

Whole life costing

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Summary

This policy sets out the procedure for whole life cost (WLC) assessment of goods and services to be purchased by or on behalf of the London Fire Commissioner. WLC contributes to value for money and sustainability by ensuring that the real cost of purchases is assessed at the planning and procurement stages. The policy specifies the categories of goods, services and works for which WLC assessment is mandatory and the procedure for carrying it out. More detailed guidelines for WLC and a template for the assessment are given in the appendices.

1 References

- 1.1 Policy number 696 - GLA group responsible procurement policy
- 1.2 Policy number 549 - Energy conservation and sustainability in LFB premises
- 1.3 Policy number 677 - LFB environment policy
- 1.4 Policy number 897 - LFB sustainable development policy
- 1.5 Sustainable Development Strategy 2023-25
- 1.6 Standard station design brief (2008)
- 1.7 LFB Carbon Net Zero strategy

2 Definition and purpose

- 2.1 Whole life costing, or life cycle costing has been defined by various organisations and industry bodies. For the purposes of application within London Fire Brigade, the term 'whole life costing' (WLC) will be used and the following definition will apply:

WLC is considered as the total costs that will be incurred by the London Fire Commissioner over the lifetime of purchased goods, services or capital projects. This includes purchase and commissioning; maintenance; consumables; utility consumption; tax and insurance; decommissioning; and end of life disposal. It does not include notional costs such as those linked to emissions, unless these are chargeable to the London Fire Commissioner.
- 2.2 The purpose of WLC assessment is to ensure that purchases made by or on behalf of the London Fire Commissioner represent best value for money and contribute to its sustainability objectives. For many goods and services, the initial purchase price will represent only a small fraction of the total cost payable over the period of ownership or use. This policy sets out the scope and procedure for applying WLC assessment. Guidelines and templates applicable to different product and service categories will be made available through the Sustainable Development Team.
- 2.3 Examples of the financial and environmental benefits of WLC can be found across the public and private sectors. Savings tend to be greatest where operational costs are high relative to the initial purchase/installation costs and where efficiency levels differ significantly between comparable products, in particular for buildings, vehicles and equipment which require maintenance or replacement, lighting and heating/cooling systems. In other areas, WLC may not lead to a change in specification or choice of product but it will help to forecast operating costs over future years, leading to better contractual and project management of these costs.
- 2.4 Application of WLC assessment is not intended to replace evaluation of quality, technical performance, environmental performance or other aspects of product functionality. Its role is to provide a more complete picture of the costs associated with a given purchase, which can then

be balanced against these other characteristics in order to identify the most economically advantageous option overall.

- 2.5 The sustainable development impact assessment (PN830) undertaken for corporate projects will assist project managers to determine where a WLC assessment is appropriate. In such cases the assessment must be included within the LFB project management approach at the outline business case (OBC) to ensure that the full project costs are identified and incorporated into project design from the pre-project phase. On-going costs are requested for inclusion within the project initiation document which should reflect those included within the OBC.

3 Scope

- 3.1 This policy is mandatory in respect of the following categories of goods, services and works where they are purchased or leased by or on behalf of the London Fire Commissioner, through any type of contract to ensure that WLC considerations are being implemented either via the WLC assessment process or the adoption of accepted best practice standards:
- (a) Goods that consume electricity, water or fuel during their use, which incur costs to the London Fire Commissioner through billing, including the below (see 3.4 where relevant):
 - IT equipment (including computers, displays, portable devices and servers) Multi-function devices and printers
 - White goods (e.g. fridge freezers, cookers)
 - Vehicles and associated components, (including bespoke manufactured vehicles e.g. pumping appliances and tyres, batteries etc.)
 - (b) Goods or services which require maintenance or upgrades (e.g. equipment, software), whereby the full category contract is over £100,000.
 - (c) Goods that have consumable parts that must be replaced frequently or which affect the costs of other goods or services which must be paid for by the London Fire Commissioner, whereby the full category contract is over £100,000 including:
 - Disposable equipment (medical consumables, office equipment supplies) or batteries
 - Battery operated items (such as torches)
 - Printer cartridges (if purchased separately from printers)
 - (d) Goods that require end-of-life disposal that is not addressed through an existing recycling or waste contract (i.e. that cannot be placed in general waste and recycling bins at premises, or are not covered by hose recycling, textile recycling, or take back schemes).
 - (e) All new build and major refurbishment works contracts of £500,000 or greater, including all of the following building components where relevant to the works project unless government buying standards (or other best practice standards and/or highest compliance levels where relevant as required by the SSDB or other relevant requirements) are being utilised – see table below and Appendix 3, paragraph 4 for further information:

Table 1: Best practice standards examples for refurbishment compounds

No.	Components	Examples of exceptions and accepted standards whereby WLC is not required – See Appendix 3, paragraph 4 for further examples
(i)	Main building structure	BREEAM very good (and above) designs as required within the SSDB
(ii)	Cladding and insulation	BRE sustainable products i.e. Green Book live
(iii)	Windows, doors and glazing	WER A standard
(iv)	Water using devices	Government buying standards or European water labels (highest rating)
(v)	Lights and lighting systems	LED lighting or government buying standards or EU energy label (highest rating)
(vi)	Heating, ventilation and cooling systems	Government buying standards

Where the project is subject to the BREEAM excellent or very good standard (or equivalent), it is not necessary to carry out a separate WLC assessment, however this may be carried out to review a significant change in technology/infrastructure or justify a more efficient lower carbon building design (improved DEC rating) that results in a lower BREEAM rated design (though complying with very good for planning requirements) and/ or to direct where BREEAM credit attainment should be focussed. The LFB Net Zero carbon strategy proposes to move away from gas in order to achieve CO2 targets, which may or may not be best from a WLC approach; this should however be documented and signed off by the Assistant Director of Finance - See paragraph 4.4

- (f) Building components, listed in (e) above, where the cumulative value of all components in the same category purchased over any three year period or associated costs (e.g. to account for energy consumption, maintenance and end of life whereby there is no current disposal option) will exceed £100,000 unless best practice sustainability standards are being adhered to, as per (e) and or Appendix 3, paragraph 4.
- 3.2 The application of WLC policy in respect of the above purchases must be documented in the Contract Strategy and Outcomes (CSO) form completed by Procurement.
 - 3.3 The application of WLC assessment for components (e)ii-v is to be completed unless a relevant WLC has been completed within the last 2 years and for components (e)vi within the last 5 years and the results applied to projects thereafter until the next assessment/project.
 - 3.4 It is not necessary to carry out a WLC assessment for IT equipment, multi-function devices, printers, white goods or other products where compliance with appropriate standards – such as Government Buying Standards - are specified in the tender. Appropriate standards are defined in

Appendix 3, paragraph 4. Identifiable variations in total costs such as warranties and maintenance should still form part of the price evaluation at tender stage.

- 3.5 Fleet: Whole life costing is specified to be provided by the contractors for vehicles and associated components by the initial Output Base Specification and Statement of Requirements within the Procurement Process for New and Replacement items. The Annual Lifting Policy Plan and Asset replacement Programme subsequently requires the contractor to provide whole life efficiency and cost effectiveness details where any changes to existing and Operational Equipment Items are made or New Items are required. This will be deemed as fulfilment of the WLC Policy if provision of the Annual Lifting Policy Plan (and subsequent Replacement plans) includes whole life cost assessment at the Annual Review (asset oversight board) meeting.

4 Procedure

- 4.1 For all purchases falling within the scope of this policy, a WLC assessment must be carried out either:

- (i) Prior to developing a specification for the goods/services; or
- (ii) As part of the tendering exercise for the goods/services.

In some cases an assessment should be carried out at both stages, i.e. a preliminary assessment at specification drafting stage followed by comparison of tenders on a WLC basis. This ensures that both the design and execution of the purchase reflect the true cost of the asset. See Appendices 1 and 2 for further guidance.

- 4.2 If the result of the WLC assessment is that there is a more efficient product/service available on the market which would save at least 5% or £5000 against the whole-life cost of the standard or existing model, purchasers must either specify and purchase the most efficient model or evaluate the cost differential as part of the tender procedure.
- 4.3 If the results of the tender evaluation show that the model with the lowest WLC is the most economically advantageous option overall (taking account of other factors such as technical performance and delivery times), then it should be purchased or justification provided as part of the assessment (see 4.4). Results of a WLC assessment that point towards a higher specification of the equipment than standard required by LFB guidance or policies (such as the SSDB and LFB carbon strategy) should be reflected in an update to these documents. The decision process is shown in the attached flow diagram and guidelines and a template for WLC assessment are provided in the Appendices.
- 4.4 This policy recognises that wider strategic decisions may influence procurement process but occur outside the procurement process including the future decarbonisation of technology / infrastructure / assets as part of longer term zero-emission targets (as per the LFB carbon strategy). Where this occurs and highlights a significant change in contradiction to the WLC assessment outcome, then permission can be sought via the approval of the Assistant Director of Finance (or Corporate Services). For example, review of the building design outside of the procurement process that results in wider environmental benefits and aligns to specific carbon target reductions, should include cost implications of the alternatives in order to reach same carbon target to reach zero emissions i.e. heat pump versus gas fired boilers.
- 4.5 WLC assessment is designed to be flexible while still providing a robust framework for cost comparison. The guidelines/templates provide the following elements which can be adapted to the specific purchase:
- Planning horizon (i.e. timeline over which costs should be assessed).

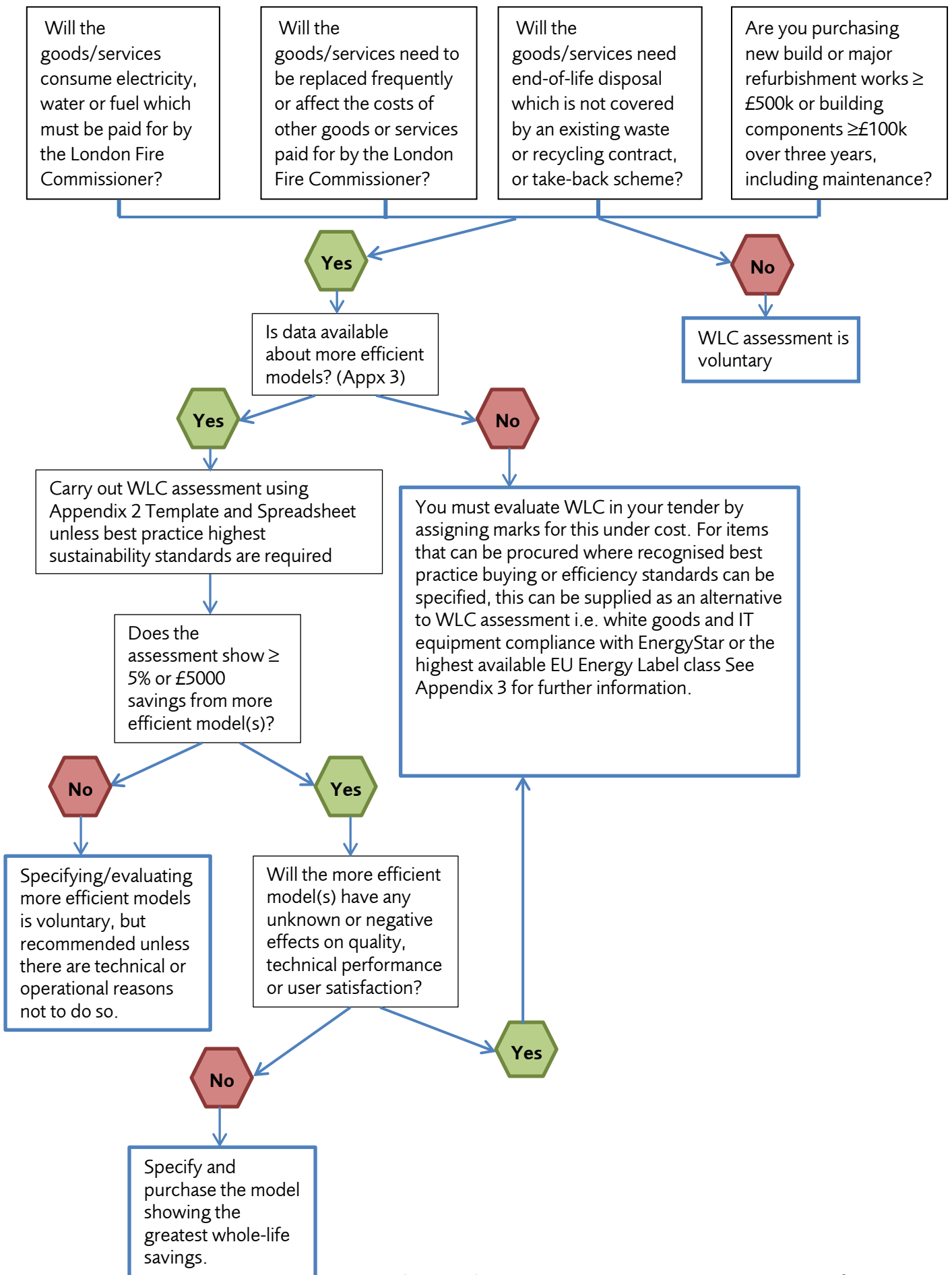
- Relevant cost categories.
- Relevant sources of data (e.g. electricity and fuel costs, product information).
- Applicable discount rate.
- Information to be given to tenderers (if WLC assessment is part of tender process).
- Interpretation of WLC assessment results.

4.6 In order to ensure that the benefits of WLC assessment are delivered in contracts awarded, appropriate contractual terms should be included relating to the specification, efficiency and lifetime of purchased goods and services. Where goods are accompanied by warranties, these should reflect the promised levels of efficiency or other guarantees provided by the vendor and included in the WLC assessment. The completed template set out in Appendix 2 must be included in the contract file.

5 Responsibilities

- 5.1 The Head of Procurement is responsible for defining the procedure and approving any changes to the procedure. The procedure and associated documents shall be reviewed by the Procurement Department Senior Management Team, which will propose any changes for approval to the Head of Procurement.
- 5.2 Each Head of Service is responsible for ensuring that WLC assessments are carried out for purchases made by their department which fall within the scope of the policy.
- 5.3 The Deputy Heads of Procurement are responsible for ensuring this policy is applied to all applicable tenders.
- 5.4 The Head of Sustainable Development is responsible for providing the guidelines and templates and ensuring they are up to date. Further guidance on WLC implementation may be requested from the Sustainable Development Team.
- 5.5 The WLC assessment should be completed by the Project Manager, where the assessment is completed as part of the OBS. Where the assessment is undertaken at the inception of a tender exercise, it should be completed or revised as appropriate by the Procurement Department lead for the tender.

Flow diagram – WLC assessment



Appendix 1 - Guidelines for WLC assessment

The below guidelines are intended to assist those making purchases on behalf of LFB to apply the whole life costing policy.

Step 1 When to carry out WLC assessment

If the product(s) or service(s) you are purchasing fall within the scope of the WLC policy you will need to complete the template included in Appendix 2 to document the full costs associated with that purchase over its lifetime.¹ This should be done at the planning stages before you confirm your specification. If for any reason you are not able to complete the template (e.g. because data is not available about more efficient products) then you must carry out the WLC assessment as part of the tender procedure.

Carrying out WLC assessment at the planning/specification stages gives you more control over how to respond to the results. For example, you can decide to specify more efficient or lower-maintenance models. However it may also be more difficult to gather the required information as you will not have bids in front of you. Potential sources of data for use in WLC assessment are listed in Appendix 3.

The results of an assessment carried out at the planning stages may reveal considerable differences between the WLC of different options: for example the fuel efficiency of vehicles may be found to vary widely. You either need to address this finding in your specification – by opting for the most efficient model – or set award criteria which take WLC into account as part of cost (see Step 3).

Step 2 How to carry out the WLC assessment

Work through the questions in Appendix 2, consulting the listed sources of information as needed. A WLC assessment spreadsheet is available to help you calculate the relevant costs and compare different models. If you wish to use an alternative tool to complete the WLC assessment (for example, for building works), it must provide at least the same level of assessment as the above excel spreadsheet.

Step 3 What to do with the results

The results of the WLC assessment, or reasons for not completing it, must be documented in the CSO form. For building components, they should also be included in the Station Design Briefing document where relevant.

If the result of the WLC assessment is that there is a compliant product/service available on the market which would save at least 5% or £5000 against the whole-life cost of the standard or existing model, you must either specify the most efficient model² or evaluate whole-life cost in your tender.

If you choose to evaluate WLC in your tender this means that marks will be assigned as part of your cost evaluation to take account of the operating, maintenance and end-of-life costs. Relevant wording to include in tender documents and an evaluation spreadsheet are available from Procurement.

The cost savings associated with the more efficient model(s) will be weighed against the marks you have assigned for technical and environmental performance, quality or other factors. The contract must be awarded to the most economically advantageous tender overall, taking each of these factors into account.

¹ For new building works or major refurbishment projects, where the BREEAM "excellent" or "very good" standards will be applied, these are considered an acceptable alternative to completing the WLC assessment - see 3.1 (e).

² This will normally be done using the words 'or equivalent' in a tender to ensure that alternative brands offering the same levels of efficiency can be proposed by bidders.

There are a number of best practice specifications for products and technology (and minimum ratings) that are accepted standards that may provide compliance with the WLC policy without the need for further assessment. For example, for IT equipment you should specify compliance with the EnergyStar efficiency levels as a minimum. For products covered by the EU Energy Label, you should specify compliance with the highest class currently available on the market, normally the "A+++" class. See Appendix 3, paragraph 4 for further information.

Appendix 2 - Template for WLC Assessment

Complete the questions below (to be completed by the client), using the WLC Assessment spreadsheet to calculate the savings in Question 6 (if applicable). The completed template must be included in the contract file, with the result recorded on the CSO form.

Contract reference number	
Q1. Description of planned purchase	

Q2. Do the goods or services being purchased require any of the following, which must be paid for (whether directly or indirectly) by LFB?	Y/N	Estimated cost
Installation/transition costs		
Transport		
Electricity		
Fuel (gas, oil, petrol or diesel)		
Water		
Maintenance		
Upgrades		
Replacement parts including printer cartridges		
Training		
Safety or protection measures		
Other costs arising after initial purchase including waste and recycling where not covered by current LFB scheme		
Q3. Will the goods or services affect any other category of cost which must be paid by LFB? How will operational expenditure aspects such as cleaning and/ or maintenance be influenced. For example, windows and glazing will affect the energy consumption of buildings, and printers will affect the cost of toner cartridges. Certain purchases may also affect insurance/warranty costs.		
Q4. Are there any end-of-life costs associated with the goods or services? For example disposal costs for equipment or transition/handover costs for a service contract. Please consult our hazardous waste and waste management procedures (Policy number 643 and Policy number 862) in answering this question.		

If you have answered 'yes' to any of Q2, Q3 or Q4, please provide the following information:

Q5. What is the estimated lifetime of the goods or services being purchased? This is the total period from purchase through to disposal by LFB for goods, and the duration of contract (including any possible extensions) for services.	
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<p>Q6. Are different models available on the market which might significantly influence the costs listed under Q2, Q3, or Q4? A significant influence on cost would normally be anything above 5% of the total cost. To work this out you will need to know:</p> <p>(a) Purchase price of a 'standard/current' model + operating, maintenance and replacement costs + end-of-life costs.</p> <p>(b) Purchase price of more efficient/durable/lower-maintenance model + operating, maintenance and replacement costs + end-of-life costs.</p> <p>Replacement costs should be calculated over the longest time-to-replacement of any model available on the market which meets your needs. Repeat calculation b) for any models you identify as meeting your need.</p>	
<p>If you subtract (b) from (a) and are left with a figure which is either 5% or more of (a) or more than £5000, then you should proceed to Q7. If it is less, proceeding with the WLC assessment is optional.</p> <p>Please use the WLC Assessment spreadsheet (or a suitable alternative tool) to complete the above calculation and record the relevant savings figure(s) in the right hand column.</p>	

Note: If you cannot find exact figures for purchase price, operational or end-of-life costs by web searches or consulting the recommended sources of information, you need to estimate these costs yourself using the best data available to you. Estimated figures should be indicated on the WLC assessment spreadsheet.

Keep in mind that not all sources of information on products are objective and reliable: you need to look carefully at the source of data and whenever possible seek multiple sources to confirm it. The sources of information listed in the Appendix 3 are considered reliable for use in WLC assessment.

<p>Q7. Once you have carried out the calculation in Q6, you need to perform a sense check to decide whether to restrict your purchase to the more efficient model(s) or to evaluate this as an option/preference in the tender. This decision should take into account whether the more efficient model(s) will have any unknown or negative effects on quality, technical performance, user satisfaction or other factors.</p> <p>If you consider that these factors may be affected, then you can choose to evaluate the efficient model (s) as an option in the tender by using your contract award criteria. An adaptable spreadsheet is available to allow for the comparison of WLC in competitive tenders. (please consult the Procurement Manager leading the tender)</p> <p>Otherwise, you should opt for the most efficient/cost-effective model in your specification (using the words 'or equivalent' as necessary).</p>	<p>Outcome</p> <p>Most efficient model will be specified <input type="checkbox"/></p> <p>OR</p> <p>WLC will be evaluated in the tender <input type="checkbox"/></p>
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Appendix 3 - Sources of Information for WLC Assessment

1. Input costs

Electricity, gas, oil, petrol and diesel: Use BEIS reference scenario projections for services available here.

2. Product-specific information

Calculate the annual energy consumption in kWh of different products based upon their wattage and estimated usage hours: <http://www.rapidtables.com/calc/electric/energy-consumption-calculator.htm>
For products with an energy label (see section 4 below) the energy consumption will be stated on it.

Fuel consumption figures for vans and cars can be checked at <http://vanfueldata.dft.gov.uk/> or <http://carfueldata.dft.gov.uk/>

The SAP product characteristics database contains data on energy efficiency for boilers and other building components: <http://www.ncm-pcdb.org.uk/sap/>

Energy saving trust: Search for products at <http://www.energysavingtrust.org.uk/domestic/est-online>
<http://www.energysavingtrust.org.uk/domestic/improving-my-home-0> provides data on the performance and potential cost savings of energy-efficient windows, lighting, heating and hot water systems.

Topten www.topten.eu – You can search for the most efficient vehicles, lighting, IT equipment and appliances available on the European market and see their energy and fuel consumption. Not a commercial website but compiled by non-profit research bodies. UK partner website: www.top10energyefficiency.org.uk

Carbon Trust: <https://www.carbontrust.com/resources/guides/energy-efficiency/delivering-the-future-today/> A guide to the specification and procurement of low-carbon buildings and various tools to help with calculation of energy performance.

3. End-of-life costs

In the first instance you should consult LFB's waste management and hazardous waste procedures (Policy number 862 and policy number 643) to determine any special requirements which may apply to the disposal/recycling of goods being purchased. Policy number 217 on disposal of assets may also be relevant for certain purchases, e.g. operational equipment, IT equipment.

You will need to estimate the end-of-life costs or revenues associated with the different products or services available on the market which meet the need you have identified. In some cases there may be a choice between purchase and lease/managed service and these should be evaluated using the spreadsheet, taking into account the differences in end-of-life costs.

WRAP is a UK charity which produces a number of technical guides for local authorities on waste and resource management. They can be accessed here: WRAP

You can search for the product you are purchasing to identify the options for recycling/re-use/disposal at end-of-life and to help estimate the costs associated with this.

4. Best practice standards

The below standards represent the best practice specifications for products and technology (and rating) that are accepted standards that may provide compliance with the WLC policy without the need for further assessment. The below list is not exhaustive and further assurance may be provided by the completion of the WLC Assessment – seek further advice from the Sustainable Development Team where required.

Standard	Category	Further information	Minimum standards (if relevant)
BRE Sustainable products	Building materials and components	<p>BRE developed standards and methodologies for life cycle assessment and certification of the environmental performance of building materials and components, and databases of products and services designed to help with their selection.</p> <p>Note: Some of these, such as the Green Guide ratings will no longer be accepted under BREEAM's latest technical standard, BREEAM UK New Construction (NC) 2018.</p> <p>https://www.bregroup.com/expertise/sustainability/materials-products-and-services/</p> <p>Further standards and methodologies will feed directly into BREEAM standards. GreenBookLive is</p>	<p>Environmental Product Declaration (EPD) EN 15804</p> <p>BRE Global's verification mark represents quality and illustrates that a product has gone through a rigorous verification process</p> <p>Environmental Profiles Certification Scheme, which provides ongoing, independent assessment and certification of environmental performance. Products listed on GreenBookLive</p>
Energy Technology List	Plant and machinery	<p>The ETL (or Energy Technology Product List, ETPL) is a government-managed list of energy-efficient plant and machinery.</p> <p>https://www.gov.uk/guidance/energy-technology-list</p>	Only listed products.
European Union (EU) Energy Label	Washing machines, washer-dryers and tumble dryers Fridges, freezers and fridge freezers Heaters and water heaters Dishwashers Electric ovens Light bulbs Air conditioners	<p>The Energy Label and classes vary depending on the product type, however all give figures for energy consumption in kWh which can be used in the WLC assessment. Further information is available here: https://www.gov.uk/guidance/the-energy-labelling-of-products</p> <p>Note: The EU product database is a new online portal that came into force on 1 January 2019. It has an 'open' section for consumers to view product-related information and a 'closed' compliance section for Market Surveillance Authorities to view technical product-related information. A re-classification of energy</p>	<p>For</p> <ul style="list-style-type: none"> • fridges • dishwashers • washing machines • electronic displays including televisions • lamps <p>A+++ prior to March 2021 or outside of the above categories.</p>

Standard	Category	Further information	Minimum standards (if relevant)
	Televisions Vacuum cleaners	labels has been accepted and new labels with A – G energy rating classes (instead of A+++ – G energy rating classes) will appear on the market from March 2021, whereby B is equivalent to what was A+++ under the older classification. It is therefore important to check which products are available in each class at the time of your planned purchase.	B or above after March 2021 or under the new labelling .
EU GPP	Goods, Services and Works	<p>EU green public procurement (GPP) criteria are designed to make it easier for public authorities to purchase goods, services and works that have a reduced environmental impact. The criteria are split into selection criteria, technical specifications, award criteria and contract performance clauses. The criteria are of two types:</p> <ul style="list-style-type: none"> • Core criteria — which are designed to allow for easy application of GPP, focusing on the key area(s) of environmental performance of a product and aimed at keeping administrative costs for companies to a minimum. • Comprehensive criteria — which take into account more aspects or higher levels of environmental performance, for use by authorities that want to go further in supporting environmental and innovation goals. <p>https://ec.europa.eu/environment/gpp/eu_gpp_criteria_en.htm</p>	Core criteria
European Water Label	Bathroom products	<p>The scheme provides easy access to a database of bathroom products when installed and used correctly will use less water, save energy and save money.</p> <p>http://www.europeanwaterlabel.eu/</p>	Green (highest specification)
Government buying standards	<p>Goods, Services and Works</p> <p>Includes electrical goods, water using devices, textiles, transport,</p>	<p>These are a set of individual standards developed with input from across government, industry and wider stakeholders that ensure organisations meet their needs for goods, services, works and utilities in a way that benefits not only the organisation, but also society and the economy, while minimising damage to the environment. They are mandatory for central government departments and related organisations; encouraged for wider</p>	'Mandatory'

Standard	Category	Further information	Minimum standards (if relevant)
	construction, furniture, ICT, horticulture, paper, cleaning and food.	public sector and cover a range of products and industries including ICT and construction. https://www.gov.uk/government/collections/sustainable-procurement-the-government-buying-standards-gbs	
Window Energy Ratings	Windows (and skylights where relevant)	WER A rating is required for all LFB construction programmes (SSDB) https://www.ggf.org.uk/window-energy-ratings/	WER A rating

Document history

Assessments

An equality, sustainability or health, safety and welfare impact assessment and/or a risk assessment was last completed on:

EIA	14/09/2023	SDIA	H – 14/09/2023	HSWIA	14/09/2023	RA	10/03/2020
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Audit trail

Listed below is a brief audit trail, detailing amendments made to this policy/procedure.

Page/para nos.	Brief description of change	Date
Throughout	This policy has been reviewed as current with major changes made, please re-read and familiarise yourself with the content.	21/05/2020
Throughout	Reviewed as current with amendments made throughout.	22/09/2023
Page 2	Removed reference to cancelled PN627.	07/01/2025

Subject list

You can find this policy under the following subjects.

Energy	Environmental
Environment	Sustainable

Freedom of Information Act exemptions

This policy/procedure has been securely marked due to:

Considered by: (responsible work team)	FOIA exemption	Security marking classification