

Homes and Neighbourhoods
Housing Property Services
Islington Town Hall
N1 2UD

Report of: Corporate Director of Homes and Neighbourhoods

Date: 5th June 2023

Ward: Clerkenwell

Subject: Procurement strategy for the renewal of heating and hot water source system at Bevin Court & Holford House

1. Synopsis

- 1.1. This report seeks pre-tender approval for the proposed procurement strategy in respect of heating and hot water system renewal at Bevin Court and Holford House.
- 1.2. The council seeks to procure a suitably qualified contractor to replace the existing gas boilers with a cascade heat pump system. This will include the combining of two heat pump technologies, air and water source. The project will also include the installation of new heat interface units, heat metering and new system controls within the dwellings. A new electrical sub-station will also be required to provide power to the new plant and the associated electrical equipment. The works will also include electrical rewiring of all new plant and equipment and replacement of the existing distribution pumps with new inverter driven pumps.

2. Recommendations

- 2.1. To approve this Procurement Strategy for the renewal of the existing heating system at Bevin Court and Holford House.

3. Date the decision is to be taken

3.1. 5 June 2023

4. Background

4.1. Bevin Court and Holford House heating system was installed circa 1979 and is approximately 43 years old. The gas boilers were replaced in 2008. The boilers cannot be maintained because spare for this specific type of boiler are no longer manufactured. The boilers will reach the end of their lifespan by 2025. Over the past two years there has been 243 breakdowns with an estimated value of £61,534. The distribution pumps are the original installed belt driven single speed pumps which would not be considered energy efficient by current standards. These pumps along with the communal gas boilers are inefficient and would benefit from an upgrade to ensure continuity of service to residents.

4.2. The proposed replacement system is a low carbon emission technology that can be used to replace the existing equipment. The proposed approach will permit reused of the existing heating distribution network saving considerable cost. Although the distribution pipework was installed 43 years ago a recent Non-Destructive Testing (NDT) investigation confirmed that the pipework is in an acceptable condition and has an estimated lifecycle of a further 15 years. Some components such as valves and other associated equipment will require replacement and will be carried out during the proposed renewal works.

A technical feasibility report was undertaken by the in-house Mechanical Team. A peer review of this was carried out by an external consultant in August 2022.

4.3. Criteria used in the feasibility report to identify the proposed solution included:

- The age of the system
- Extent of breakdowns and repairs over the past 5 years
- A Non-Destructive Testing investigation by an external organisation
- Availability of spare parts to repair the current gas boilers and burners
- CIBSE Guide 'M' (Expected plant life cycle)
- Energy consumption and running costs
- Islington Net Zero Carbon Emission policy

4.4. The completed Feasibility Report sets out why the works are needed and details the proposed works along with the historical data to support the recommendation to replace the heating and hot water system. The report has identified that many of the existing components are now obsolete and are operating inefficiently. The current system efficiency is estimated to be circa 70%. The annual recorded consumption in 2021 was circa 2.9GWh with an estimated heating requirement of 2.1GWh based on the Standard Assessment Procedure (SAP) report

commissioned in 2020. The proposed system should operate at no less than 90% efficiency.

- 4.5. It is anticipated that the works will be disruptive for residents living on the estate and careful consideration to resident communication will be required. The chosen contractor will be expected to minimise disruption and the contract documents will require no loud or noisy works between the hours of 10am and 4pm Monday to Friday. Should further noise restrictions be applied these could result in increased cost and a longer programme of work. Monthly meetings with a resident steering group to review work in progress will also be required. The work will involve the lifting of heavy plant up on to the roof of the building. During this process safe access and egress arrangements for residents and visitors to the building will be maintained. The contractor will also be required to maintain the heating and hot water service during the plant room changeover works. An acceptable location for the temporary boiler plant will need to be agreed prior to the commencement of the works.

The housing capital delivery Mechanical & Electrical team will oversee the management of the project taking into consideration:

- Project delivery timelines agreed with BEIS for the provision of the grant funding
- Regular communication updates to residents affected by the work to ensure they are aware of the ongoing progress or delays which may arise
- Detailed and robust risk assessment method statements (RAMS)
- Regular progress meetings with the contractor appointed
- Close adherence to the program of work and agreed milestones
- Managing resources against contractors' programme of works

4.6. **Estimated Value**

- 4.7. The estimated capital cost for the installation of the proposed new system is £1,775,000. Funds for the delivery of the project have been set aside in the Housing Revenue Account (HRA) capital budget.

- 4.8. The proposed new system has currently awarded by the Business, Economy, and Industrial Strategy department (BEIS) a grant funding from the Green Heat Network Fund. The successful bid, will subsidise up to 40% (£797,000) of the capital and commercialisation costs for the project. A decision from BEIS on the funding bid was issued on the 24 of November 2022.

4.9. **Timetable**

- 4.10. The council proposes to procure these works using the Fusion 21 Lot 4 Commercial Installations of the Heating and Renewables framework agreement. A

further competition will be used to call off from the framework agreement the contract for the delivery of these works at Bevin Court and Holford House.

- 4.11. Leaseholders will be consulted in line with council's current procedures and in accordance with the requirements of Section 20 of the Landlord and Tenant Act 1985.
- 4.12. For preparation of this Procurement Strategy input was sought from strategic procurement, environment and energy services, health, and safety. The iWork service team has also provided guidance and advice on the requirement for additional social value within the contract. The planning department are aware of the proposed project and an initial application for the proposed works has been submitted. Residents on the estate have been consulted on progress to date and further consultation meetings are planned for 2022.
- 4.13. A summary of the anticipated timetable for the procurement is:
- Approval to commence the procurement February 2023
 - The contract will be awarded date summer of 2023
 - Mobilisation period autumn of 2023
 - Contract works to begin end of 2023
 - Bevin Court project is estimated to take 16 months to complete. This will be followed by a 12-month Defects Liability Period (DLP)

Further dialogue with the repairs and maintenance department will be required to ensure there is an appropriate maintenance regime in place to take over full maintenance responsibility on completion of the defects liability period.

4.14. **Options Appraisal**

Four options have been considered:

1. To deliver the works in-house
2. To procure a standalone Islington Council contract as a two-stage advertised tender
3. To call-off from an existing Islington Council framework agreement
4. To procure via a mini competition from an existing third-party framework agreement

4.15. The benefits and drawbacks of each of these options are:

Options For Appraisal	Benefits	Drawbacks
In-House	By having an in-house team, the council would be in control of the employment terms and conditions, management, staff development and work continuity.	The council does not have the required specialist skills in house to be able to undertake these renewal works. The council doesn't currently employ suitably qualified site-based engineers who could be sufficiently resourced to carry out the works, and it would not be possible to recruit and resource all the equipment needed to complete the works in the same timeframe.
Standalone Tender Process	Using this procurement route the council has a higher degree of flexibility and control over the procurement process particularly at the selection stage. This option enables an open market procurement.	The full tender process takes longer to complete and evaluate. This option risks the council missing the deadline set by BEIS for the Green Heat Network Fund requirement for the project to commence by November 2023.
Call-off from an existing Islington Council framework agreement	All the framework documents are already established and in use	The framework does not have contractors with expertise in this area of work. The framework is linked with the maintenance contract so the schedule of rates would be different and the agreement with the contractors and the terms and conditions would need amending. That may not be favourable, or feasible in regard to the advertised scope of the framework in existence.

Options For Appraisal	Benefits	Drawbacks
Mini competition via an external framework agreement	<p>Using a suitable framework agreement will allow the works to be tendered with contractors who are familiar with work of this nature.</p> <p>Using an existing framework speeds up the procurement process enabling works to start on site sooner.</p> <p>The use of further mini tender competition will offer the possibility of achieving better value for money.</p>	Using a framework does mean the suppliers that are considered for the project are limited to those on the framework.

4.16. Two framework agreements were considered as part of the options appraisal. Running a further competition amongst the suppliers on Lot 4 of the Fusion 21 Heating and Renewable framework is the recommended procurement route as it has 19 specialist contractors which can compete for the contract helping the council achieve the best value for money and quality selection.

4.17. **Key Considerations**

4.18. Delivering social value to Islington residents will be a contractual obligation for the successful contractor. Due to the nature of the proposed low carbon technology and materials due to be installed significant added value can be achieved by highlighting this work to the next generation of construction professionals who will be needed to deliver future work. A permanent educational exhibition will be required which would help highlight this to early construction career operatives, and the next generation of workers in local schools and colleges.

4.19. This can be linked to the Science Technology Engineering and Mathematics (STEM) curriculum to further inspire educational ambition and direction. The exhibition would be hosted by the successful contractor and would involve weekly or bi-monthly classes including a demonstration of a 3D model imaging of the project and a visit to the plant room itself to see it in operation. These could potentially be held at nearby Weston Rise Community Centre as Bevin Court is a very restricted site. A permanent exhibition could also be on display at the community centre.

- 4.20. A clear set of rigorous social value measures and targets will be included in the procurement documents and social value will form an essential element of the quality evaluation. The bidders will be asked to explain in the mini competition their approach towards social value measures such as educational events for the local community, school talks and open days, apprenticeships (where applicable), work experience placements and job shadowing in an office environment. Health and safety aspects of the works must be taken into account. Performance in relation to social value will be monitored at regular contract meetings.
- 4.21. The project is likely to have a positive impact on all residents on the estate. The new heating system proposal is a low carbon emission system which can be installed in accordance with the council's net zero carbon strategy. The reduction in CO2 emissions delivered by this project will have a long-term environmental benefit. The impact is estimated to be 1,981,778kWh in energy and reduction of CO2 – 364.4 tonnes annually.
- 4.22. Other environmental benefits that reduce CO2 emissions and air pollution within the borough that can be achieved during the delivery of the project will also be considered. This includes the use of energy saving parts (where applicable), as well as the use of environmentally friendly vehicles and optimising journey routes and times to reduce the number of journeys.
- 4.23. Estimated energy consumption of the proposed new systems in comparison to the existing per flat:

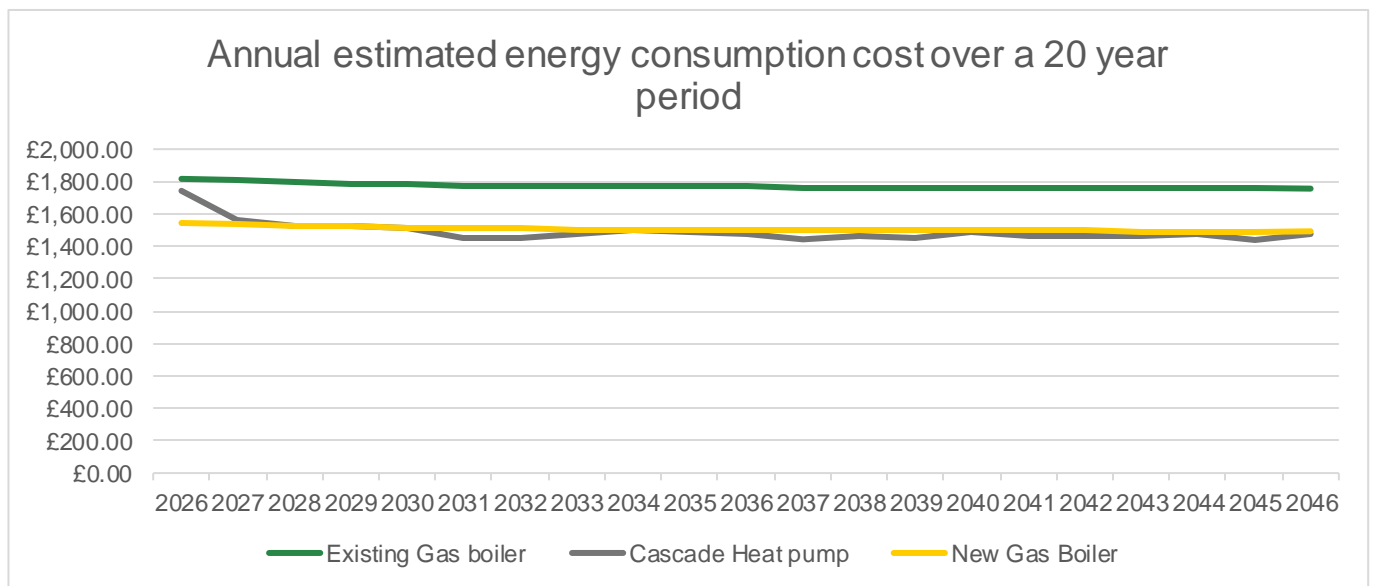
	Current System	Cascade Heat Pump System	New Gas Boiler
Capital Cost	£0*	£8,269.23	£ 9,174.75 *
Average Annual cost to resident	£1,772.37	£1,492.17	£1,506.52
20 year cost to resident*	£37,219.79	£31,335.51	£31,636.82
Annual kWh energy used	22,173.7	4,850.5	18,847.68

Annual carbon emissions (Kg CO2)	2,075	979**	1804.4
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*According to the net zero carbon policy for 2030 the system should become low carbon requiring extra investment assumed heat pump technology will be required

**The carbon emissions can be reduced further if the utility company can supply electricity from renewables

The energy costs for gas and electricity are according to data green book forecasts (<https://www.gov.uk/government/publications/valuation-of-energy-use-and-greenhouse-gas-emissions-for-appraisal>) Data tables 4-8 from 2026-2046 taking worse case scenarios for both electricity and gas. Gas prices scenario D for domestic and Electricity High for domestic.



- 4.24. There will be a contractual requirement for redundant copper pipe work, cables, and other metal parts such as the domestic hot water cylinders to be recycled.
- 4.25. The project will also benefit the local economy as operatives will be utilising local businesses for hospitality while on site.
- 4.26. While there is not a dedicated mechanical and electrical supplier in Islington there is potential for the chosen contractor to use local supply chains in the borough for basic materials.

4.27. A requirement for payment of the London Living Wage will be included as a condition of this contract. The current market pays above London Living Wage for Mechanical and Electrical engineers.

4.28. TUPE will not apply for this contract.

4.29. **Evaluation**

4.30. This contract will be competitively tendered via a mini competition exercise. The council will submit a specification, method statement questions, and pricing document specific for the works to be procured.

4.31. The council will evaluate submissions using the following award criteria:

40% Cost
60% Quality

Quality sub-criteria:

Proposed approach to Social Value (20%).

Proposed approach to resourcing, mobilisation, and delivery of the contract (20%).

Proposed approach to risk management (5%).

Proposed approach to quality management (5%).

Proposed approach to health and safety (10%).

4.32. **Business Risks**

4.33. The main risks linked to the procurement are:

Risk	Likelihood	Impact	Priority	Mitigation
The Green Heat Network Fund does not approve the funding application or only agrees a partial amount of the request.	Medium	High	High	Loss of grant funding will increase the proportion of the construction costs to be provided by the council. If there is no grant funding made available further consultation with residents will be required to agree way forward to deliver the project.
The Green Heat Network Fund has specific delivery deadlines after it has been awarded. The project is	Medium	High	High	A project plan with a detailed cashflow has been submitted to GHNF. To mitigate the risk of failing to

<p>scheduled to commence in November 2023 and to complete by March 2025. Failure to deliver the project milestones agreed with GHNF on time and according to the programme specifics may result in a loss of grant funding.</p>				<p>deliver on time we have presented the works in 2 main phases. Plant room works and dwelling works. If needed the 2 phases can be constructed simultaneously.</p>
<p>Insufficient interest from suitably experienced and qualified contractors that are on the chosen Fusion 21 framework</p>	Low	Medium	Medium	<p>Interim emergency measures will be sought and plans to re-procure put in place</p>
<p>Green Heat Network Fund project programme and cashflow timeline requirement</p>	High	High	High	<p>A project plan is in place and the Project Team will ensure the project commencement dates will be met if grant funding is provided.</p>
<p>Increased Tender values resulting from market fluctuations</p>	High	High	High	<p>An additional 15% uplift on the capital costs is added due to current high inflation rates</p>
<p>Manufacturer's supply chain delays due to market demand and other external factors</p>	High	High	High	<p>Consideration to procure key pieces of equipment such as the heat pumps once the contractor's construction design is issued.</p>
<p>Contract management</p>	Medium	Medium	Medium	<p>Monthly meetings will occur for project updates. If necessary and when contractor faces challenges and delays meetings will occur every month or more if required.</p>

Breakdown in relationship with residents as result of the disruption caused by the delivery of the contract	Medium	High	High	The contractor will be required to provide a dedicated Resident Liaison Officer on site to communicate with the residents and support their day-to-day needs. Further support will be offered by the council Project Liaison Officer and the council officer in charge of the project engaging with stakeholders and residents to ensure timely and appropriate communication will be in place throughout the project duration.
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4.34. The Employment Relations Act 1999 (Blacklist) Regulations 2010 explicitly prohibit the compilation, use, sale or supply of blacklists containing details of trade union members and their activities. Following a motion to full Council on 26 March 2013, all tenderers will be required to complete an anti-blacklisting declaration. Where an organisation is unable to declare that they have never blacklisted, they will be required to evidence that they have 'self-cleansed'. The Council will not award a contract to organisations found guilty of blacklisting unless they have demonstrated 'self-cleansing' and taken adequate measures to remedy past actions and prevent re-occurrences.

4.35. The Following relevant information is required to be specifically approved in accordance with the rule 2.8 of the Procurement Rules:

Relevant Information	Information Selection in Report
1. Nature of Service	To modernise the heating system at Bevin Court and Holford House estates and meet our Net Zero Carbon emission policy by 2030 See paragraph 4.1
2. Estimated value	The estimated value for the construction project is circa £1,775,000 See paragraph 4.6

Relevant Information	Information Selection in Report
3. Timetable	As outlined in the report See paragraph 4.9
4. Options appraisal for tender procedure including consideration of collaboration opportunities	The contract will be competitively tendered by using Fusion 21 Framework agreement See paragraph 4.14
5. Consideration of: <ul style="list-style-type: none"> • Social benefits clauses; • London Living Wage; • TUPE, pension and other staffing implications 	Social value benefits sought London Living Wage will apply TUPE will not apply this contract See paragraph 4.18
6. Award criteria	40% Cost 40%% Quality 20% Social Value See paragraph 4.28
7. Any business risks associated with entering the contract	Business risks and mitigation are identified within the report See paragraph 4.31
8. Any other relevant financial, legal or other considerations	Financial considerations See paragraph 5

5. Implications

5.1. Financial Implications

A budget provision of £1.700m has been set aside for Bevin Court and Holford House scheme (YHH1742) within the “Communal Heating” division.

The estimated capital cost for the installation of the proposed new cascade Heat pump system is £1.775m (see para 4.7) which can be accommodated within YHH1742.

5.2. **Legal Implications**

This report seeks approval for the procurement of a works contract valued at £1,775,000 (one million seven hundred and seventy five thousand pounds) via a mini-competition under Lot 4 (Commercial Installations) of the Fusion 21 Heating and Renewables Framework Agreement (Framework end date: 27/01/2024, Framework start date: 28/01/2020).

The council has power to procure and enter into the proposed contract under section 111 of the Local Government Act 1972 and section 1 of the Local Government (Contracts) Act 1997, which enable the council to carry out any activity that is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions, and to enter contracts accordingly.

The procurement route recommended is compliant with council Procurement Rules. The Public Contracts Regulations 2015 do not apply because the contract value is below the current relevant threshold for works contracts.

In due course the Corporate Director will need to sign a Contract Award Report subject to being satisfied that the winning bid in the mini-competition delivers value for money for the council.

5.3. **Environmental Implications and contribution to achieving a net zero carbon Islington by 2030**

The reduction in CO2 emissions in this proposal is estimated to be 364.4 tonnes with an estimated to annual savings in energy of 1,981,778kWh. This will provide a long-term environmental benefit.

5.4. **Equalities Impact Assessment**

The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in

public life. The council must have due regard to the need to tackle prejudice and promote understanding.

An Equalities Impact Assessment was completed on 4/10/2022. The findings of the impact assessment are that the project will have a long term positive impact on residents. There will be some short term negative impacts on residents linked to the disruption caused by the works. An action plan will be agreed with the chosen contractor to minimise these impacts as much as possible. The full Equalities Impact Assessment is appended.

6. Conclusion and reasons for recommendations

- 6.1. The survey and technical feasibility report of the existing heating system at Bevin Court has shown a need for this system to be replaced as it is now obsolete and operating inefficiently which increases the cost of providing heat to the building.
- 6.2. The council has secured funding from the Green Heat Network Fund to help contribute toward the capital cost of this project.
- 6.3. Procurement of a specialist contractor to undertake this work using the Fusion 21 framework procurement is recommended due to the limited timeframes of the the Green Heat Network Fund.

Appendices:

- Equalities Impact Assessment

Final report clearance:

Approved by: **Jed Young**

Corporate Director of Homes and Neighbourhoods

Date: 5 June 2023

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Appendix

Extract from Green Book supplementary guidance valuation of energy use and greenhouse gas emission for appraisal, tables 4-8: Retail Prices for Gas and Electricity from 2026-2048

Table 5 - Retail Gas Prices (real 2021 p/kWh)												
Year	A			B			C			D		
	Commercial/ Public sector		Industrial	Commercial/ Public		Industrial	Commercial/ Public sector		Industrial	Commercial/ Public sector		Industrial
	Domestic			Domestic			Domestic			Domestic		
2026	4.24	2.38	1.54	5.22	3.02	2.19	7.04	3.96	3.15	8.19	6.23	5.45
2027	4.25	2.38	1.54	4.91	3.09	2.27	5.86	4.00	3.19	8.17	6.22	5.45
2028	4.19	2.41	1.58	4.92	3.12	2.31	5.84	4.03	3.23	8.10	6.21	5.45
2029	4.20	2.44	1.62	4.92	3.16	2.34	5.84	4.06	3.26	8.07	6.21	5.46
2030	4.20	2.47	1.65	4.93	3.19	2.38	5.85	4.09	3.30	8.04	6.20	5.45
2031	4.22	2.51	1.69	4.95	3.22	2.42	5.87	4.13	3.34	8.02	6.20	5.46
2032	4.24	2.51	1.69	4.97	3.26	2.46	5.89	4.17	3.38	8.00	6.20	5.46
2033	4.24	2.55	1.73	5.00	3.30	2.50	5.92	4.21	3.42	7.99	6.21	5.46
2034	4.26	2.59	1.77	5.03	3.34	2.54	5.95	4.24	3.46	7.98	6.21	5.46
2035	4.29	2.59	1.77	5.06	3.38	2.58	5.98	4.28	3.50	7.97	6.21	5.46
2036	4.29	2.59	1.77	5.09	3.38	2.58	6.01	4.28	3.50	7.97	6.21	5.46
2037	4.28	2.59	1.77	5.08	3.38	2.58	6.00	4.29	3.50	7.96	6.21	5.46
2038	4.27	2.60	1.77	5.07	3.39	2.58	5.99	4.29	3.50	7.95	6.21	5.46
2039	4.26	2.60	1.77	5.07	3.39	2.58	5.98	4.29	3.50	7.94	6.21	5.46
2040	4.25	2.60	1.77	5.06	3.39	2.58	5.98	4.29	3.50	7.94	6.22	5.46
2041	4.25	2.60	1.77	5.06	3.39	2.58	5.97	4.29	3.50	7.93	6.22	5.46
2042	4.25	2.60	1.77	5.05	3.39	2.58	5.97	4.29	3.50	7.93	6.22	5.46
2043	4.25	2.60	1.77	5.05	3.39	2.58	5.97	4.30	3.50	7.93	6.22	5.46
2044	4.24	2.61	1.77	5.05	3.40	2.58	5.97	4.30	3.50	7.93	6.22	5.46
2045	4.24	2.61	1.78	5.05	3.40	2.58	5.96	4.30	3.50	7.92	6.22	5.46
2046	4.24	2.61	1.78	5.04	3.40	2.58	5.96	4.30	3.50	7.92	6.23	5.46
2047	4.24	2.61	1.78	5.04	3.40	2.58	5.96	4.30	3.50	7.92	6.23	5.46
2048	4.23	2.61	1.78	5.04	3.40	2.58	5.96	4.31	3.50	7.91	6.23	5.46

Table 4 - Retail Electricity Prices (real 2021 p/kWh)									
Year	Low			Central			High		
	Commercial/ Public sector		Industrial	Commercial/ Public sector		Industrial	Commercial/ Public sector		Industrial
	Domestic			Domestic			Domestic		
2026	20.87	12.46	10.21	22.30	13.21	11.34	25.15	14.32	12.98
2027	20.04	12.35	10.08	21.31	13.00	11.20	22.59	14.02	12.82
2028	19.51	12.14	9.85	20.75	12.68	10.94	22.00	13.67	12.52
2029	19.49	12.26	9.99	20.72	12.79	11.10	21.97	13.79	12.70
2030	19.39	12.19	9.95	20.62	12.73	11.05	21.86	13.73	12.65
2031	18.57	12.16	10.05	19.75	12.70	11.17	20.94	13.69	12.78
2032	18.66	12.05	9.97	19.83	12.58	11.08	21.03	13.57	12.68
2033	18.88	12.09	10.06	20.08	12.62	11.18	21.29	13.60	12.79
2034	19.21	12.46	10.41	20.42	13.01	11.56	21.65	14.03	13.23
2035	19.03	12.52	10.52	20.23	13.07	11.69	21.45	14.10	13.38
2036	18.97	12.55	10.56	20.17	13.10	11.73	21.39	14.12	13.43
2037	18.48	12.38	10.53	19.64	12.93	11.70	20.83	13.94	13.39
2038	18.69	12.49	10.56	19.87	13.03	11.73	21.07	14.05	13.42
2039	18.54	12.46	10.54	19.71	13.00	11.71	20.89	14.02	13.40
2040	19.02	12.74	10.77	20.22	13.30	11.97	21.44	14.35	13.70
2041	18.74	12.53	10.61	19.92	13.08	11.79	21.12	14.11	13.50
2042	18.74	12.52	10.61	19.92	13.07	11.79	21.12	14.09	13.49
2043	18.70	12.62	10.81	19.88	13.18	12.01	21.08	14.21	13.74
2044	18.89	12.75	10.92	20.08	13.31	12.13	21.29	14.35	13.88
2045	18.48	12.71	10.90	19.65	13.27	12.11	20.83	14.31	13.86
2046	18.82	12.76	10.97	20.01	13.32	12.19	21.22	14.36	13.95
2047	18.52	12.69	10.97	19.69	13.25	12.19	20.88	14.28	13.95
2048	18.06	12.57	10.93	19.20	13.13	12.14	20.35	14.15	13.89