommodated in first stage temporary accommodation the following support needs have been identified:
 - People in need of Housing First/Supported Housing with intensive support = 42 people
 - People in need of Supported housing or housing led with floating support = 14 people
 - People in need of Private Rented Sector/social housing tenancy with start-up floating support = 72
 - Assistance to reconnect to family and friends/return home = 10 people
12. The council has received the following revenue funding from the Ministry of Housing Communities and Local Government to support the rough sleeping work in Southwark during the 2020/2021 financial year:
 - £1,754,426 for the full year 2020/21 for all of the council's rough sleeping work. Please note this is not a response to Covid19, this funding has been received for the previous two financial years and is provided mainly to fund staffing costs associated with the council's normal rough sleeping work
 - £33,000 for our rough sleeping work during COVID19

- £542,000 to support EEA nationals who have no recourse to public funds.

Suspension of derogation

13. The Government's decided to continue the Suspension of the Derogation in Greater London, Luton, Bedford and Milton Keynes until 31 December 2020. Under this approach Southwark Council can continue, in certain circumstances, to offer up to three months of basic emergency accommodation alongside support to work-ready EEA national rough sleepers to help them into employment. As before, these changes do not extend access to welfare benefits. Southwark Council received 9% of all of the available funding.

Government funding for supported homes to end rough sleeping

14. On 24th May the Westminster Government announced that it is bringing forward £160 million of the £381 million funding allocated in the 2020 budget to provide supported homes for 3,300 people moving on from rough sleeping in England, and an additional 3,000 in the following year. An additional £50 million will be added to the £144 million already allocated for support costs as well as the £237m for property leasing and acquisition, to support 6,000 people previously sleeping rough in England, and now in emergency accommodation, over the next four years. This is an important first step in ensuring that those helped by the emergency measures to tackle rough sleeping will not be forced back onto our streets once emergency measures are eased, and that they can access housing and a package of support. Southwark Council is waiting for a decision to identify if funding will be secured through this budget.

Homeless households living in shared living accommodation

15. During COVID19 Southwark Council moved 288 homeless households from all forms of shared living arrangements which left 356 homeless households still living in shared accommodation (hostels and nightly paid accommodation) as at the 17th June 2020. It is hoped that during June, July and August 2020 further lettings to Southwark Council, Housing Association and Private Rented Sector properties can be created to help eliminate the use of shared living accommodation for homeless households in Southwark in the future.
16. The council is committed to eliminating the use of shared living arrangements for homeless households and the actions taken during COVID19 are positive and imaginative by using accommodation located on the Ledbury Estate, with properties also used through the acquisition at Churchyard Row and the temporary use of accommodation at Sumner Road. As at the 17th June there are no homeless households actually sharing facilities in Southwark Council hostels.
17. The household composition of 356 homeless households living in shared accommodation as at the 17th June 2020, are as follows:
 - There are 105 homeless households living in Southwark Council hostels 39 single people and 66 homeless families
 - There are 251 single homeless households living in shared properties within the private rented sector and hotels. Please note these single people are all affected by the artificially low Local Housing Allowance rates in Southwark and the Single Person threshold which prohibits people living in anything other than bedsits or hotel rooms.

- Total 356

Performance

18. The Housing Solutions service performance during COVID19 has been positive compared to the same period in 2019. The following table helps to summarise this performance, as the service continuously improves its performance.

Area of performance	2019 performance	2020 performance	Improvement
Homeless decisions in April and May	422	632	Yes
Homeless decisions April	119	323	Yes
Homeless decisions May	303	309	Yes
Homeless applications received April and May	460	620	Yes
Responses to elected members within the corporate timeframe April and May	92%	97%	Yes
Responses to complaints within the corporate timeframe April and May	92%	93%	Yes
Outstanding housing register applications April and May	721	494	Yes
Rough sleeping numbers May	91	3	Yes
Compliments	2 nd in the council for compliments received	1 st in the council for compliments received	Yes

19. However, the number of homeless approaches in the 1st April 2020 to the 17th June 2020 period is 856, compared to 562 in the same period in 2019. Therefore, as a direct consequence of COVID19 the council has seen a dramatic increase in homeless presentations. In addition to this there has been a 16.3% increase in the use of temporary accommodation in the same period.

Customer experience

20. A survey of 48 customers who used the Housing Solutions Service between the closure of the Homesearch Centre in Peckham as a result of Covid-19 on the 24th March 2020 up to the April 30th was undertaken to gain insight into levels of

customer satisfaction and customers' feelings and preferences for communications, specifically digital channels / communication methods. To compliment this, a survey of partnership based stakeholders was also undertaken to gather their feedback also.

21. Insight from customers and partnership based stakeholders was sought as a mechanism to consider the strengths and weakness of the 'channel shift' from a majority face to face service primarily operating from the Homeseach Centre (Bournemouth Road, Peckham) to a digital service without a physical building.
22. At this stage of the channel shift, the feedback from customers will be used to evolve and improve the Housing Solutions Service for customers, stakeholders and Housing Solutions service staff.

Key insights from the feedback gathered are as follows:

23. Customers identify with the Bournemouth Road Homeseach Centre without knowing what the name of the building is or what the name of the service is.
24. The telephone and emailing were seen as the most appropriate method of digital communication.
25. Customers are willing to communicate using technologies / software not currently offered.
26. Online information needs to be easy to access, read and use on a mobile telephone screen.
27. The importance of a personal touch is valued, the ability to listen and communicating the 'customer journey' and /or next steps remains vital.
28. The customer journey could be enhanced through a visual display of what the journey is and where they are in the journey with timeframes included.
29. Language barriers are challenging for customers and further work is required as to how to improve this service.
30. Participants were asked what their preferred methods of communication are from the following: 1) telephone 2) webchat 3) video calls 4) website 5) email 5) WhatsApp 6) SMS 7) social media, 8) face to face 9) other. Responses are as follows:
 - 1 customer identified social media
 - 1 customer identified Facebook
 - 1 customer identified the website
 - 2 customers identified live chat / webchat
 - 2 customers identified video chat / call
 - 5 customers identified face to face services
 - 5 customers identified WhatsApp
 - 9 customers identified text message
 - 22 customers identified email
 - 25 customers identified telephone

31. Overwhelmingly customers said they were treated with respect and it was easy to talk to officer.
- 13 participants identified the service as excellent;
 - 1 participant identified the service as very good;
 - 12 participants identified the service as adequate (including one who said adequate/good);
 - 1 participant identified the service as poor;
 - 1 participant identified the service as very poor; the remained of participants did not comment or gave alternative answers.

Partner agencies feedback on service provision during COVID19

32. An email based survey was sent to all Southwark Homelessness Forum partners on 30 April 2020, in order to assess the work of the Housing Solutions service during COVID19.
33. Survey feedback was received from the following partners:
- Look ahead
 - Shelter
 - Southwark Day Centre for Asylum Seekers
 - SGTO (Southwark Group of Tenants Organisations)
 - Southwark Law Centre
 - Southwark Leaving Care Service
 - Southwark SPOT (Street Population Outreach Team)
 - St Mungo's
 - Terence Higgins Trust
34. Overall the feedback from partners has been positive with regards to communications with staff and Southwark. Southwark SPOT said "Overall, I think the response from Housing Options to move to a telephone based service has been excellent for partners and I'm finding it easier to make queries and get responses than ever before so thank you very much for that!" Shelter has noted that "email is more reliable".
35. The following are the main themes from this feedback:
- Accessing staff via telephone is easy.
 - Access for customers via internet is not easy.
 - Telephone triage has been much faster than the face to face at Bournemouth Road before COVID19
 - Referrals have gone smoother during COVID19
 - It has been really helpful that we can assess the client and then use the Duty to Refer form to share basic information with Southwark in order to start the triage and assessment process so hopefully clients don't have to keep repeating the same information.
 - Please continue to house vulnerable people and do not evict those in hotel accommodation.
 - I just wanted to drop you a line to say thankyou to the Housing department for the support of the last few months.

- Things like women being able to access housing without going to Bournemouth Road, practitioners being able to conduct SDA assessments, housing officers reading through old files to find documentation when people haven't been able to provide it, and the swift solution-focused approach to homelessness difficulties, has made a really big difference to our work and our women.
- I have also been doing a mini-impact assessment of the last few months of COVID on people facing the most complex disadvantage – speaking to professionals across street outreach, hostels, probation, drugs services and mental health SLAM and Adult Social Care- and both St Mungo's, Solace and Probation have specifically highlighted the difference that Housing has made - all saying how proactive Housing has been – whether it's finding ways of accommodating vulnerable people in-borough, whether it's supporting a move in instances of domestic abuse and safeguarding concerns. The response of 'solve first' has been really incredibly appreciated. We really appreciate it and we appreciate also how hard everyone in housing has been working to keep everyone safe. Thankyou so much.

36. The council also commissioned Shelter to conduct a Mystery Shopping exercise of the front line Housing Solutions service during COVID19 and this report will be available shortly to improve further the quality of the service offer. In addition to this newly developed customer satisfaction for our housing advice service has been implemented in June 2020 and data will be available soon to further guide the quality of our customer service.
37. The Housing Solutions service also conducted a staff survey on the future operating model for the service and the results of this service will be known on the 20th June 2020.

Future homeless pressures

38. The council is currently facing increasing homeless approaches as evidenced above. However, these pressures will continue to build going forward as a result of the economic decline across England as a result of COVID19. The number of new Universal Credit applications increased significantly in Southwark as evidenced below:

Local Authority	Southwark
Total Over Period	14532
Mean pre-16th March	319
Mean post- 16th March	1645
Difference in Mean	1327
% increase in mean	517%

39. The number of new people claiming Universal Credit will place pressure on the council's homelessness services, as the household's full rent will not be paid for all private sector rented properties in Southwark, due to the artificially low Local Housing Allowance which does not cover the cost of even the cheapest private rented homes in Southwark.

Conclusion

40. It is clear for the council to continue with its excellent homelessness approach it will require substantial Government investment and structural changes to be made to the delivery of public services by central Government
41. The following are some of the key areas for dialogue with central Government and partner agencies:
 - Increasing the Local Housing Allowance (and benefits cap) in Southwark to correctly reflect the private rented market
 - Substantial investment in the Housing First approach
 - The creation of a Rapid Re-housing model as provided in Scotland
 - The need for capital funding to build and secure additional Southwark Council new homes for homeless households
 - Additional revenue funding to support the council measures to sustain tenancies, increase life expectancy work for homeless clients through a bespoke support package for clients
 - Changes to the UK welfare system, and protections for private renters alongside increased investment in the provision of homes for social rent in England to ensure everyone can afford a home.
 - Ensure no one across Great Britain is left without a safe place to stay because of their immigration status
 - Temporarily suspending NRPF conditions for at least the next 12 months.
 - Supporting EEA nationals to apply for the EU Settlement Scheme throughout the COVID-19 outbreak.
 - Ensuring the benefit cap does not undermine support from the Local Housing Allowance and Universal Credit
 - It is clear due to the financial fallout of COVID19 the council is seeing increasing levels of homelessness as evidenced within this report. Therefore, additional financial resources for staffing and the use of temporary accommodation will need to be identified in the current financial year and also future financial years.
 - Due to COVID19 a different operating model will be required for the Housing Solutions service, which will be mainly by Digital by Default in the future. During COVID19 0.4% or 17 applicants have been unable to access our services electronically or through our face to face service for people sleeping rough.
42. Southwark Council will need to conduct active dialogue with central Government Departments and these discussions will have to consider all available options. The discussions will have to be with the Treasury, the Department for Works and Pensions, the Home Office, the Ministry of Housing Communities and Local Government, and Department of Health, as the issues identified above cut across Whitehall.
43. The introduction of the Homelessness Reduction Panel launched and chaired by the Cabinet Member for Housing and Modernisation in January 2020, has certainly assisted the Housing Solutions service partnership work during COVID19 and this partnership work has produced structural changes to our work that have been focussed on the rapid re-housing and innovative solutions to meet the clients housing and support needs.

44. The strong partnership work with Shelter, Solace Women's Aid, Stonewall Housing, and Southwark Law Centre has helped the council to achieve something no one thought was possible on the 22 March 2020. It has taken a public health international crisis for the elimination of rough sleeping in Southwark and many parts of the UK.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Cabinet Member for Housing Management and Modernisation		
Lead Officer	Ian Swift, Head of Housing Solutions		
Report Author	Ian Swift, Head of Housing Solutions		
Version	Final		
Dated	17 June 2020.		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Director of Law and Democracy		No	-
Strategic Director of Finance and Governance		No	-
Cabinet Member		Yes	Yes
Date final report sent to Scrutiny Team			17 June 2020

Item No. 6.	Classification: Open	Date: 24 June 2020	Meeting Name: Housing Scrutiny Commission
Report title:		Update on Brandon District Heating System	
Ward(s) or groups affected:		Newington Ward	
Cabinet Member:		Councillor Kieron Williams, Cabinet Member for Housing Management and Modernisation	

RECOMMENDATION

1. That the housing scrutiny commission note the update on Brandon District Heating System.

BACKGROUND INFORMATION

2. The Brandon district heating system serves approx. 580 properties and serves the Brandon 1 and 2 sections of the Brandon estate. Brandon 2 receives its heating and hot water via the Wyndham Boiler House. 4 boilers provide the service, 3 were replaced in 2014 and the remaining boiler dates back to circa 1980. The underground heating mains were replaced in 2011.
3. An extensive major works project to refurbish the 9 plant rooms has now been completed and is now in a defect liability period ending in February 2021. This project incurred a cost of approx. £900,000.
4. Planned maintenance works within the boiler house are continuing over the summer period

Recent issues

5. It would be fair to say that some residents received interruptions to service during the changeover to the plant rooms during the recent refurbishment. This was due to the system dynamics being changed to allow a reduction in pressure to properties to extend life of the heating system and allow local isolation of blocks. We believe these issues now to be resolved after Engineering Services and our term contractors worked together with BSW Ltd (the major works contractor).

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Explanation of Brandon Heating
Appendix 2	Wyndham and Brandon Costs (Planned Preventative Maintenance and responsive repairs)

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Cabinet Member for Housing Management and Modernisation		
Lead Officer	Gavin Duncumb, Head of Engineering (Acting)		
Report Author	Gavin Duncumb, Head of Engineering (Acting)		
Version	Final		
Dated	16 June 2020.		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Director of Law and Democracy		No	-
Strategic Director of Finance and Governance		No	-
Cabinet Member		Yes	Yes
Date final report sent to Scrutiny Team			16 June 2020

Item No. 6.	Classification: Open	Date: 24 June 2020	Meeting Name: Housing Scrutiny Commission
Report title:		Update on Wyndham District Heating System	
Ward(s) or groups affected:		Newington Ward	
Cabinet Member:		Councillor Kieron Williams, Cabinet Member for Housing Management and Modernisation	

RECOMMENDATION

1. That the housing scrutiny commission note the update on Wyndham district heating system.

BACKGROUND INFORMATION

2. The Wyndham district heating system serves 1280 properties and has three zones; East, South, and West. All three zones are fed from the central boiler house located behind the Coniston tower block on Wyndham Road-West zone covers Brandon 2. Extensive works have been carried out on 3 of the four boilers after a system failure in 2019 which resulted in the deployment of temporary containerised boilers to maintain service.

Recent issues in May 2020

- Gas booster pump blew wc 11-05-20 -24 hour outage TEXT AND WEBPAGE UPDATE.
 - Weekend 16th, 17th May-east zone pump blew a seal and estate lost all of its water and service Texts were sent and our block outage webpage was updated.
3. Our contractors are in the process of refurbishing the boiler house which serves both the Wyndham and Brandon 2 district heating systems. Unfortunately, three weeks ago one of the gas boosters which supplies gas to the boilers failed.
 4. In addition to this, on the weekend of the 16th and 17th of May, the main pump which supplies the East Zone of the estate also failed causing the system to loose water and resulting in a major service outage.
 5. The East Zone circuit was switched to a stand by pump on the 18th May and the original pump is now with specialists and was rebuilt and was back in service on the 25th of May 2020.
 6. Investigations following the gas booster problem highlighted a main electrical supply issue to the boilers which required four days of rewiring work. This has now been completed.

7. Specialist controls experts are now checking all the boiler and burner supplies but service is now restored. In addition, normal planned maintenance is taking place and that was the reason for the planned outage on the 26th of May. A letter to all estate residents was sent explaining the reasons for the recent problems.

Completed Works

- Electrical supply works within boiler house now completed
- Rebuilt main east zone pump now rebuilt and back in operation as of 25th May 2020
- Controls specialist working in boiler house at present sorting out new burner wiring.
- 3 remaining temporary boilers, expected to be removed by mid July 2020.
- 3 of 4 main boilers have been rebuilt in last year and new burners fitted, remaining main boiler will be checked and rebuilt and new burner fitted once other 3 boilers are all working and been tested for resilience.
- All other components within the boiler house will be checked under normal operating conditions once the permanent boilers have been recommissioned and before the remaining temporary boilers are removed from site.

Planned major works:

8. Due to COVID 19 these works were delayed, this is being overseen by Major Works Team and will comprise the following:
- A. Replacement of underground heating mains on east and South zones and hydraulic separation for West zone.
 - B. Formation of 5 new plant rooms for the five tower blocks to enable pressure reduction and reduce strain on old plant-Major works have had numerous resident consultation meeting around this mains replacement.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Explanation of Brandon Heating
Appendix 2	Wyndham and Brandon Costs (Planned Preventative Maintenance and responsive repairs)

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Cabinet Member for Housing Management and Modernisation		
Lead Officer	Gavin Duncumb, Head of Engineering (Acting)		
Report Author	Gavin Duncumb, Head of Engineering (Acting)		
Version	Final		
Dated	16 June 2020.		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Director of Law and Democracy		No	-
Strategic Director of Finance and Governance		No	-
Cabinet Member		Yes	Yes
Date final report sent to Scrutiny Team			16 June 2020

APPENDIX 1**DISTRICT HEATING SERVING BRANDON ESTATE****Properties on the Brandon Estate served by the Brandon Estate boiler house on Otto Street SE5:**

- Cooks Road 103-107
- Maddock Way 9-15
- Maddock Way 16-34
- Molesworth House 1-58
- Brandon Library
- Morton House 1-39
- Napier House 1-36
- Bateman House 1-68
- Brawne House 1-68
- Cornish House 1-68
- Cruden House 1-68
- Prescott House 1-68
- Walters House 1-68

The boiler house on Otto Street supplies LTHW (Low Temperature Hot Water) via a two pipe primary flow and return system to nine plantrooms across the estate. The plantrooms (known as Napier, Prescott, Cruden, Brawne, Morton, Cornish, Bateman, Walters and Maddock Way) in turn supply both heating and hot water to the blocks. The primary LTHW two pipe distribution pipework emanates from the boiler house and runs underground to the various plantrooms. Each plantroom (with the exception of Napier) has a plate heat exchanger to provide hydraulic separation between the primary network, and the secondary network downstream of the plantroom supplying the blocks. At the plantroom the system splits into two circuits; one CT (constant Temperature) primary circuit to supply the hot water storage cylinders in each property, and one VT (variable temperature) secondary heating circuit to supply the radiators. All nine plantrooms were completely refurbished in 2019.

Properties on the Brandon Estate served from the Wyndham Estate district heating system:

The boiler house on Wyndham Road supplies primary LTHW (Low Temperature Hot Water) via a two pipe flow and return system directly to each block. The system is split into three zones; East, South and West, with the West Zone supplying some of the properties on Wyndham and the properties on Brandon listed below:

- Andrews Walk 1-31
- Chalmers Walk 1-20
- Copley Close 1-5

- John Ruskin Street 110-124
- Hillingdon Street 143-151
- Grimsel Path 2-19
- Grimsel Path 20-29
- Grimsel Path 30-45
- Hanworth House 1-140
- Kirwyn Way 1-8
- Kirwyn Way 9-38
- Trevelyan House 1-12, 20-33 & 42-56
- Trevelyan House 13-19, 34-41 & 56-63
- Dale road 1-6

The three zones emanate separately from the boiler house and each have a dedicated pumping arrangement. The west zone (which supplies Brandon) is the largest of the three zones. The pipework leaves the boiler house, runs underground and is connected directly to all the blocks it serves (listed above plus some of Wyndham). There are no plantrooms on this system, all blocks are connected directly (via the three separate zones) to the boiler house. The primary two pipe flow and return splits inside each property to serve both the hot water cylinder (or thermal store where fitted), and radiators. This is a CT (constant temperature) circuit and as such the heating cannot be compensated to outside air temperature and has to remain on all year round in order to provide hot water.

Contract year	18/19	19/20	20/21
Brandon 1			
Brandon Boiler House Planned Preventative Maintenance (PPM	£4,922.80	£5,064.58	£5,231.20
Maddock Way Plant Room PPM	£1,159.64	£1,193.04	£1,232.29
Morton House Plant Room PPM	£1,493.63	£1,536.64	£1,587.20
Napier House Plant Room PPM	£1,779.53	£1,830.78	£1,891.02
Bateman House Plant Room PPM	£1,119.46	£1,151.70	£1,189.59
Brawne House Plant Room PPM	£1,119.46	£1,151.70	£1,189.59
Cornish House Plant Room PPM	£1,119.46	£1,151.70	£1,189.59
Cruden House Plant Room PPM	£1,119.46	£1,151.70	£1,189.59
Prescott House Plant Room PPM	£1,119.46	£1,151.70	£1,189.59
Walters House Plant Room PPM	£1,119.46	£1,151.70	£1,189.59
Responsive Repairs			
Cooks Road 103-107	£538.14		
Maddock Way 9-15	£225.15		
Maddock Way 16-34		£375.61	
Molesworth House 1-58	£511.91	£653.63	
Brandon Library			
Morton House 1-39	£530.02	£2,434.33	£66.13
Napier House 1-36	£2,112.94	£2,445.62	£460.37
Bateman House 1-68	£4,606.48	£5,998.35	£242.26
Brawne House 1-68	£1,647.17	£5,240.67	£99.83
Cornish House 1-68	£2,848.50	£1,121.00	£667.35
Cruden House 1-68	£588.78	£2,974.00	£99.83
Prescott House 1-68	£4,622.35	£1,460.68	£434.63
Walters House 1-68	£732.50	£1,703.33	£1,237.93
Brandon 2			
Wyndham Boiler House PPM	£4,329.25	£4,453.93	£4,600.47
Responsive Repairs			
Andrews Walk 1-31		£167.80	
Chalmers Walk 1-20		£132.26	
Copley Close 1-5	£107.98		
John Ruskin Street 110-124	£128.56	£247.33	
Hillingdon Street 143-151	£3,443.13	£4,950.58	
Grimsel Path 2-19	£128.56	£124.32	
Grimsel Path 20-29			
Grimsel Path 30-45			
Hanworth House 1-140	£219.99	£1,105.26	£63.80
Kirwyn Way 1-8	£102.97		
Kirwyn Way 9-38		£664.85	
Trevelyan House 1-12, 20-33 & 42-56	£750.09		
Trevelyan House 13-19, 34-41 & 56-63			
Dale road 1-6			
Sub Totals	£44,246.82	£52,788.78	£25,051.84
Additional boiler house costs on application - Brandon		£12,784.99	£3,624.97
Additional boiler house costs on prelist - Brandon	£20,953.16	£14,419.54	
Additional boiler house costs on application - Wyndham		£356,430.80	£17,938.25
Additional boiler house costs on prelist - Wyndham	£43,214.58	£133,104.81	
Grand total per year	£108,414.56	£569,528.92	£46,615.06

Item No. 7.	Classification: Open	Date: 24 June 2020	Meeting Name: Housing Scrutiny Commission
Report title:		Update on district heating strategy	
Ward(s) or groups affected:		All	
Cabinet Member		Councillor Kieron Williams, Cabinet Member for Housing Management and Modernisation	

RECOMMENDATION

1. That the housing scrutiny commission note the update on the district heating strategy.

BACKGROUND INFORMATION AND PROGRESS UPDATE

2. In July 2019 the Cabinet Member for Housing Management and Modernisation presented an update on the district heating strategy to Cabinet. Since then the following new and ongoing work streams have taken place:

Heat Networks Governance Board

3. As approved by cabinet this group was established and has met every six weeks since August 2019. The group discusses a range of operational and strategic issues including priority estates and problems, resident communication, carbon saving projects and future investment.

Heat Networks Resident's Working Group

4. As approved by cabinet, resident representatives from across many estates and tenures have formed a working group of around 15 people. This group met three times between October 2019 and February 2020 and was an excellent source of feedback on the Council's heating operations and future strategy. Key messages included the need to improve communications, increase digital integration, maintain affordability and consider investment impacts on leaseholders.

Heat Mapping and Master Planning –

5. This work by Arup was already mostly completed by July 2019 but an extension to the project was commissioned in which Arup's hydrogeology team drew together additional data sets and performed a desktop analysis to create unique map layers showing the potential for open and closed loop ground source heating across the borough (see Appendix 1). The maps and accompanying report show where ground source heat pumps would be most appropriate and effective.

Water source heat pump project

6. In July 2019, a high-level feasibility of eight sites had been carried out which pointed to a high technical and economic potential for five of those sites.
7. Following cabinet approval, a detailed feasibility study was commissioned and undertaken throughout the autumn. This found three of the five sites to be both technically and economically feasible – these are Consort, Newington and Wyndham. Between the three estates the project is expected to save almost 4,000 tonnes of CO₂ in the first year alone while also reducing local flue gas emissions.
8. A detailed specification was written and the Council's major works framework was used to run a tender in February 2020 which was followed by a period of tender evaluation.
9. Gateway 2 approval was received at the start of April. The preferred contractor has not yet been appointed to begin work.

SELCHP Heat Network extension

10. A feasibility study by consultants, Anthesis Group, looking at the extension towards the Old Kent Road development area and Peckham was partially complete in July 2019 and was finished off towards the end of 2019. The primary conclusion of this work was that extending the SELCHP network offered the best value approach to reducing carbon for Old Kent Road developments as well as the council's housing estates.
11. Officers worked with legal experts to undertake a review of the procurement options if wanting to extend the SELCHP network. It was found that simply varying the existing contract with Veolia, rather than undertaking an open tender, would be perfectly legal as well as being the common sense approach. This view was then confirmed by a QC for additional certainty.
12. The Council has since worked with Veolia to develop a collaboration agreement to define the steps, roles and responsibilities of the two parties in extending the network. This is still in progress.

Recruitment

13. In line with the July 2019 report an additional officer was recruited to support the Strategic Project Manager in developing and delivering the Heat Networks Strategy. This post was filled in April 2020.

Performance analysis

14. Analysis of historic performance statistics to identify the heat networks most in need of priority investment.

Further resident consultation

15. Following on from the three very useful meetings with the resident's working group, it was decided that a wider net should be cast to allow all residents to have their voices heard. A public consultation was launched in June 2020 and will close in August.

Heat Network Optimisation Opportunities

16. In January 2020 the Council was successful in having five sites join a consultancy investigation led and funded by Department of Business Energy and Industrial Strategy to identify how a range of different heat networks could have their performance levels improved. Southwark's consultancy partner is WSP who are now investigating the costs and benefits of various improvement measures that could be carried out at Brandon, Brimington, Newington, North Peckham and Sylvan Grove estates. Investment grade proposals should be ready by the end of 2020 and it is hoped that the outputs should be applied across to other estates.

Technical and business modelling

17. Of private investment into Council heat networks to investigate ways in which the private sector could potentially play a role in investing into the Council's networks and providing operational and maintenance services over a long-term contract. This work is still in progress.

Government Regulation Update

18. It is important that Councillors understand that the government has recently consulted on two major areas affecting the Council's heat networks:
 - Proposed amendments to the Heat Networks (Metering and Billing) Regulations 2014. The requirement to install heat meters in dwellings other than newly built properties has been on hold in recent years. If this requirement returns in a significant way when the government's response to the consultation is released and primary legislation comes forward it could have far reaching implications on the Council's operations. The installation of dwelling heat meters and controls can be expensive, disruptive and change the way residents pay for heat, but overall could reduce energy consumption and carbon emissions.
 - The development of a regulatory framework for heat networks. Government has proposed to make heat networks a regulated market in the same way as gas and electricity markets. The proposed regulator would be Ofgem. Government aims to protect consumers, increase technical standards, increase investment and drive decarbonisation. The result of the Government's response to the consultation could have significant impacts on the way the Council operates its heat networks.

BACKGROUND DOCUMENTS

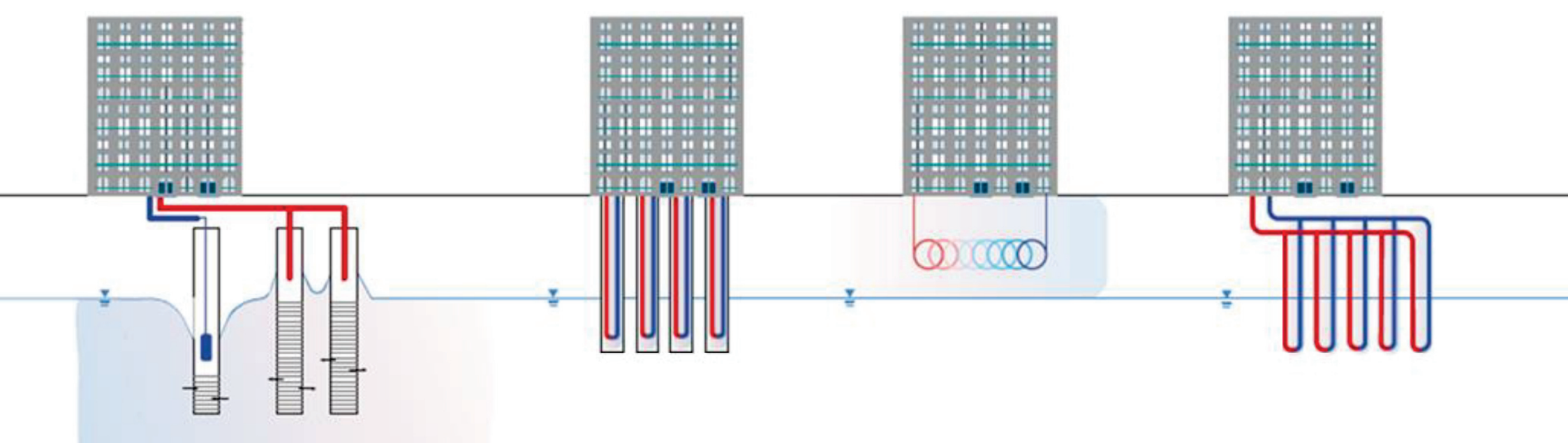
Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Southwark GSHP mapping Executive Summary

AUDIT TRAIL

Cabinet Member	Councillor Kieron Williams, Cabinet Member for Housing Management and Modernisation	
Lead Officer	Gavin Duncumb, Head of Engineering (Acting)	
Report Author	Gavin Duncumb, Head of Engineering (Acting)	
Version	Final	
Dated	16 June 2020.	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	No	-
Strategic Director of Finance and Governance	No	-
Cabinet Member	Yes	Yes
Date final report sent to Scrutiny Team		16 June 2020



Southwark Borough

Ground Source Energy Opportunity Mapping

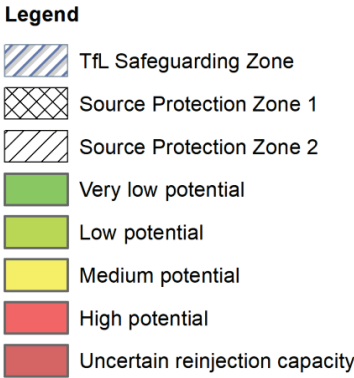
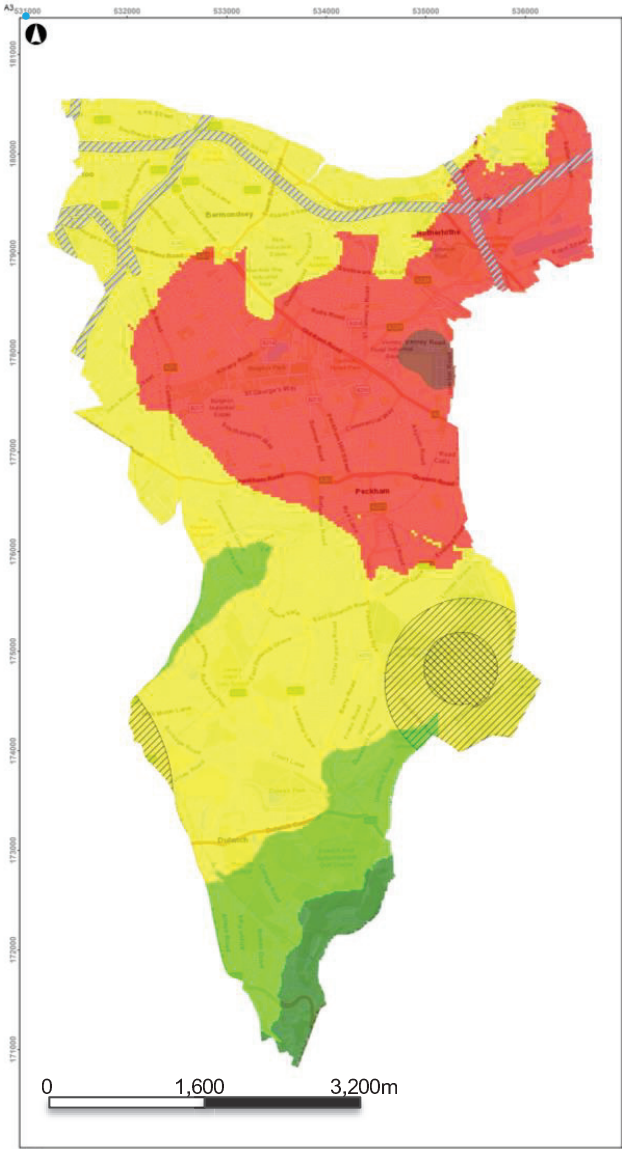
4 March 2020

Issued Report, Version 1

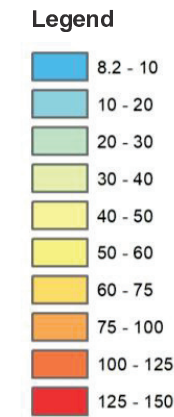


Executive Summary (1/2)

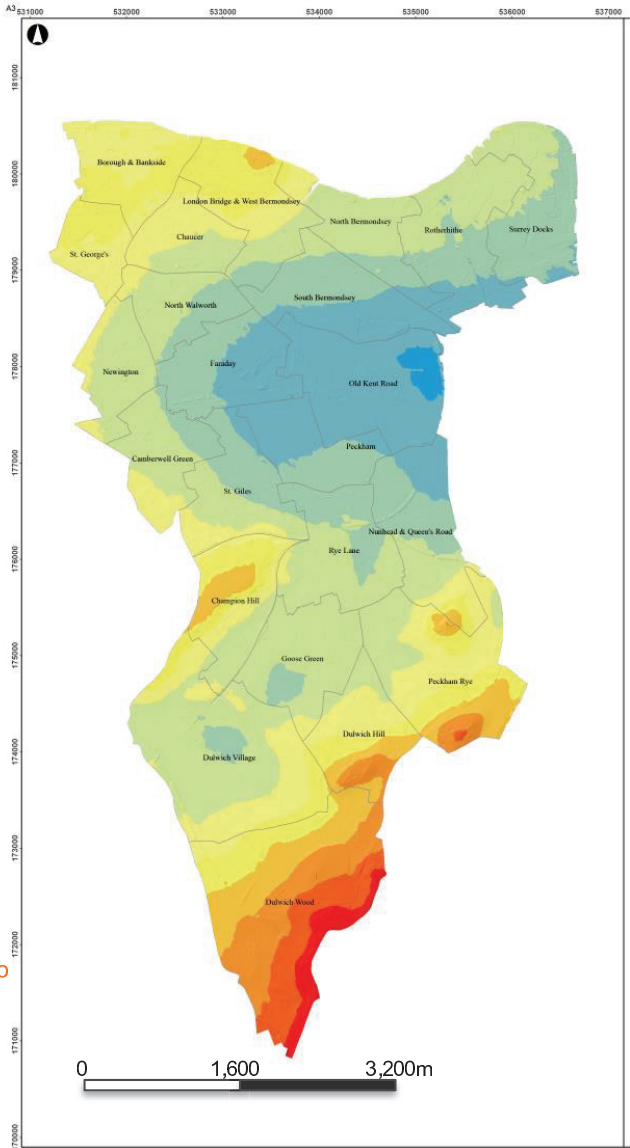
Open and Closed Loop Ground Source Heat Pump system development opportunities have been mapped across Southwark Borough



Open Loop Potential Map

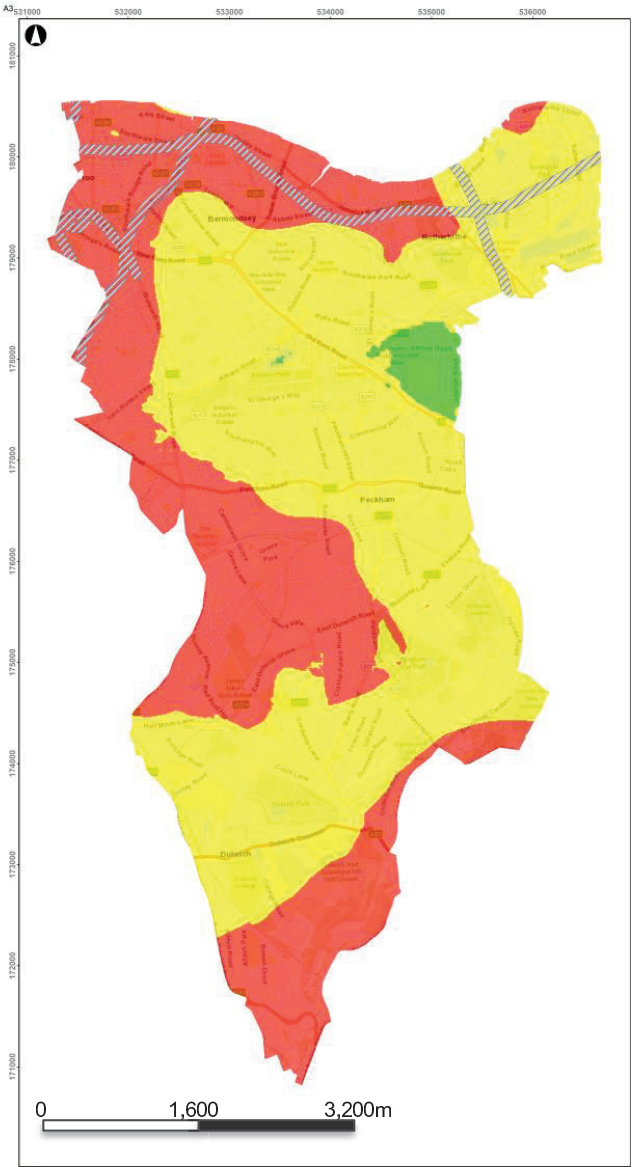


Depth to top of Chalk fm map



Executive Summary (1/2)

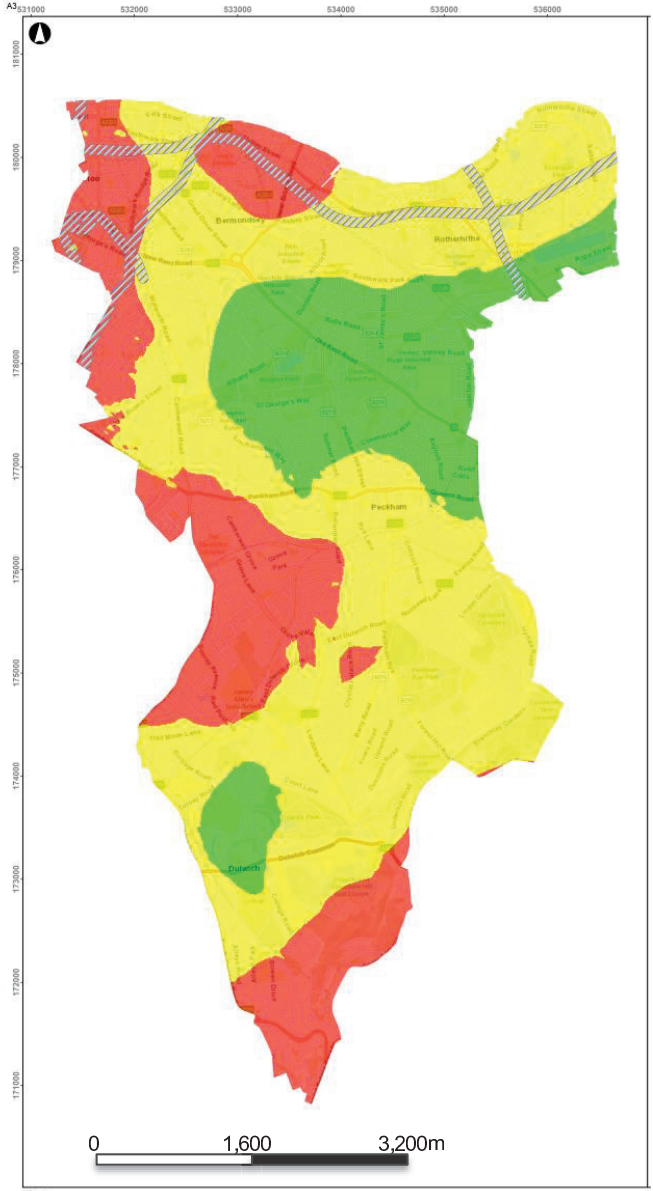
Open and Closed Loop Ground Source Heat Pump system development opportunities have been mapped across Southwark Borough



Legend

- TfL Safeguarding Zone
- Low Potential (40W per m)
- Medium Potential (45W per m)
- High Potential (50W per m)

Closed Loop Potential Map
(50 to 100m deep boreholes)



Legend

- TfL Safeguarding Zone
- Low Potential (6 to 6.5kW per borehole)
- Medium Potential (6.5 to 7kW per borehole)
- High Potential (7 to 7.5kW per borehole)

Closed Loop Potential Map
(150m deep boreholes)

Executive Summary (2/2)

Once planning level assessments have been made using the opportunity maps, specialist GSHP designers should be consulted to confirm the assessment and aid in next steps.

Ground Source Heat Pump (GSHP) Systems

- Ground source heat pumps can provide a low carbon and sustainable source of baseload heating and cooling. There are two types of systems:
 - **Open Loop systems:** Groundwater is pumped from an aquifer, passed across a heat pump, and reinjected back to the aquifer. In London, the Environment Agency (EA) typically requires open loop systems to be non-consumptive (i.e. all pumped groundwater to be reinjected back to the same aquifer). In London, open loop systems normally target the Chalk formation, within the Lower Aquifer. While the Chalk formation can be very productive, its productivity is also highly variable, leading to uncertainty in planning. Open loop systems are typically more cost effective than closed loop systems, using less boreholes, providing more efficient energy exchange, and allowing for greater thermal imbalance in energy delivery.
 - **Closed Loops systems:** Closed loops systems utilise a series of piping to be installed into the ground and then a geoexchange fluid (typically water which may have some antifreeze) is circulated through the geoexchange piping. Closed loop systems are less efficient than open loop systems, but are more predictable in performance; but typically require thermal balancing. Closed loop systems typically require greater capital expenditure than open loop systems. However, where structures piles can be fitted with geoexchange piping (energy piles), the capex can be greatly reduced.

Using the Open Loop Map

- Open loop systems are likely to be feasible across the Borough. The opportunity has been evaluated based on formation productivity (i.e. transmissivity / hydraulic conductivity), sufficient headroom to reinject groundwater, high-level assessment of drilling cost, and other factors.
- The ranking are defined based on potential productivity: high, medium, low, and very low (with estimated 'per well' outputs provided in the map).
- One zone has been identified where Chalk fm groundwater levels may be too shallow to allow sustainable reinjection, and should be assessed by an experienced professional (i.e. a hydrogeologist or open loop designer).

Using the Open Loop Map (Continued)

- EA source protection zones (SPZs) and Transport for London (TfL) safe guard zones are indicated. Where sites overly these area, the relevant agency will need to be consulted.
- The depth of the Chalk will influence the overall price of drilling. A separate map has been generated indicated depth to the top of the Chalk formation for reference.

Using the Closed Loop Maps

- Closed loop systems are also likely to be feasible across the Borough. Two maps have been provided to indicate output potential for shallow vertical systems (i.e. energy piles) and deeper systems (i.e. vertical boreholes). Horizontal 'slinky' systems have not been assessed.
- Closed loop system productivity has been evaluated based on weighted thermal conductivity values for the identified geological layers.
- The ranking are defined based on potential productivity: high, medium, low.
- Only TfL safe guard zones are indicated on these maps, as no groundwater pumping and reinjection is required. Where sites overly TfL areas, TfL will need to be consulted.

What next?

- Once a site has been reviewed in the context of these maps, a specialist GSHP designer should be consulted. The designer will provide guidance on how best to progress a GSHP system, including when to advance the collection of critical ground investigations.
- The ground investigation for an open loop system will include the installation of a Chalk production well and testing for pumping and reinjection rates. An application to the EA will be required to for consent for the pumping test.
- The ground investigation for a closed loop system will be a thermal response test (TRT).
- The UK's GSHP Association (GSHPA) provides a useful source of design firms and other information. www.gshp.org.uk

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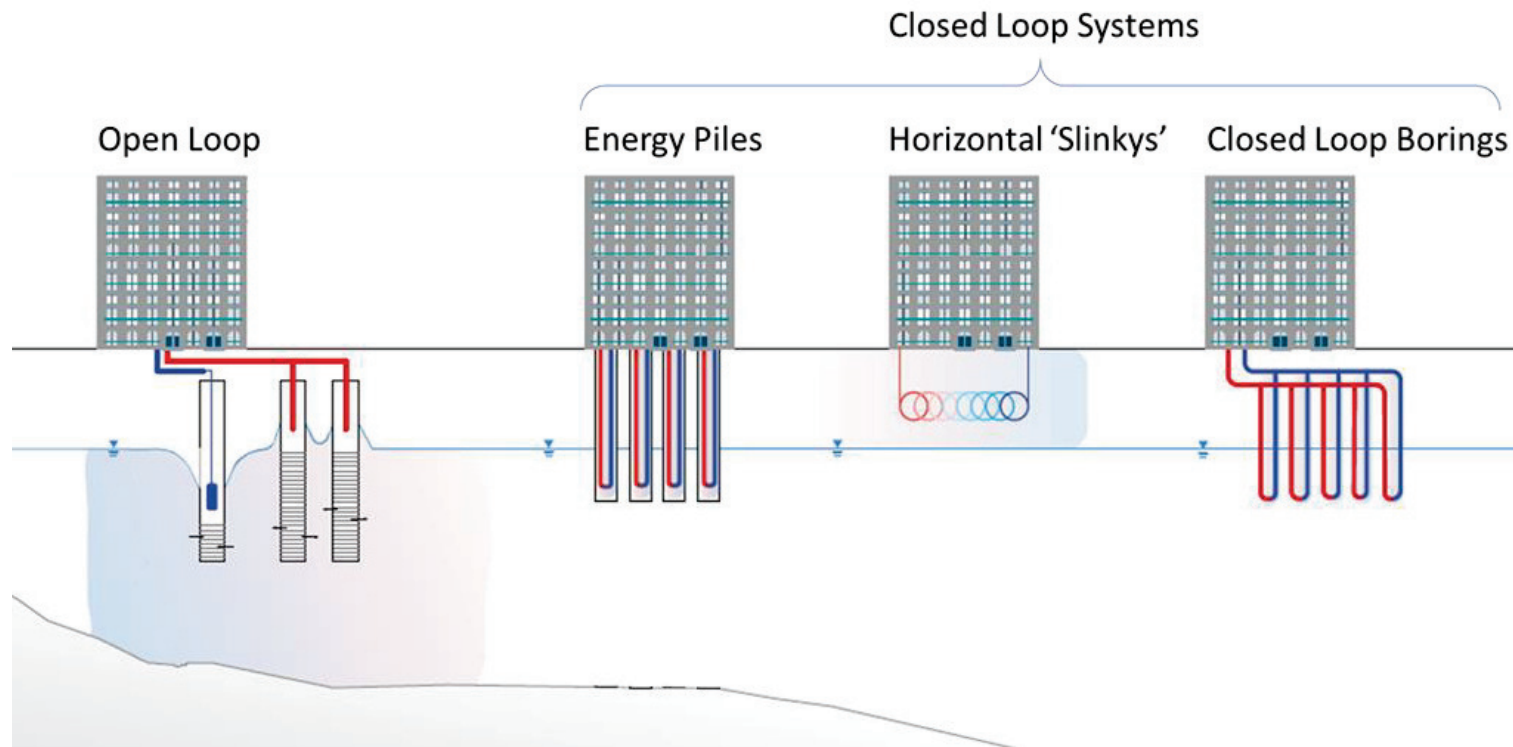


Figure 1: Types of GSHP Systems

Item No. 8.	Classification: Open	Date: 24 June 2020	Meeting Name: Housing Scrutiny Commission
Report title:		Housing Scrutiny Commission Work Programme 2020-21	
Ward(s) or groups affected:		N/a	
From:		Head of Overview and Scrutiny (Acting)	

RECOMMENDATIONS

1. That the housing scrutiny commission note the work programme as at 24 June 2020 attached as Appendix 1.
2. That the housing scrutiny commission consider the addition of new items or allocation of previously identified items to specific meeting dates of the committee.

BACKGROUND INFORMATION

3. Membership of the Housing Scrutiny Commission - Councillors Gavin Edwards, Chair, Hamish McCallum, Vice-Chair, Jack Buck, Dora Dixon-Fyle MBE, Jon Hartley, Nick Johns, Bill Williams, Cris Claridge (co-opted member), Ina Negoita (co-opted member)
4. The general terms of reference of the scrutiny commissions are set out in the council's constitution (overview and scrutiny procedure rules - paragraph 5). The constitution states that:

Within their terms of reference, all scrutiny committees/commissions will:

- a) review and scrutinise decisions made or actions taken in connection with the discharge of any of the council's functions
- b) review and scrutinise the decisions made by and performance of the cabinet and council officers both in relation to individual decisions and over time in areas covered by its terms of reference
- c) review and scrutinise the performance of the council in relation to its policy objectives, performance targets and/or particular service areas
- d) question members of the cabinet and officers about their decisions and performance, whether generally in comparison with service plans and targets over a period of time, or in relation to particular decisions, initiatives or projects and about their views on issues and proposals affecting the area
- e) assist council assembly and the cabinet in the development of its budget and policy framework by in-depth analysis of policy issues
- f) make reports and recommendations to the cabinet and or council assembly arising from the outcome of the scrutiny process

- g) consider any matter affecting the area or its inhabitants
 - h) liaise with other external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working
 - i) review and scrutinise the performance of other public bodies in the area and invite reports from them by requesting them to address the scrutiny committee and local people about their activities and performance
 - j) conduct research and consultation on the analysis of policy issues and possible options
 - k) question and gather evidence from any other person (with their consent)
 - l) consider and implement mechanisms to encourage and enhance community participation in the scrutiny process and in the development of policy options
 - m) conclude inquiries promptly and normally within six months
5. The work programme document lists those items which have been or are to be considered in line with the committee's terms of reference.

KEY ISSUES FOR CONSIDERATION

6. The Housing service areas that fall within the scope of the Housing Scrutiny Commission are:
- Resident Services (which includes area management, strategy and business support, strategic business and support housing services).
 - Customer Experience Division (which includes the Contact Centre; Customer Resolution and Specialist Services, My Southwark Home Owners and the Housing Solutions Services).
 - Asset Management Division (which includes New Homes; Investment, Repairs & Maintenance and Engineering).
7. The cabinet portfolios linked to the work of the commission are held by the cabinet member for housing management and modernisation (Councillor Kieron Williams) and cabinet member for social regeneration, great estates and new council homes (Councillor Leo Pollak). The portfolio elements relating to this commission are listed below:

Housing Management and Modernisation (Housing related portfolio areas)

- delivering the long-term housing stock strategy
- relationships with tenants and residents associations
- housing asset strategy including delivering a quality kitchen and bathroom for every council tenant
- meeting tenant and leaseholder expectations of major works contracts
- housing services
- housing allocations

- community housing including homelessness and sheltered housing
- housing repairs,
- engaging with council tenants and leaseholders
- My Southwark Homeowners Service
- rehousing arrangements as part of major regeneration projects
- quality of estate environment including repairs, cleaning and pest control
- lettings policy and policy on illegal subletting and estate security
- voids turnaround
- the Ledbury Estate

Social Regeneration, Great Estates and New Council Homes – Councillor Leo Pollak
(Housing related portfolio areas)

- the council's long term housing strategy,
 - reform of right to buy
 - building more homes of every kind including 11,000 new council homes
 - 1,000 more homes at London Living Rent
 - Supporting residents to improve their estates
8. Set out in Appendix 1 (Work Programme) are the issues the housing scrutiny commission is due to consider in 2020-21 some items of which have rolled over from the 2019-20 municipal year. Attached as Appendix 2 is the complete list of items considered during 2019-20 to inform discussion around potential items for 2020-21.
9. The work programme is a standing item on the housing scrutiny commission agenda and enables the commission to consider, monitor and plan issues for consideration at each meeting.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Housing Scrutiny Commission agenda and minutes	Southwark Council Website	Everton Roberts 020 7525 7221
Link: http://moderngov.southwark.gov.uk/ieListMeetings.aspx?Committeeld=520		

APPENDICES

No.	Title
Appendix 1	Work Programme 2020-21
Appendix 2	Items considered in 2019-20 municipal year

AUDIT TRAIL

Lead Officer	Doreen Forrester-Brown, Director of Law and Democracy		
Report Author	Everton Roberts, Head of Overview and Scrutiny (Acting)		
Version	Final		
Dated	17 June 2020		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title	Comments Sought	Comments Included	
Director of Law and Democracy	No	No	
Strategic Director of Finance and Governance	No	No	
Cabinet Member	No	No	
Date final report sent to Scrutiny Team		17 June 2020	

Work Programme 2020-21

Item	Meeting date							Commentary
	24 Jun 2020	July 2020 (Date tbc)	14 Oct 2020	19 Jan 2021	29 Mar 2021			
Items for future consideration – either allocated (✓) or to be allocated.								
Homelessness in Southwark during and Post Covid-19 Lockdown	✓	-	-	-	-	-	-	On agenda
District Heating Case Study – Brandon Estate	✓	-	-	-	-	-	-	On agenda Being considered as part of scrutiny review of district heating. Arose from discussion at Overview and Scrutiny Committee meeting of 2 June 2020.
Update on District Heating Strategy	✓	-	-	-	-	-	-	On agenda

Item	Meeting date							Commentary
	24 Jun 2020	July 2020 (Date tbc)	14 Oct 2020	19 Jan 2021	29 Mar 2021			
Council's response to district heating failures – Aylesbury Estate Case Study	-	✓						Considered at the March meeting as part of scrutiny review into district heating. The commission requested a report back on progress to the next meeting. This item is due to be considered at the July meeting of the Commission.
The Council's Relationship with Housing Associations in the Borough	-	✓						Wandle Housing to be invited to the next meeting to report back on progress on issues raised in relation to Clarson House. Wandle to be invited to the July meeting.
The Housing Repairs Service – Report from Housing Scrutiny Commission – Response of Cabinet	-	-	✓	-	-	-	-	Scrutiny review report noted by cabinet on 7 April 2020. Response to scrutiny review anticipated to be considered at 14 July Cabinet. Cabinet response to be submitted to next available scrutiny commission meeting for noting.
Temporary Accommodation and New Housing Allocations Scheme	-	-	-	-	-	-	-	Meeting date to be identified Identified at October meeting as a topic for further discussion.

Item	Meeting date							Commentary
	24 Jun 2020	July 2020 (Date tbc)	14 Oct 2020	19 Jan 2021	29 Mar 2021			
Voids / Empty Homes	-	-	-	-	-			Meeting date to be identified Agreed at October meeting that issue should come back for discussion.
Council Home Building Programme	-	-	-	-	-	-	-	Meeting date to be identified Identified as a potential scrutiny item in July 2019. Agreed at the time that the commission should check in on the delivery of new homes with a session in November 2019 and then decide on additional Scrutiny activity required at that point.
Cabinet member interview – Cabinet Member for Housing Management and Modernisation	-	-	-	-	-	-	-	Meeting date to be identified
Cabinet member interview – Cabinet Member for Social Regeneration, Great Estates and New Council Homes	-	-	--	-	-	-	-	Meeting date to be identified

Work Programme - Items considered in 2019-20

Item	Meeting date					Commentary
	8 July 2019	28 Oct 2019	15 Jan 2020	9 Mar 2020	21 Apr 2020 – Meeting postponed	
District Heating – Scrutiny Review	✓	✓	-	✓	-	
Housing Repairs – Scrutiny Review	✓	✓	✓	✓	-	Scrutiny review completed. Commission report noted at Cabinet meeting on 7 April 2020. Cabinet response awaited
Temporary Accommodation	-	✓	-	-	-	
Voids	-	✓	-	-	-	
Cabinet Member Interview - Cabinet Member for Social Regeneration, Great Estates and New Council Homes - Councillor Leo Pollak	-	-	✓	-	-	
The Council's Relationship with Housing Associations in the Borough	-	-	-	✓	-	

