



Bristol City Council Housing and Landlord Services

Water Safety and Legionella Management Policy

Version 2

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Date Approved: 8th April 2026

Date for Review: 8th April 2029

Service Area: Repairs and Maintenance

Classification: Compliance

History of most recent policy changes			
Date	Page	Change	Origin of change (e.g. legislation)
March 2026	Whole document		Cyclical Review

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Definitions

Term	Definition
Competent Person	A Competent Person is an operative who possesses the necessary skills, knowledge, experience, and other qualities to be able to properly identify hazards and implement appropriate control measures in their field of work.
Contractor	An external organisation or individual engaged to carry out work on behalf of the organisation, including maintenance, monitoring, testing, or remedial tasks on water systems.
Control Measures	Actions, processes, or equipment used to prevent or reduce the risk of Legionella and other waterborne hazards (e.g., temperature control, flushing, cleaning, and disinfection).
Duty Holder	The person or organisation with overall legal responsibility for managing health and safety risks arising from water systems, including compliance with relevant legislation and ensuring risks are properly controlled.
Legionella	A group of bacteria naturally present in water systems that can multiply under certain conditions and cause illness if inhaled in aerosol form.
Legionellosis	The collective term for illnesses caused by Legionella bacteria, including Legionnaires' disease, Pontiac fever, and Lochgoilhead fever.
Responsible Person	An individual appointed by the Duty Holder to manage and oversee the implementation of the Water Safety Policy and Scheme of Control, ensuring ongoing compliance and safe operation of water systems.
RIDDOR	The Reporting of Injuries, Diseases and Dangerous Occurrences Regulations - the UK legislation requiring certain workplace incidents, including confirmed cases of Legionnaires' disease, to be formally reported to the Health and Safety Executive (HSE).
Scheme of Control	The documented set of control measures, monitoring requirements, roles, and responsibilities implemented to manage the risks associated with Legionella in water systems.
Void Property	A home that is empty because the previous tenant has moved out, and it is being checked or repaired before it can be rented again.

Water Systems	All equipment, pipework, storage vessels, outlets, and associated components that store, distribute, or use water, including hot and cold-water systems, cooling towers, showers, tanks, and specialist installations.
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1. Purpose

The purpose of our Water Safety Policy is to set out how Bristol City Council (BCC) ensures that all hot and cold-water systems within our housing are safe, well-managed and fully compliant with all relevant laws and standards. This policy explains how we govern water safety, how responsibilities are organised, and how we ensure that water safety risks such as Legionella, scalding and contamination are effectively controlled.

This document sets out our high-level commitments and duties, while the detailed technical requirements are contained in our individual Schemes of Control and supporting procedures. These documents describe how we identify, monitor and manage water safety risks in practice.

Together, the policy and its supporting documents form our water-hygiene management framework, which includes:

- Water Safety and Legionella Management Policy
- A Scheme of Control for each building that requires one.
- A current risk assessment for each building that requires one.
- Operational procedures, inspection schedules and technical guidance.

2. Scope

This policy applies to all homes and residential buildings where we, as BCC, are responsible for managing, maintaining, or controlling the hot and cold-water systems. It covers all water systems within council homes, including:

- Communal hot and cold-water systems serving tenants, leaseholders, and shared owners.
- Water systems and storage within sheltered housing and other specialist accommodation.
- Any communal water systems in residential blocks where we have housing management or repair responsibilities, including those that also contain commercial units.
- Non-domestic areas within our housing stock where we retain maintenance responsibility (for example, plant rooms, offices within housing sites, and community spaces).

Where buildings are owned or managed by third parties such as private freeholders or managing agents our responsibility is limited to the areas and systems for which we hold repairing obligations.

Individual domestic dwellings with mains-fed combi boilers are considered low risk. These properties fall within this policy only where a water-safety check is required such as during void inspections or when a resident reports a water-related concern. In this context, “water systems” does not include internal domestic pipework or appliances, except where they must be examined as part of those specific checks.

This policy does not apply to properties leased from external providers where we have no maintenance responsibility for water systems.

3. Aims and Objectives

The Council will:

- Provide and maintain safe, clean water systems and storage across all relevant properties.
- Monitor, record, and control risks from Legionella and other waterborne hazards through effective testing and sampling regimes.
- Ensure systems, fixtures, and fittings meet approved standards, operate at correct parameters, and are serviced or replaced as required.
- Investigate and resolve identified risks promptly, with oversight of design, installation, and compliance supported by competent staff and contractors.

4. Roles and Responsibilities and Authority

For Bristol City Council Housing and Landlord Services, the Executive Director of Housing acts as the Principal Accountable Person (PAP) for of building safety across council-owned or managed homes that contain domestic-type water systems. This role provides strategic governance but does not replace or redefine the statutory duties for water safety, which are set out in health and safety legislation.

While operational tasks may be delegated to competent persons, the PAP retains overall organisational accountability for ensuring that appropriate governance arrangements are in place.

The Head of Capital Works and Specialist Projects, the Head of Building Safety and Compliance and the Head of Repairs and Maintenance act as Accountable Persons (APs) for this policy, providing senior oversight and ensuring that water safety activities are effectively managed within their service areas.

The M&E Compliance Lead is appointed as the Duty Holder under ACOP L8, with formal legal responsibility for ensuring that the Council's water-safety management arrangements are implemented, monitored, and maintained in line with statutory requirements.

Team Managers and, where appropriate, competent external contractors are appointed by the Duty Holder to act as Responsible Persons for the delivery of day-to-day water-safety tasks. They ensure that monitoring, inspection, flushing, testing, and other control measures are completed in accordance with the Council's procedures and the Written Scheme of Control.

Where contractors are engaged to deliver water-safety tasks, the Council retains full legal responsibility for compliance and cannot delegate statutory duties.

A detailed breakdown of all roles and responsibilities can be found in [Appendix A](#).

5. The Policy

5.1 Legal Context and Consumer Standards

Bristol City Council has statutory duties to ensure that the water systems in the homes and buildings it owns or manages are safe and do not present a risk of Legionella or other water-related hazards. In line with the Health and Safety Executive's Approved Code of

Practice and Guidance L8: The control of legionella bacteria in water systems. The Council must assess and manage the reasonably foreseeable risk of exposure to Legionella in all hot and cold-water systems. This includes carrying out suitable and sufficient risk assessments, implementing appropriate control measures, and ensuring that responsibilities for water safety remain with the Council even where maintenance or management functions are delivered by third-party organisations.

The Social Housing (Regulation) Act 2023 strengthens consumer regulation and increases landlords' accountability for tenant safety. It gives the Regulator of Social Housing enhanced powers and makes safety a core regulatory priority, requiring landlords to identify a designated health and safety lead. Following the Act, the Regulator's Safety and Quality Standard now requires landlords to take all reasonable steps to protect tenants from risks in their homes, with statutory compliance areas including water safety and Legionella control - subject to inspection.

This policy sets out how BCC meets these duties and aligns its water safety arrangements with relevant legislation, national guidance, British Standards and internal corporate policies. A full list of associated legislation can be found in [Appendix B](#).

5.2 Tenants Rights

Tenants have a legal right to live in a home that is safe, healthy and free from hazards, including risks arising from hot and cold-water systems. Under the Landlord and Tenant Act 1985 (section 11), tenants are entitled to expect that the landlord will keep installations for the supply of water, heating and sanitation in good repair. The Housing Act 2004, through the Housing Health and Safety Rating System (HHSRS), gives tenants the right to protection from hazards such as Legionella, scalding, and contaminated water. Tenants also have a right, under general health and safety law, to clear information about any water safety issues that could affect their home and to reasonable notice before the Council enters their property to carry out inspections, servicing or remedial work.

5.3 Water Hygiene and Safety Management

5.3.1 What are the Risks?

Legionella bacteria are naturally found in rivers and ponds but can also grow in man-made water systems such as hot and cold-water services, storage tanks, and cooling towers. They thrive in water temperatures between 20°C and 45°C, especially where contaminants like rust, sludge, scale, and other organic matter are present. The bacteria survive at low temperatures and are killed at high temperatures, making poorly maintained systems with stagnant water ideal for growth. Infection occurs when tiny droplets of contaminated water are inhaled, often from showers, taps, or other aerosol-generating sources.

Anyone can contract Legionnaires' disease, but certain groups are more vulnerable, including people over 45 years old, smokers, heavy drinkers, and those with chronic respiratory or kidney conditions or weakened immune systems. While the disease cannot be spread from person to person, it can cause severe pneumonia and, in some cases, be fatal, making effective control and monitoring of water systems essential.

Controlling Legionella often requires maintaining hot water at elevated temperatures, which can increase the potential for scalding. The risk of scalding depends on water temperature, duration of contact, delivery method, and the vulnerability of the individual. Appropriate safeguards must therefore be applied to balance Legionella control with the prevention of burns. Where risk assessments indicate that residents may be vulnerable to scalding, thermostatic mixing valves may be required to ensure safe outlet temperatures while still allowing the system to operate at Legionella-control temperatures. These valves must be installed and maintained in line with recognised regulatory requirements to ensure they function effectively as part of our wider water-safety controls.

Stagnation presents an additional risk, as standing water can encourage microbial growth. This is more likely in areas of low water use or where properties remain vacant for short periods, such as voids. Regular flushing and monitoring are required to mitigate this risk.

5.3.2 Risk Management

We take a risk-based approach to managing all water systems for which we are responsible. Our aim is to identify, assess, control, and regularly review any risks arising from Legionella or other water-related hazards, in line with the Health and Safety at Work Act 1974, the Control of Substances Hazardous to Health (COSHH) Regulations, and the HSE's Approved Code of Practice (ACOP L8) and associated guidance.

We will ensure that a suitable and sufficient water-related risk assessment is completed for each relevant property or system at least every two years. These assessments will be carried out by competent persons and reviewed sooner where required, including following any significant change to the building, water system, use or occupancy, or where there is a suspected case of Legionellosis.

The findings of each assessment will inform the control measures set out in the Scheme of Control. This document explains how risks will be managed in practice, including the monitoring, inspection, and maintenance activities required to keep water systems safe.

Competent staff and contractors will implement and oversee the control measures, ensuring routine monitoring and any required remedial actions are carried out. Where risks cannot be eliminated, proportionate measures will be taken to ensure they are effectively controlled.

We maintain clear governance and assurance arrangements to monitor compliance, escalate concerns, and respond promptly to any adverse findings, unusual monitoring results, or suspected cases of Legionella. All such matters are managed in line with the procedures set out in the individual Scheme of Control for each property.

5.3.3 Control Measures

We will implement proportionate and effective control measures to manage the risks associated with Legionella and other water-related hazards. These control measures will be defined within each property's Scheme of Control, otherwise known as a risk management scheme for each individual property.

The Scheme of Control sets out the following:

- Legionella risk assessment
- Schematics and system drawings
- Contractor contact details
- Roles, responsibilities and lines of communication
- Written scheme (tests, checks, monitoring requirements)
- Actions required for positive Legionella results
- Actions required for non-conformities
- Site training records
- Reviews, corrective actions and amendments
- Weekly check sheets (e.g., flushing records)
- Bacterial and laboratory test results
- Cleaning and disinfection certificates
- Engineering visit reports

We will also maintain clear governance and assurance arrangements to verify that all control measures are being carried out consistently and effectively across our properties.

5.3.4 Monitoring, Inspection and Maintenance

We will ensure that all communal water systems are subject to routine monitoring, inspection and maintenance to verify that control measures remain effective. These activities will be delivered in accordance with ACOP L8, HSG274 guidance, relevant British Standards, and manufacturer recommendations.

We will ensure that:

- Temperature monitoring is carried out at sentinel outlets, stored water systems and other identified points to confirm compliance with required parameters.
- Routine inspections of assets such as cold-water storage tanks, calorifiers, thermostatic mixing valves (TMVs), and associated plant are undertaken at the required frequencies.
- Risks associated with contraventions of the Water Fittings Regulations, including risks of backflow or contamination, are identified and addressed through appropriate monitoring and maintenance activities.
- Flushing of low-use outlets is completed to reduce stagnation risk and maintain system turnover.
- Cleaning, disinfection and descaling of relevant components are carried out where needed to minimise bacterial growth.
- Microbiological sampling is undertaken where indicated by the risk assessment, following abnormal results, or in accordance with site-specific requirements.
- Drinking-water outlets in communal or managed areas remain safe and wholesome, with any required checks undertaken where indicated by risk assessment or specific site conditions.
- Servicing and maintenance of plant, equipment and backflow prevention devices is completed by competent persons in line with legal and technical standards.

Routine monitoring requirements set out in this section apply only to communal or managed water systems. They do not apply to individual domestic dwellings with mains-fed combi boilers, other than as part of void inspections.

We will maintain accurate, auditable records of all monitoring, inspections, maintenance tasks and remedial actions. These records will be reviewed routinely by responsible officers to ensure compliance and to identify any trends or issues requiring escalation.

5.3.5 Water Safety in Empty Properties

When a property becomes empty, Bristol City Council will ensure the water system is safe before re-let. The following tasks will be completed:

- Flush all hot and cold-water outlets to ensure full system turnover.
- Bring stored hot water up to the required temperature and flush through.
- Remove any dead legs or redundant pipework identified during void works.
- Drain down systems where appropriate for longer-term voids.
- Provide incoming tenants with advice on flushing outlets on first occupation.

Safety information for residents is available on the Bristol City Council website and in the Tenant Handbook.

5.3.6 Competence and Training

For the purposes of this policy, “competence” means that individuals have the appropriate level of knowledge, skills, training, and experience to carry out their water-safety duties safely and effectively in line with ACOP L8 and HSG274.

The Council will ensure that all employees and contractors involved in the management, inspection, monitoring or maintenance of water systems are competent and appropriately trained. Staff with specific responsibilities for water safety, including the Duty Holder, and Responsible Person, will receive training that meets the requirements of ACOP L8 and HSG274, with refresher training provided at appropriate intervals to maintain competency. The Council will only appoint contractors and consultants who can evidence their technical competence such as accreditation with recognised bodies (e.g., the Legionella Control Association) and will maintain clear records of training, qualifications and competency assessments. Training needs will be regularly reviewed to ensure all personnel have the necessary knowledge and skills to discharge their duties safely and effectively.

5.3.7 Incident Response and Emergency Procedures

We will respond promptly and effectively to any incident, suspected incident, or monitoring result that indicates a potential risk from Legionella or other water-related hazards. Any abnormal findings such as out-of-range temperatures, failed control measures, positive Legionella samples, or reports of illness consistent with Legionellosis will be escalated immediately in line with our water safety emergency procedures.

The Council will take appropriate corrective actions, including isolating affected systems, carrying out urgent remedial works, commissioning specialist support, and communicating clearly with residents and relevant stakeholders. Where required, incidents will be reported to the Health and Safety Executive (HSE) under statutory requirements, including RIDDOR for confirmed cases of Legionellosis. All incidents will be logged, investigated, and reviewed to identify root causes, ensure lessons are learned, and prevent recurrence.

Each property’s Scheme of Control includes a dedicated section on Emergency Procedures. This section sets out the actions required under the Control of Legionella and Water Testing Policy in the event of a suspected or confirmed outbreak of Legionnaires’ disease, including the requirement to make and retain a written record of all actions taken.

5.3.8 Installations

Bristol City Council will ensure that any new, refurbished, or modified water systems are installed and brought into service in a way that supports safe operation and maintains compliance with our water-safety responsibilities.

We will ensure that:

- All new installations are commissioned appropriately, confirming that systems function safely and that required control measures can be implemented and monitored.
- Full installation documentation is provided, including as-built drawings, commissioning records, and certification, to support accurate record-keeping and ongoing compliance.
- New or modified water installations will only be accepted into service once they have been designed, installed and commissioned by competent persons, with documentation retained to demonstrate compliance with our water-safety management arrangements.

These installation arrangements reflect the Council’s duty to ensure water systems are designed, delivered and documented in line with recognised compliance standards for managing building-related health and safety risks.

5.4 Equality and Diversity

This policy is supported by an Equality Impact Assessment that has been reviewed and agreed by Bristol City Council's Equalities Team.

BCC recognises that water safety activities may affect residents differently, including those with protected characteristics. In line with the Public Sector Equality Duty, we will consider any potential equality impacts when making decisions about how water safety measures are planned and delivered, taking a proportionate approach based on the circumstances. Where relevant concerns are identified, we will take reasonable steps to mitigate any disadvantage.

5.5 Complaints

If residents are unhappy with the services provided by BCC or how their concerns have been handled, they're encouraged to use the Council's complaints procedure: [Complaints and feedback](#).

6. Quality Assurance

6.1 Publishing

This policy will be published on the BCC Website and communicated to relevant operational teams via policy briefings and other appropriate communications.

6.2 Review

This policy and any associated process documents will be reviewed in 3 years or sooner if there is a change to legal or regulatory requirements, in accordance with our procedures.

6.3 Monitoring and Reporting Requirements

Service delivery and performance is measured against the Housing and Landlord Services Performance Framework. BCC uses performance management to enhance service standards and to improve tenant experience.

BCC will monitor and report on Tenant Satisfaction Measures, publishing the full set of results each year in accordance with regulatory requirements and ensuring tenants can easily access and scrutinise our performance.

Services need to meet the Key Performance Indicators set and other reporting responsibilities to the regulator as required.

7. Appendices

Appendix A – Roles and Responsibilities

Job Role	Responsibilities
Executive Director (Homes and Landlord Services)	<ul style="list-style-type: none">• Is the Principal Accountable Person (PAP) and holds ultimate, council-wide responsibility for all domestic properties - including in relation to water safety (even though water safety legally sits under HSWA/COSHH/ACOP L8, not the Building Safety Act).• Delegates operational delivery responsibilities to the Director for Housing Property while retaining overall legal accountability.• Ensures adequate resources are available to meet all statutory and internal policy requirements for building safety.

	<ul style="list-style-type: none"> • Oversees governance arrangements, ensuring that the AP and relevant senior officers are managing compliance effectively and that risks are escalated appropriately. • Commissions independent audits or reviews where necessary to ensure assurance over building safety performance. • Holds overall responsibility for the implementation of this policy, recognising that water-safety duties fall under HSWA/COSHH/ACOP L8 but sit within the wider building-safety governance framework. • Holds overall responsibility for the implementation of this policy.
Head of Capital Works and Specialist Projects/Head of Building Safety and Compliance	<ul style="list-style-type: none"> • Provide strategic oversight to ensure water-safety compliance is effectively managed within their service area. • Ensure appropriate resources, staffing, and competence are in place to deliver required water-safety tasks. • Ensure water-risk assessments, monitoring programmes, and remedial actions are commissioned, completed, and acted upon. • Maintain visibility of key risks and performance, escalating significant issues through agreed governance routes. • Ensure compliance systems operate effectively in practice, including ownership of relevant compliance risk registers, programmes, and reporting arrangements, and ensuring statutory inspections, testing, and certification are maintained.
M+E Compliance Manager	<ul style="list-style-type: none"> • Holds ultimate legal accountability for water-safety compliance under the Health and Safety at Work etc. Act 1974, ACOP L8 and HSG274. • Ensures the Water Safety Policy and Written Scheme of Control are implemented, monitored, and kept up to date. • Oversees completion of risk assessments, monitoring tasks, temperature checks, sampling, inspections, and remedial actions. • Ensures non-compliance, asset failures or high-risk findings are escalated promptly through agreed governance routes. • Ensures accurate record-keeping in line with ACOP L8 and BCC requirements. • Responsible for ensuring that all staff and contractors involved in water-safety activities are competent and appropriately trained. • Coordinates responses to incidents, suspected Legionella cases, or serious failures, including arranging specialist support where required.
Team Managers	<ul style="list-style-type: none"> • Acts as the formally appointed Responsible Person, with delegated authority from the Duty Holder to manage Legionella and water-safety risks.

	<ul style="list-style-type: none"> • Plans and prioritises programmes of work relating to water safety, including remedial actions from risk assessments. • Ensures staff receive appropriate training and refresher training where required. • Ensures complaints, disrepairs, and reported water-safety issues are handled in line with BCC policies and escalated where appropriate. • Manages performance of surveyors, internal trade teams, and external contractors to ensure compliance with the Water Safety Policy and Scheme of Control. • Provides operational assurance to the Duty Holder on service performance, risks, and monitoring outcomes. • Oversees day-to-day operational delivery of maintenance, and water-safety tasks.
Project/Programme Engineers	<ul style="list-style-type: none"> • Oversee delivery of water-safety monitoring, testing and inspection programmes. • Review contractor reports, monitoring results and risk assessments to ensure quality and compliance. • Prioritise and authorise remedial actions, ensuring urgent issues are addressed quickly. • Maintain and update building-specific water-safety control documentation. • Provide technical guidance to internal teams and contractors to support safe, consistent delivery. • Escalate non-compliance or unresolved risks and support incident response and follow-up.
Operatives (including contractors)	<ul style="list-style-type: none"> • Support delivery of water-safety controls. • Carry out water-safety risk assessments, routine monitoring (temperatures, flushing, sampling), and inspections. • Maintain, update, and audit water-safety records, ensuring data is complete, accurate, and stored in line with legal guidance. • Identify non-compliance, asset defects or emerging risks and escalate promptly to the RP or Service Manager.
Caretakers	<ul style="list-style-type: none"> • Carry out routine flushing of low-use water outlets in line with the agreed schedule. • Record completed tasks in the site logbook or digital system. • Report any issues such as leaks, damage, or outlets that cannot be flushed to the M&E Team or Repairs Surveyors. • Keep taps and external outlets clean, secure, and in good working order. • Provide access and basic support to contractors or M&E staff during inspections and maintenance visits. • Pass on any resident-reported concerns about water supply or safety (e.g., unusual smells, discolouration). • Follow the training and guidance provided on safe working practices.

Void Teams	<ul style="list-style-type: none"> • Carry out required water-safety checks in empty properties, including flushing, temperature monitoring, and ensuring systems remain clean and operational. • Report any defects, risks, or non-compliance in water systems promptly through agreed escalation routes. • Ensure all void-related water-safety tasks are completed, recorded, and handed over accurately before the property is re-let.
Housing Officers, Repairs Surveyors and Repairs and Maintenance Operatives, Lettings Officers	<ul style="list-style-type: none"> • Report any faults, defects, or issues that may affect water safety during visits to homes or communal areas. • Support access arrangements for risk assessments, monitoring, and remedial works by internal teams or contractors. • Highlight concerns raised by tenants relating to water quality, temperature, disrepair or stagnation risks. • Carry out basic visual checks while on site (e.g., visible leaks, unused outlets, missing insulation) and escalate appropriately. • Advise incoming tenants of long-vacant properties to run taps, showers and other outlets to ensure the water system is fully flushed.

Appendix B – Legal and Policy Context

Legislation

- Building Safety Act 2022
- Health and Safety at Work etc. Act 1974
- Management of Health and Safety at Work Regulations 1999
- Control of Substances Hazardous to Health (COSHH) Regulations 2002
- Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR)
- Housing Act 2004 – Housing Health and Safety Rating System (HHSRS)
- Public Health (Control of Disease) Act 1984
- Workplace (Health, Safety and Welfare) Regulations 1992
- Water Supply (Water Fittings) Regulations 1999
- Building Regulations (Part G – Sanitation, hot water safety and water efficiency)

Approved Codes of Practice/Standards

- HSE Approved Code of Practice (ACOP) L8 – Legionnaires’ disease: The control of Legionella bacteria in water systems
- HSG274 Part 1 – Evaporative Cooling Systems
- HSG274 Part 2 – Hot and Cold-Water Systems
- HSG274 Part 3 – Other Risk Systems
- British Standard BS 8580-1 – Risk assessments for Legionella control
- British Standard BS EN 806 – Specifications for water systems
- British Standard BS 8558 – Guide to the design, installation, testing and maintenance of domestic water systems

Appendix C – Associated Documents

Internal Policy

- Repairs and Maintenance Policy
- Voids and Relets Policy
- Customer Complaints Policy
- Health and Safety Policy
- Building Safety Policy
- Water Hygiene Scheme of Control
- Tenant and leaseholder handbooks