



Environment and Sustainable Communities Overview and Scrutiny Committee

Date Tuesday 19 November 2019
Time 9.30 am
Venue Committee Room 2 - County Hall, Durham

Business

Part A

**Items during which the Press and Public are welcome to attend.
Members of the Public can ask questions with the Chairman's
agreement.**

1. Apologies
2. Substitute Members
3. Declarations of Interest, if any
4. Any items from Co-opted Members or interested parties
5. Street Lighting
 - a) Joint Report of the Corporate Director of Regeneration and Local Services and the Director of Transformation and Partnerships (Pages 3 - 14)
 - b) Presentation by Brian Buckley Strategic Highways Manager and Darren Hubbard, Street Lighting Manager (Pages 15 - 34)
6. Woodlands - Joint Report of the Corporate Director Regeneration and Local Services and Director of Transformation and Partnerships. (Pages 35 - 38)
7. Such other business as, in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration

Helen Lynch
Head of Legal and Democratic Services

County Hall
Durham

11 November 2019

To: **The Members of the Environment and Sustainable
Communities Overview and Scrutiny Committee**

Councillor E Adam (Chair)
Councillor O Milburn (Vice-Chair)

Councillors B Avery, A Batey, D Bell, L Brown, J Carr, B Coult,
R Crute, S Dunn, A Gardner, K Hawley, J Higgins, P Howell,
C Kay, L Maddison, R Manchester, I McLean, A Simpson,
P Sexton and M Wilson

Co-opted Members:

Mr T Bolton and Mrs P Holding

Contact: Paula Nicholson

Tel: 03000 269710

**Environment and Sustainable
Communities Overview and Scrutiny
Committee**

19 November 2019



**Street Lighting Energy Reduction
Project**

Joint report of Lorraine O'Donnell, Director of Transformation and Partnerships, and Ian Thompson, Corporate Director of Regeneration and Local Services

Electoral division(s) affected:

Countywide.

Purpose of the Report

- 1 To provide Members of the Environment & Sustainable Communities Overview & Scrutiny Committee with an overview of the Street Lighting Energy Reduction Project.

Executive summary

- 2 The Environment and Sustainable Communities Overview and Scrutiny Committee, at its meeting on 12 July 2019, agreed to include in its future work programme for 2019/20 an overview of the Street Lighting Energy Reduction Project.
- 3 The project, an 'invest to save' project, was part of the council's wider Carbon Management Programme with a target of reducing the council's carbon emissions by 40% by 2015.
- 4 The project commenced in 2013 when Cabinet agreed to a consultation on the proposed changes to the Street Lighting Policy to enable the council to adopt its proposed approach to street lighting across the county. The scope of the project included:
 - retrofitting of street lights with more energy efficient light sources;
 - removal of existing street lighting that is not specifically required by the Street Lighting Policy, where it is safe to do so, with a clear commitment that no street lights would be removed in residential areas;
 - use of a central management system or fixed settings to facilitate dimming; and

- de-illumination of traffic signs where regulations allow.
- 5 The project identified targets for:
- energy (including financial savings) and carbon reductions;
 - street lighting retrofits;
 - street lighting removals;
 - bollards;
 - pedestrian crossings;
 - traffic signals retrofits; and
 - illuminated signs.
- 6 The project also included the use of a central management system or fixed settings to facilitate dimming which again would contribute to both energy and carbon reductions.
- 7 The project concluded in March 2019 and arrangements have been made for Brian Buckley, Strategic Highways Manager, and Darren Hubbard, Street Lighting Manager, to attend the meeting on 19 November 2019 to deliver a presentation focusing on:
- a review of the Street Lighting Energy Reduction Project Phase 1; and
 - proposals to extend the Project – Phase 2.
- 8 A copy of the presentation is detailed at Appendix 2.

Recommendation

- 9 The Environment and Sustainable Communities Overview and Scrutiny Committee are asked to note and comment on the information provided in the report and presentation.

Background

- 10 The Street Lighting Energy Reduction Project was agreed by Cabinet in December 2012. The project set out to achieve energy reduction through a combination of:
- retrofitting street lights with more energy efficient light sources - 41,412 street lights were proposed for retrofit;

- assessment of street lighting provision and the removal of street lighting that is not specifically required by the Street Lighting Policy where it is safe to do so - 7,000 street lights were proposed for removal;
 - retrofitting bollards, pedestrian crossings and traffic signals with more energy efficient light sources - 28 bollards, 34 pedestrian crossings and 2,991 traffic signals were proposed for retrofit;
 - de-illumination of traffic signs; replacement with reflective signs where permitted; 942 signs were proposed; and
 - the use of a central management system or fixed settings to facilitate dimming.
- 11 The upfront capital costs (investment) would be financed by prudential borrowing from the Public Works Loan Board (PWLB). The borrowing would then be funded through the following revenue savings:
- reduction in electricity budgets;
 - reduction in maintenance budgets; and
 - reduction in carbon reduction commitment budgets.
- 12 Highways Services were responsible for the design and installation. They currently maintain all of the council's highway street lighting except for traffic signals.

Main implications

- 13 The main implications encountered during the project are detailed within the report.

Consultation and Revised Street Lighting Policy

- 14 Cabinet granted approval in July 2013 to carry out a public consultation on a set of changes to the council's Street Lighting Policy in order to confirm the council's approach to its provision of street lighting across the county in line with the energy reduction project.
- 15 The consultation incorporated the following changes to the Street Lighting Policy:
- dimming of lights during certain hours;
 - removal of lights in line with national guidance on provision and with the clear commitment that no street lights would be removed in residential areas;

- retrofitting of street lighting with more efficient light sources; and
- de-illumination of traffic signs where regulations allow.

16 A countywide consultation exercise was undertaken on the policy review that included the use of the Area Action Partnerships (AAPs), the council's website, emails to relevant stakeholders including Town and Parish Councils, media releases, use of the Durham County News, social media messages and information available in customer access points.

17 A total of 255 responses were received via the online survey. No paper surveys were returned. From the responses received, it was considered that the majority of responders were supportive of the updated policy.

18 The following table provides a summary of the responses received from the online survey:

	<i>Strongly Agree</i>	<i>Agree</i>	<i>Neither Agree nor Disagree</i>	<i>Disagree</i>	<i>Strongly Disagree</i>
Do you agree or disagree with the dimming of street lighting?	40%	32%	4%	10%	14%
Do you agree or disagree with the proposal to remove street lights where it is safe to do so?	35%	31%	9%	12%	13%
Do you agree or disagree with the approach of identifying street lights that may be suitable for removal?	33%	33%	12%	11%	11%
Do you agree or disagree with the proposals to replace lit traffic signs with reflective signs where the Department for	36%	37%	10%	10%	7%

Transport allows?					
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- 19 In relation to the potential removal of existing street lighting that is not specifically required within the remit of the policy, the feedback received confirmed that prior to removals there should be a robust process in place for undertaking a risk assessment. The policy revision, therefore, reflected that street lighting would only be removed where safe to do so based on a road safety risk assessment, this assessment being undertaken in consultation with local Members, Town and Parish Councils to ensure that it was fully informed by local knowledge.
- 20 Concerning the dimming of lights, as dimming is not usually perceptible to the human eye, it was, therefore, considered to be reasonable to dim during the quieter periods of the evening and early morning when there are fewer people using the highways network. The revised policy states where street lighting equipment installed allows lighting will be dimmed as follows:
- 10.00 pm to 12.00 am – 25% downwards; and
 - 12.00 am to 5.00 am – 50% downwards.

Street Lighting Retrofits and Removals

- 21 Retrofits commenced in June 2013 and have taken place across the county with the number proposed revised in 2015 to 55,000. The introduction of the new energy efficient Light Emitting Diode (LED) street lights resulted in some general queries/requests for further information mainly in relation to the reduction of light spillage onto homes and gardens.
- 22 The council has led the development of regional procurement frameworks for the supply of LED street lights through the North East Highways Alliance.
- 23 LED technology has advanced rapidly over the last few years. Annual and ad-hoc procurement exercises ensured that the most energy efficient and cost-effective LED street lights were sourced throughout the project.
- 24 In many cases it was not possible to retrofit to LED as the lighting levels required by the Street Lighting Policy could not be achieved using the available LEDs owing to the spacing between lighting points, the style of existing lanterns, and the additional weight/windage of LED lanterns.
- 25 Commencement of street lighting removals was delayed by the need to update the Street Lighting Policy to facilitate removals. The policy only

allows the removal of street lights that are not required in accordance with the policy and where it is safe to do so.

- 26 Detailed analysis of the street lighting stock via desktop and site visits identified that only 3,329 street lights were not required by the Street Lighting Policy.
- 27 The council commissioned Independent Road Safety Auditors to carry out robust risk assessments on the proposed removal of the 3,329 street lights. The assessment identified any potential hazards to highway users and considered if and how these could be mitigated. If the risk assessment identified any significant road safety issues that could not be mitigated, then the council did not proceed with removal.
- 28 The robustness of the process is reinforced by the fact that 2,151 removals have taken place, far fewer than originally proposed, owing to issues identified in the risk assessment by the Independent Road Safety Auditors that could not be mitigated.
- 29 Some removal schemes that have progressed have met with opposition during the consultation process with local Members and Town and Parish Councils whereby officers have attended meetings to discuss the concerns raised. In all cases to date, however, the risk assessments have proven to be robust.
- 30 The council has offered Town and Parish Councils a service level agreement to retain street lights in their areas on a fully funded basis where they have expressed concerns about their removal. This has resulted in 12 Town and Parish Councils entering into service level agreements.
- 31 The agreements are for a ten-year period. At the end of this period the Town and Parish Councils will have the option to renew. If service level agreements are not renewed then the street lights will be removed subject to an updated risk assessment confirming that it is safe to remove the street lights.
- 32 The risk assessment process and consultation took longer than originally envisaged in the business case due to the in-depth work and extensive consultation required. This, and the overall reduction in the number of removals, was, however, mitigated by the acceleration and increase in LED retrofits.

Retrofit of Bollards, Pedestrian Crossings and Traffic Signals

- 33 These retrofits were not progressed because the detailed design process identified that additional works were required. The cost of these

additional works meant that these retrofits no longer met the 'invest to save' criteria.

End of Project

- 34 Cabinet considered the end of project report on 10 July 2019 that confirmed that the project had achieved a 69.57% reduction in annual energy consumption which is saving 8,413 tonnes in carbon emissions. The project has been the biggest single contributor to date to the council's reduction in carbon emissions.
- 35 The report confirmed that 59,881 retrofits had been completed; 2,151 street lights were removed, and 1,168 signs had been de-illuminated.
- 36 The table below measures the cumulative financial performance of the project compared to the original business case at 31 March 2019:

Description	Business Case 12 December 2012 £'000s	Actual 31 March 2019 £'000s
Capital Expenditure - Total	22,552	22,532
Capital Repayments - Annualised	-1,746	-1,567
Gross Revenue Saving - Annualised	2,635	2,871
MTFP Saving - Annualised	N/A	-916

Future Plans

- 37 The council declared a climate change emergency on 20 February 2019 and this resulted in a report being submitted to Cabinet on 10 July 2019 detailing ambitious targets for carbon reduction and identifying how these targets will be met.
- 38 The council has 83,043 street lights in the county of which 59,881 have been retrofitted with energy efficient LEDs and a further 310 installed as part of trials, new developments and highway improvement schemes. LED street lights are specified for all new and replacement street lighting installations, including new developments.
- 39 The council has developed an invest to save business case for further LED retrofits.
- 40 22,852 street lights are not currently LED. Not all will be suitable for conversion to LED due to the spacing of columns or where there is currently no suitable LED alternative although it is expected that around 17,000 will meet the criteria.

- 41 There were eight street lights on Pont Lane, Leadgate, between the B6308 and Bradley Cottages identified as not being required by the Street Lighting Policy but did not progress due to time constraints towards the end of the project. These will be reviewed in accordance with the processes and procedures previously employed including independent road safety risk assessment and consultation with local Councillors on the risk assessment to ensure that it reflects all local factors.
- 42 The apparatus included in the project is summarised in the following table:

Apparatus Type	Existing Units	Removals	Retrofit
Non-LED Lights within the Environmental Zone E1	330	0	281
Non-LED Heritage Style Luminaires	737	0	588
Non-LED Subway Units	273	0	214
Non-LED Lights in conjunction with column replacement programme	1,037	0	1,037
Non-LED Standard Style Luminaires	20,180	8	15,208
Non-LED, Non-Standard Style Luminaires	295	0	0
Total	22,852	8	17,328

- 43 This project has the potential to deliver further carbon reductions of up to 1,300 tonnes per annum and supports the council's Climate Change Response Plan.
- 44 The upfront capital costs (investment) will be financed by prudential borrowing from the Public Works Loan Board (PWLB). The borrowing will then be funded through the following revenue savings:
- reduction in electricity budgets; and
 - reduction in maintenance budgets.
- 45 A report is scheduled to be presented to Cabinet on 11 December 2019 and if the business case is approved it is expected that works would be undertaken over three years from 2020/21 to 2022/23.

Conclusion

- 46 The Street Lighting Energy Reduction Project has retrofitted a large proportion of the council's street lights with new energy efficient LEDs. A small number of street lights have also been removed where not

required by the council's Street Lighting Policy when it was safe to do so.

- 47 This investment has met and exceeded the financial savings anticipated in the original business case. The project has also been the biggest single contributor to date to the council's reduction in carbon emissions.

Background Papers

- Cabinet Report : Street Lighting Energy Reduction Project dated 12 December 2012
- Cabinet Report : Street Lighting Policy dated 20 November 2013
- Cabinet Report : Street Lighting Energy Reduction Project – Update dated 21 October 2015
- Street Lighting Policy – updated by Delegated Decision dated 2 March 2017
- Cabinet Report : Street Lighting Energy Reduction Project – End Project Report dated 10 July 2019

Other useful documents

- None.

Contact: Brian Buckley

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Appendix 1: Implications

Legal Implications

There is no statutory requirement on local authorities in the United Kingdom to provide public lighting. The Highways Act 1980 empowers a Highway Authority to provide lighting on the adopted highways but there is no duty on the Highway Authority to keep the public lighting lit.

Finance

Please refer to paragraphs 11, 36 and 44 detailed within the report.

Consultation

There was a public consultation on the updated Street Lighting Policy. A consultation exercise was also undertaken on every proposed street light removal with local Councillors and the relevant Town and Parish Councils.

Equality and Diversity / Public Sector Equality Duty

An Equality Impact Assessment (EIA) was completed for the Street Lighting Policy and reviewed in accordance with the review of the policy. The recommendations of the EIA were incorporated into the project delivery process.

Climate Change

The council declared a climate change emergency on 20 February 2019 and this resulted in a report being submitted to Cabinet on 10 July 2019 detailing ambitious targets for carbon reduction and identifying how these targets will be met.

Human Rights

None.

Crime and Disorder

None.

Staffing

The project was delivered by the council's Construction Programme and Project Management Unit, Strategic Highways in relation to design and works by the council's in-house provider, Highway Services, supported by its supply chain of competitively procured sub-contractors.

Aecom were appointed as the Independent Road Safety Auditor.

Phase 2 will be delivered by the council's Strategic Highways and Highway Services teams. Aecom will undertake the Road Safety Risk Assessment of the proposed removals.

Accommodation

None.

Risk

None.

Procurement

LED street lights were procured competitively via regional frameworks led by the council. A procurement exercise is currently in progress for a new supplier following the end of the previous contract.

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Street Lighting Energy Reduction Project (SLERP)



**Environment and Sustainable Communities Overview
and Scrutiny Committee
19 November 2019**

Altogether better



Introduction

- Current street lighting inventory:
 - 83,676 street lights
 - 5,737 illuminated signs, bollards, beacons
- “Invest to Save” project financed from energy and maintenance cost savings
- Delivery:
 - In-house street lighting team
 - External sub-contractors
 - Collaborative regional procurement of LEDs

Altogether better



Street Lighting Policy

- Updated November 2013 to facilitate the SLERP
- Full public consultation
- Light to the minimum British Standard
- Remove street lights not required where safe to do so
- Dimming
 - 25% between 10 pm and 12 am
 - 50% between 12 am and 5 am

Altogether better



Scope - Phase 1

	Original	Revised 21.10.15	Completed @ 31.3.19	Outstanding @ 31.3.19
Retrofit street lights with LEDs	41,412	55,000	59,881	0
De-illuminate signs	942	942	1,168	0
Remove street lights	7,000	3,000	2,151	8

- Investment appraisal undertaken on every type of asset
- Only proceed where invest to save criteria met

Altogether better

Timetable - Phase 1

- Business case approved by Cabinet 12 December 2012
- Retrofits commenced June 2013
- Street Lighting Policy approved by Cabinet 20 November 2013
- Removals commenced January 2014
- Project completion 31 March 2019

Altogether better



Financial Performance

	Business Case £'000s	Actual £'000s
Capital Expenditure	22,552	22,532
Gross Revenue Saving Per Annum	2,635	2,871
Capital Repayments Per Annum	1,746	1,567

- Project Internal Rate of Return - Nominal 13.17%
- Net revenue savings being used to meet Medium Term Financial Plan savings required

Altogether better



Benefits

- Energy reduction 13,808,612 Kwh per annum
- Carbon reduction 7,512 tonnes per annum (7% reduction in total Council emissions)
- Better quality white light
- Reduction in light pollution
- Maintenance savings
- Investment in highway infrastructure – reduce lifecycle replacement costs

Altogether better



Key Issues – Removals (1)

- Only removed street lights that were not required by the Street Lighting Policy where it was safe to do so
- No removals in residential areas, roundabouts, major junctions or where there were proven road safety and crime issues
- Commissioned independent road safety auditors to undertake risk assessments

Altogether better



Key Issues – Removals (2)

- If risk assessment identified any significant road safety issues that could not be mitigated then did not proceed with removal
- Consultation with local Members and Town/Parish Councils to ensure that risk assessment reflected all relevant factors
- Some removals attracted opposition
- Offered Service Level Agreements to Town/Parish Councils and developers to retain the lights on a fully funded basis

Key Issues – LED Retrofits (1)

- Large spacings between some columns
- Strived to get as close as reasonably practicable to the British Standard
- Fixed dimming drivers
- Additional weight/windage of LED lanterns
- LEDs are a significant change from the old lights; they replace:
 - White light, better colour rendition
 - Better control, reduce light spillage onto homes and gardens

Altogether better



Key Issues - LED Retrofits (2)

- It can take a few weeks for residents to get used to LEDs and reduction in light spillage
- Generally well received by the public
- Escalation process for complaints:
 - Desktop design checks
 - On site light meter testing

Altogether better



Before



Altogether better

After



Altogether better

From Above



Altogether better

Phase 2

- Council declared a climate change emergency on 20 February 2019
- 22,860 street lights are not currently LED
- Not all suitable to retrofit – spacings/lantern styles
- 8 street lights (Pont Lane, Leadgate) identified for possible removal - requires updated road safety risk assessment/consultation
- Invest to Save Business Case developed
- Report to Cabinet 11 December 2019

Altogether better



Phase 2 - Scope

Apparatus Type	Existing Units	Removals	Retrofit
Non-LED Lights within the Environmental Zone E1	330	0	281
Non-LED Heritage Style Luminaires	737	0	588
Non-LED Subway Units	273	0	214
Non-LED Lights in conjunction with column replacement programme	1,037	0	1,037
Non-LED Standard Style Luminaires	20,180	8	15,208
Non-LED, Non-Standard Style Luminaires	295	0	0
Total	22,852	8	17,328

Altogether better

Phase 2 - Delivery

- Procurement exercise to appoint a “one-stop-shop” luminaire provider is currently in progress
- Highway Services will undertake the design and installation with support from their supply chain of external sub-contractors
- The project will be delivered over 3 years from 2020/21 to 2022/23

Altogether better



Phase 2 - Projected Outcome

- Reduction in electricity consumption of 54% for the in-scope apparatus
- Reduction in carbon emissions of 1,300 tonnes per annum for the in-scope apparatus
- Average annual revenue savings over a 25 year period @ £1.2m

Altogether better



Any Questions?

Altogether better



Contact Details

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Altogether better



**Environment and
Sustainable Communities
Overview and Scrutiny
Committee**

19 November 2019

Woodlands Overview



**Joint Report of Ian Thompson Corporate Director of Regeneration
and Local Services and Lorraine O'Donnell, Director of
Transformation and Partnerships**

Electoral division(s) affected:

Countywide

Purpose of the Report

- 1 The purpose of the report is to provide members of Environment and Sustainable Communities Overview and Scrutiny Committee with an overview of woodlands in County Durham.
- 2 Arrangements have been made for Sue Mullinger, Landscape Delivery Officer to present information to members at their meeting on the 19 November 2019.

Executive summary

- 3 Durham Woodland Revival programme is led by Durham County Council and is supported by National Lottery Heritage Fund and other partners. The programme will run for four years with the aim of restoring and reconnecting woodlands in County Durham. A dedicated team has been recruited.
- 4 Durham Woodland Revival programme will lead to improved management of the Council's forest estate through Forestry Commission approved management plans and collaboration with neighbouring woodland owners.
- 5 Approximately 60 ha of new woodlands will be created as part of the programme on land that has been transferred to the Woodland Trust, who can assess enhanced funding rates for tree planting schemes.

- 6 Initial management plans are almost complete and through thinning of woodlands have brought an income of £60,000.

Recommendations

- 7 That members of the Environment and Sustainable Communities Overview and Scrutiny Committee are asked to receive the report and presentation and comment accordingly.

Background

- 8 Members of the committee carried out a scrutiny review looking at the management of DCC's woodland estate in 2014 and have provided progress on the committee's recommendations.
- 9 The Committee has received three progress updates on their review recommendations the last update was received by the committee at its meeting on 16 November 2018.
- 10 Members asked at the meeting on 3 September 2018 that the Strategic Walking and Cycling Delivery Plan be included in their work programme for 2019/2020 so that members can be updated on the delivery plan.

Detail

- 11 The Durham Woodland Revival (DWR) programme is led by the Council and supported by the National Lottery Heritage Fund (NLHF), along with partners Woodland Trust, Northwoods, Wear Rivers Trust and the Forestry Commission. The programme is £820,000 in total and will run for 4 years with the aim of restoring and reconnecting woodlands. Delivery has just begun, and the programme manager is now in post. Two further members of staff have been appointed and are due to start before Christmas, the programme will then begin in earnest.
- 12 DWR will improve management of the Council's forest estate through the implementation of Forestry Commission approved management plans and collaboration with neighbouring woodland owners to achieve improved opportunities for thinning works. DWR will also provide support to existing community woods groups, and the establishment of new, to help local people manage the Council's woodlands.
- 13 Approval from the Forestry Commission is pending on management plans for the remaining 1100ha of the Council's forest estate. This will mean that all 1821ha of the Council's woodlands have management plans with associated approvals for active management. Thinning from

initial plans are almost complete and have brought in an income of around £60,000.

14 Around 60 ha of new woodland will be created as part of the DWR programme. This is on land that has been transferred to the Woodland Trust, who can access enhanced funding rates for tree planting schemes. Woodland creation is a key mechanism to lock up carbon in trees and soils and provide an alternative to fossil fuel energy. The County Council is committed to tackling climate change and for the County to become carbon neutral by 2050. It will be achieved through a range of measures, which includes woodland planting. This new woodland for DWR has the potential to store almost 25,000 tonnes of carbon (based on Woodland Trust figures) and will provide an important contribution towards achieving new targets for carbon reduction by the Council.

15 Tasks ahead include reviewing volunteering opportunities, with close attention to work emerging from DWR and how this may integrate with existing volunteer, schools and community provisions. Woodland management and creation needs to be accommodated at a cross-service function level and any structural changes that enable a consistent co-ordinated approach need to be instigated.

Conclusion

16 Durham Woodland revival programme will enable all of Durham County Council's woodlands to have management plans with associated approvals for active management once approval from the Forestry Commission is received

Background papers

None

Contact: Sue Mullinger

Tel: 03000 267142

Appendix 1: Implications

Legal Implications

Not applicable

Finance

Not applicable

Consultation

Not applicable

Equality and Diversity / Public Sector Equality Duty

Not applicable

Human Rights

Not applicable

Climate Change

Woodlands have a positive impact on climate change and carbon emissions because of their ability to store carbon.

Crime and Disorder

Not applicable

Staffing

Not applicable

Accommodation

Not applicable

Risk

Not applicable

Procurement

Not applicable