

Item No. 11.	Classification: Open	Date: 13 June 2023	Meeting Name: Cabinet
Report title:		Policy and Resources Strategy: capital monitoring report outturn 2022-23	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Stephanie Cryan, Communities, Democracy and Finance	

FOREWORD – COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR COMMUNITIES, DEMOCRACY AND FINANCE

As always, we remain committed to an ambitious capital programme strategy. Our capital programme continues to deliver real and tangible benefits for our residents and despite ongoing financial pressures, we continue to invest in this delivery.

Projects to help tackle the Climate Emergency and to meet our commitment to be net carbon neutral by 2030 are at the forefront of the capital programme, with a £25m capital fund for individual projects. We have already committed just under £21m to projects, which are detailed in this report.

We have also committed to improving air quality, increasing the number of cycle hangers, as well as funding improvements in care home settings, children’s homes, parks and leisure centres.

However funding is a significant issue. The council now faces a position where planned spend is considerably in excess of forecast resources, not only in year, but also over the life of the programme. Shortfall in capital resources will mean that financing will be from borrowing, which will have accompanying debt charges, which will add to revenue costs. A funding requirement of £312m is needed to fully deliver the capital programme across the General Fund and there will be a borrowing requirement of £1.77bn for the housing investment programme. The scale of funding for the housing investment programme is unprecedented with a forecast total expenditure of £2.7bn up to the financial year 2031-32. The impact of the rent cap on the Housing Investment Programme has meant that we are finding it increasingly challenging in the current economic climate.

Despite these significant pressures we remain committed to a programme that will help deliver a fairer, greener, safer borough for all of our residents.

RECOMMENDATIONS

That cabinet:

1. Notes the outturn and resources for 2022-23 and future years for both the general fund and housing investment programmes as detailed in Appendices A, B and D;
2. Approves the virements and variations to the general fund and housing investment capital programme as detailed in Appendix C and the new capital bid contained within this report and summarised at Appendix E (further information at para's 135 to 137);
3. Notes the significant funding requirement of £312m which needs to be identified for the general fund programme to be fully delivered over the remaining term of the programme, as detailed in Appendix A;
4. Notes the borrowing requirement of at least £777m for the committed housing investment programme to be fully delivered over the remaining term of the programme, as detailed in Appendix B.
5. Notes the need to identify a further £1bn of funding to deliver the un-committed programme over the remaining term of the programme, as detailed in Appendix B.
6. Note the significant contribution the capital programme is making towards the objectives of the council's climate change strategy (see paragraphs. 18-19, 81-83 and throughout departmental narratives).

BACKGROUND INFORMATION

7. On 17 January 2023, the 2022-23 Month 8 Capital Monitoring report was presented to Cabinet. This reported programmed general fund expenditure of £453m over the 10 year programme and an in-year forecast of £101m against programmed spend of £120. The Housing Investment Programme stood at £2.7bn with an in-year forecast of £354m.
8. The estimated borrowing requirement amounted to £284m on the General Fund and at least £671m on the Housing Investment Programme (for the committed programme). These amounts are in addition to borrowing already taken.
9. The scale of the capital programme is immense, representing a major element of the council's financial activities. It has a significant and very visible impact on the borough and hence on the lives of those who live, learn, visit and do business in the borough.
10. Due to the size and scale of the programme and the number of projects

involved, it is inevitable that unforeseeable delays can occur which lead to some variations against planned spend. Actual resources may also vary to the plan, due to, for example, a delay in the sale of a property, or an external development with s106 or Community Infrastructure Levy (CIL) obligations not being brought forward as quickly as anticipated. This has historically resulted in the capital programme being over-programmed in year, whilst retaining a balanced programme over the entire ten year life of the programme. However, the council now faces a position where planned spend is considerably in excess of forecast resources, not only in year, but also over the life of the programme.

11. The council's constitution requires council assembly to agree the capital strategy and programme at least once every four years, ensuring effective financial control and the achievement of value for money, within the provisions of financial standing orders. On 24 February 2021, the council assembly noted the refreshed 10 year general fund capital programme and housing investment programme (HIP) for the period to 2021-31. Cabinet will consider and approve the refresh of the capital programme on a regular basis through capital monitoring reports to ensure it is fully updated and aligns with the council's key priorities.

KEY ISSUES FOR CONSIDERATION

Programme position at outturn 2022-23

12. The capital programme is detailed within the report and appendices as follows:
 - Appendix A sets out the summary of the general fund capital programme 2022-2032;
 - Appendix B sets out the housing investment programme for 2022-2032;
 - Appendix C sets out capital programme budget virements and variations for approval;
 - Appendix D provides further detail on the general fund capital programme 2022-2032;
 - Appendix E provides a summary of any new capital bids.

General Fund

13. Attached at Appendix A is a summary of the general fund capital programme position as at outturn 2022-23. The total programmed expenditure over the period 2022-23 to 2031-32 is £454m. Total expenditure in 2022-23 was £81m against a programmed spend of £101m.
14. Appendix C details the budget virements and variations for approval by cabinet.
15. Appendix D provides a breakdown of the programme by directorate and project and the departmental narrative statements (paragraphs 29 to 107)

provide further details.

Housing Investment Programme

16. The housing investment programme is forecasting total expenditure of £2.7bn over the period 2022-23 to 2031-32. Total expenditure in 2022-23 was £317m.
17. A summary of the schemes and budgets within the housing investment programme is included in Appendix B. Further narrative is provided at paragraphs 108-134.

Climate change implications

18. This report provides an update on the council's capital programme as a whole. The impact of individual projects and programmes will be considered in line with constitutional requirements as part of the specific decision making and procurement processes.
19. The capital budget strengthens the council's commitment to tackling the impact of climate change. As well as creating a £25m capital fund, the council has made significant progress across the individual capital programme projects to achieve energy efficiencies and reduce carbon emissions. For example, projects are ongoing to install roof top solar panels, improving glazing and insulation and replacement of gas fired boilers with a focus on decarbonising community buildings, schools and social housing. Over 40% of lighting has been upgraded to more energy efficient lighting in shopping areas, school streets and areas of high footfall and residential roads. Further investment is planned to upgrade 100% of the borough's highway lights to LED efficient lighting. Paragraphs 81-83 provide further detail on projects currently funded from the £25m fund.

Resourcing the 2022-23 programme and onwards

20. Capital expenditure is financed through a variety of sources, typically receipts from the sale of capital assets, capital grants, external contributions such as S106 or Community Infrastructure Levy (CIL), from reserves or from revenue budget contributions. Any capital expenditure that is not financed by available capital resources must be financed by borrowing.
21. The strategy for financing the capital programme is to utilise grants, before using council receipts and reserves, thereby minimising any requirements for borrowing which will impact on the council's revenue budget.
22. The council can temporarily utilise other resources in lieu of using external borrowing to fund capital expenditure. This is referred to as internal borrowing. Whilst internal borrowing is a useful treasury management facility to minimise debt financing costs, it merely defers the timing of external borrowing rather than obviating the need.

23. The shortfall in available capital resources is financed from borrowing and will be funded from revenue contributions to support the debt costs over the life of the debt repayment.
24. The treasury management strategy has been to defer external borrowing, borrowing only when needed for liquidity purposes. Whilst this strategy has worked well for the council, saving over £20m since 2011, the increase in capital spending can no longer be financed entirely from internal borrowing. Accordingly since 2017-18 the council has needed to borrow externally to finance previous capital spending and to maintain target cash balances.
25. The make up of the capital programme is significantly influenced by the scale of resource availability from grants, s106, CIL and capital receipts and their timing. Over the life of the programme, all commitments must be met from anticipated resources. In the event of any shortfall in resources to fund the programme in any particular year the council would need to consider the use of prudential borrowing to bridge the gap. The cost of servicing the debt will be a charge to the revenue budget and funded from savings and/or returns on investments.
26. In the current ten year programme included within this report, there is a forecast shortfall of available funds of £312m to meet the planned general fund capital commitments and a borrowing requirement of at least £777m to fund the committed housing investment programme. A further £1bn+ in funding will need to be identified in order to deliver the un-committed schemes within the HIP.
27. In addition, proceeds from capital receipts are continually kept under review especially for sales and development agreements. Financing will require careful monitoring of commitments and a drive to secure the forecast capital receipts and other resources as planned over the rest of the financial year. As part of work to review capital financing, a review of s106 has been undertaken to identify where contributions can appropriately be utilised to support the capital programme, subject to the agreement of the Planning Committee.
28. In developing and managing its capital programme the council has to maintain clear control of the selection and use of resources to finance capital expenditure. Strategies for investments, borrowing and treasury management facilitate this control and assist the council to have clear strategic direction on its use of resources. Beyond 2022-23, there are likely to be future demands for borrowing and these will be assessed as necessary at the time as part of our treasury management strategy and in the context of revenue affordability, both for the General Fund and the Housing Revenue Account.

DEPARTMENTAL UPDATES

29. The sections below provide commentary on the outturn position by department for 2022-23.

CHILDREN'S AND ADULTS' SERVICES

30. The total value of the departmental capital programme for the 10 year period from 2022-23 to 2031-32 is £115.7m (including Southwark Schools for the Future).

Adult Social Care

31. The capital programme value for the period 2022-23 to 2031-32 is £30.7m, the main projects being; £5.1m in respect of a programme of improvements to existing care settings, £16m for the building of a new nursing home and £8.4m for an essential lifecycle capital programme for the four residential care homes.
32. The Adult Social Care Capital Board has identified a number of priorities for 2022-23 and beyond to meet current and future needs of vulnerable adults in the borough. Accessibility is the key to improving the lives of those with disabilities and their carers. Projects such as contribution to the Changing Places Toilets and a programme for insourcing of three hostels are required to deliver services to all, not just those with Care Act Eligible needs, in order to reduce the burden on Adult Social Care.
33. Adult Social Care invest in the property portfolio to ensure buildings provide safe and secure environments for staff and users. A proactive strategy of replacing building assets as they reach the end of their lifecycle and investing in low carbon/sustainable technology results in reduced breakdowns, lower maintenance and operating costs and helps the council meet its low carbon commitment.
34. The capital programme also includes an estimated £0.9m to spend to enhance the council's social care IT systems to develop business intelligence that will drive savings, enhance management information and result in improved outcomes for our service users
35. The lifecycle work on Residential homes is ongoing. The lifts replacement at Greenhive and Rose Court is now in progress with anticipated completion by end of June 2023. Once this project finished the intention to start on the Waterside and Bluegrove lift replacement project as well with anticipated to start in 2023-24. Other project still to start in 2023-24 are the replacement of windows at Rose Court which has been delayed due to priority being given to replace cladding on the stairwell which arose from fire risk assessment. The replacement of heating and distribution pipework at Bluegrove in the planning stages this programme is affected with delays

due to covid as well as plan to include more climate friendly air source heat pump system.

36. The activity on the programmed life cycle work is ongoing. Refurbishments have now restarted in Therapia Rd, Mount Adon Park and Grosvenor Terrace has been completed apart from windows in Grosvenor Terrace this is delay due to planning as building is in conservation area. Works planned for Riverside was put on hold due to longer term decisions that has to be made on the future of the building. A Gateway report is currently in progress to get authorisation for a programme of work across the whole adults social care portfolio for the next 2 years.
37. The plan is to build new nursing home to provide additional bed-based care facility to meet the demand for placements of an increasing older population. The revised programme cost of £16m takes account of construction inflation (20-25%) and demolition costs of £1m.

Children's Services and Southwark Schools for the Future (SSF) Programme

38. The Children's Services capital programme forecast for 2022-23 to 2031-32 is £85m. This consists of £13.2m for the schools refurbishment programme and £16.5m for Special education needs and disabilities capital strategy as well as certain specific projects such as £15m for Charter school, £17m for Beormund Special School and £6.4m for Riverside Primary school as well as £4.3m for the development of the two children's homes.
39. The overall programme is focussed on rightsizing provision, ensuring the estate remains fit for purpose. In addition key priority is to ensure there is sufficient high needs provision in the borough. Rising construction prices related to Covid and Brexit are affecting the capital programme by increasing demands on existing resources. Material costs are beginning to stabilise but the shortage of labour is now the biggest concern for contractors with wage inflation outstripping the general market place.
40. There is spare capacity in the primary sector (spread unequally across the borough) because of falling rolls relating to a reduced birth rate and a change in the population demographic. In addition, there has been a reduction in pupil numbers in the earlier secondary year groups. Opportunities are being explored for rationalisation of buildings to make the best use of existing assets to reduce running costs for school. These proposals may be subject to future capital bids. There is also pressure to increase pupil places for children with special needs, which is a national issue for all education authorities.

41. A key priority of the programme is to ensure that any new school buildings are fuel-efficient in line with the council's target to become carbon neutral by 2030. To address this, all current new school buildings are designed to a BREEAM 'very good' standard as a minimum.

Primary provision

42. The Primary School refurbishment programme delivers a yearly programme of planned refurbishment works alongside emergency reactive works where necessary. Under this programme, the decarbonisation strategy for the school estate will be developed to plan for the move away from using fossil fuels in the heating of schools.
43. The School Condition Allocation grant which funds the yearly Primary Schools Refurbishment programme is calculated based on pupil numbers in Southwark and so the yearly allocation has been reducing in line with falling rolls. Therefore the yearly programme will decrease from 2023-24, unless alternative funding is sourced.
44. Riverside school is being redeveloped to re-provide defective early year's classrooms, dining space and safe access into the school. Design work is underway with work anticipated to start on site in late spring 2023. Tendering this month and looking to start on site during summer school holidays 2023. Expected completion date for this project is October 2024.
45. Rotherhithe Primary school expansion has now been completed and the school now occupy the whole site.

Secondary provision

46. The Charter School East Dulwich is being expanded to address a shortfall in spaces in the local area. The project is in its second stage, which involves the demolition of the remaining buildings and construction of a new hall and three court multi-use games area. The completion date for the project has been delayed due to the main works contractor withdrawing from the contract and so new procurement arrangements are underway. Facilities are expected to be available to the school by Autumn 2024. The landscape work started on site due to complete June 2023 as well as the construction of temporary accommodation in July 2023.

SEND provision

47. In order to address a growth in the number of pupils with EHCPs, options are being explored to expand SEND provision in Southwark to avoid placing pupils out of borough.
48. Additional capacity for SEND provision is being sought in new projects being proposed to address the issue including works at Highshore, to accommodate an additional 40 places in a satellite site, and at SPA

Camberwell to provide 24 places in a 6th form provision also in a satellite site. The council has received £9.6m ESFA High Needs Capital funding for 2021/22-2023/24 to deliver this programme of work. In addition to this Southwark has received £3m Department for Education funding for capital projects that support it's Safety Valve application.

49. Beormund School is being relocated as part of a wider redevelopment of the school area for residential use. The new site will provide a purpose built facility and will support modern teaching techniques and learning for the Beormund SEMH School. The project is expected to go out to tender for the main contractor in May 2023 and with aim to start work in autumn 2023. The anticipated completion for the project is winter 2024.

Children and Families

50. The Children and Families Division's aspiration is to create children's homes capacity within the boundaries of the borough, in order to provide a fairer opportunity for some of our most vulnerable young people who are placed far from their networks and communities.
51. With the help of a £1.85m capital grant from the DfE, a 5-bed property at 18 St Mary's Road in Peckham is being converted into a children's home. The work is expected to start in June 2023 with completion in February 2024. The home is expected to be ready to receive children in spring/ Summer 2024 pending appropriate approvals from Ofsted.
52. The council also successfully secured funding of £1.1m from DfE for the development of a second Children's home. This is the second children's home development to establish residential care provision for children looked after in the borough by the local authority. There is a two year deadline to spend the funding the local authority was required to match fund the grant funding for this project. The capital work on this is expected to finish autumn 2024. This will be to provide a home for up to 5 children with staff.

ENVIRONMENT, NEIGHBOURHOODS AND GROWTH

Planning & Growth Division

53. The Sustainable Growth and Property Services teams within Planning & Growth have a combined budget of £92.4m with total expenditure of £23.5m incurred for the financial year 2022/23.

Canada Water Leisure Centre

54. As previously reported the scheme is on site and it is anticipated that the new leisure centre will be handed over to the council in the 3rd Quarter of 2024/25. The scheme is progressing in accordance with the programme and the main pool and learner pool have recently been completed.

Elephant and Castle Open Spaces

55. Victory Community Park – Planning consent approved in March 2023. Construction contract tender period from May to July 2023. Anticipated construction start in September 2023.
56. Nursery Row Park - Public consultation and design development taking place in Spring 2023 in advance of planning submission in late Autumn 2023 and with planned start on site in 2024.

Peckham Rye Station Square

57. Phase 1 of the project has moved towards completion. Final snagging and defects works are being undertaken by the contractor. The detailed handover arrangements for the transfer of the building to the council is being finalised with practical completion now expected in Summer 2023. In parallel phase 2 tender documents for works to demolish buildings in front of the station to form the new civic square are being completed.
58. The council's capital project is part of a wider programme of investment to upgrade the station and its environments. Network Rail will be completing their works to restore the façade of the station building by the end of May 2023. Department of Transport have now informed Network Rail that a decision on the funding of the detailed design of the new station entrance from Blenheim Grove will now be announced by the end of June. There is however no date as yet for an announcement of the Network capital works bid of £40m to implement their scheme in full.

Peckham Square

59. A planning application to improve and refurbish council owned properties at 91-93 Peckham High Street by end of June. A public exhibition of proposals is being arranged for the Summer. Early design work on the square itself [including the Peckham Arch] is underway.

Aylesbury Plot 18

60. This council flagship scheme will provide new community facilities including a new library, health centre with GPs and community health facilities, plus early years facility and a new public square. The new community facilities are expected to be completed by quarter 2 23/24.

Livesey Exchange

61. The project has been successfully completed.

Camberwell Good Growth Funds

62. The programme comprises 4 elements of which Camberwell Station Road is the main one. This project is a £1.5m, GLA-funded scheme which will provide significantly improved public realm, soft landscaping and SUDs in this neglected part of Camberwell. Stage 3 design has now been revised following consultation with key stakeholders. The project is now moving into detailed design and early engagement has taken place with the council's term contractor. The GLA have agreed to reprofile expenditure for the project and are supportive of the amended designs. Implementation will require managed road closures on a route to a major bus garage. As a consequence is now expected to start on site in winter 2023/24 .

Elim House – Health & Safety Works

63. Officers have engaged with Elim House trustees to agree a programme of priority works to improve the facility. A contractor has been appointed and the works totally 125k will start by the summer.

Voluntary Sector Strategy

64. Necessary works to Voluntary & Community Sector buildings, including refurbishment of Sojourner Truth Centre. Now completed and all capital expended.

Pullens Yard Improvements

65. Second phase of project to achieve fire safety compliance in old workshop premises let to numerous commercial tenants, but also integral with tenanted and leasehold residential premises. The overall project has been underway on a unit by unit basis for some time, with all initial funds committed. To achieve full compliance, works need to be completed to 23 more units within the Pullens Yards estate, consisting of effective fire compartmentation plus ancillary works (also achieving environmental improvements). A second allocation of capital has been agreed. Contractor to be procured to commence next phase of works in Q3 2023.

Void Shops

66. To ensure that vacant shops and premises can be re-let they must meet the necessary minimum statutory compliance (fire, gas, asbestos, legionella, etc), safety and environmental performance standards. We expect to see more commercial premises becoming vacant in the current economic climate and as rent recovery action resumes, post-covid. Potentially in the region of 30 additional units may become available each year. In addition the compliance standards building owners are required to satisfy are rising, along with works costs.

Acquisition of Properties

67. No further acquisitions are currently planned and this budget allocation is offered as a saving.

Strategic investment property acquisition

68. The council owns a number of investment grade assets for income generation and strategic reasons. These include offices, retail and industrial premises located in the north of the Borough and in the Old Kent Road area. A specific potential acquisition by the end of 2023 is envisaged to significantly enhance the existing asset holdings, both commercially and strategically in pursuit of corporate objectives. Should this proceed a capital bid will be brought forward in future reports to be considered by cabinet. Opportunities to add to the portfolio are considered in detail by the Asset Investment Board, to provide additional depth of assurance in Cabinet decision making.

Highways

69. The Non Principal Road (NPR) programme delivering major resurfacing of footways and carriageways was mainly completed to time and budget. The remaining schemes that were not able to be completed will be undertaken in April/May 2023 with the associated budget carried forward.
70. The School Streets programme has focussed mostly on changing temporary measures for permanent ones this year. In addition, most of the cameras needed to deliver schemes over the next three years have been purchased, which should ensure no delays to scheme delivery. Schemes that were programmed but delayed to allow comprehensive consultation and to ensure all statutory requirements are carried out will be programmed early in the 23/24 financial year.
71. Highways Community Infrastructure Levy (CIL) projects continue to progress in line with forecast and will complete by March 2024. Implementation of the Liverpool Grove improvements is now complete and the final account has been settled. Toulmin Street footway widening has been reprogrammed to be carried out during the summer holidays to ensure minimal disruption to the adjacent school. The College Road crossing is now complete with the final account expected in May.
72. Works on the Southwark Spine at Bellenden Road are now complete. Cycle Superhighway 4 continues construction on site with some minor delays to allow Transport for London's contractors to carry out the essential traffic signals work and the associated bus stop relocations, works are expected to complete in October 2023.
73. Cox's Walk footbridge major repair works commenced in February 2023 but works were suspended to ensure there was no disruption to the bird

nesting season. Works will recommence in October and be completed in the 23/24 financial year. The projected cost has increased significantly due to inflation and a capital growth bid will be submitted in the next round of bidding for the funding required to complete the Cox's Walk footbridge refurbishment works.

74. The cycle hangars programme has seen significant progression with the annual target figure of 125 installed to give a total of 626 hangars in the borough. This is in line with the council delivery plan target. The original cycle hangar budget is now fully spent and can be closed. Progress is now being made on the climate change funding for new hangars.
75. The council has pledged to make Southwark a cycle friendly borough and reduce air pollution from vehicles. To help reduce the number of car journeys to and from schools there is a need to offer training not just to students but also to parents/carers and adults. Hard to reach groups such as teenagers and women will be supported, with women instructors available to women only groups. Businesses need to be supported and encouraged to use cargo bikes for local deliveries.
76. The Cleaner Greener Safer programme has had a huge impact in supporting Southwark residents to transform their local areas since 2003 with over 4,000 projects and grants being funded, including playground renovations, upgrades to sports facilities, new estate cycle parking, tree planting, food growing projects, fencing and lighting improvements. The funding allocation of £1.88m per annum has remained constant over the years against significant increases in construction costs and materials. Construction and material costs have doubled in the past 24 months. To ensure this much applauded program maintains the level of scheme delivery, a capital growth bid will be submitted in the next round of bidding for the additional funding required. Nevertheless, in 2022/2023, the team managed to complete 246 projects.

Parks and Leisure

77. The final expenditure in the Parks and Leisure Capital Programme during 2022-23 was just over £9.7m. The programme includes 31 individual projects. The most significant 2022-23 expenditure in the programme was in respect of the following projects:
 - Burgess Park Sports Pavilion and Pitches - £4.3
 - Borough wide tree planting programme - £1.63m
 - Parks Infrastructure Works - £916k
 - Leisure Centres Lifecycle maintenance - £759k
 - Cossall Park Upgrade – £301k
 - Pelier Park Upgrade – £370k
 - Nunhead East Lodge – £245k
 - SDM & Boatyard Health and Safety works - £207k

Leisure Centres

78. The final expenditure in the Leisure Centre Capital Programme during 2022-23 was £759k (as highlighted under Parks & Leisure, above). There were 11 individual projects, primarily covering lifecycle maintenance and replacement works. The most significant elements were:

- Roof works at Dulwich LC - £450k
- Roof works at Camberwell LC - £33k
- Replacement boats at Surrey Docks - £51k
- Sub Flooring works at Dulwich LC - £70k
- Electrical works at Dulwich and Camberwell LC's – £40k

Culture

79. Expenditure in the Libraries Capital Programme during 2022-23 was just over £480k. The programme includes IT innovation projects, building improvements and costs associated with new library projects and library refurbishments. Summary of key capital 2022-23 expenditure can be broken down as follows:

Project	Cost
IT equipment/projects (JH refurb, UM library, Kingswood Seeley Drive library, Public PC refresh, wi-fi printing, procurement of cashless card payments system, people counter software)	£193k
Peckham temp library & home library service fit-out	£26k
Resources, books, furniture and equipment for new libraries (Walworth, JH, UM, Kingswood library)	£150k
Kingswood Seeley Drive library construction	£13k
CW meeting rooms & CW theatre upgrades (screens, floorboxes)	£24k
Removal/disposal costs (Kingswood house & Heritage Art collection move)	£25k
Furniture refresh (CW & Peckham)	£11k
Library Innovation project costs	£14k

80. Anticipated costs for 2023/24 approx £170k. This will be covered within existing capital budget. Breakdown as follows:

Project	Cost
IT equipment/projects (cashless card payments rollout)	£10k
Peckham library fit-out	£30k
Kingswood Seeley Drive library construction	£100k
Kingswood library Seeley Drive library fitout	£30k

Climate Change and Sustainability

81. The council is committed to doing all it can to get the borough to be carbon neutral by 2030. Cabinet has agreed a climate strategy and action plan, which sets out the steps we need to take to achieve this. As well as reducing carbon across the borough, the council must reduce its own operational emissions and is committed to halving these by 2026. The Carbon Reduction Investment funding stream retains £1.3m of funding and will be utilised to further projects that reduce operational emissions in the year ahead.
82. Cabinet agreed an additional £25m capital budget to enable the council to do more, faster, to reduce carbon emissions. £20m of the £25m has been allocated to strategic projects that meet our carbon reduction ambition as set out in the council's climate action plan. Recent work undertaken includes the installation of the energy saving measures, including heat pumps, at the Burgess Park sports hub and the Peckham Library upgrade. LED Street Lighting, cycle hanger and EV charging programmes have also seen their delivery rapidly increased through this funding, while the council also planted its first Tiny Forest at Peckham Rye.
83. The climate change capital budget is supporting programmes across the council, which are detailed elsewhere in this report and a summary of how this fund is being used is outlined below:

Project	£000
Burgess Park - Sports Centre	508
Crematoriums / Cemetery Buildings	250
Upgrade to 5 library sites: Camberwell, East Dulwich, Peckham, Canada Water & Walworth	3,025
Upgrade to 3 children's/youth centres: Ann Bernadt, Bermondsey & Mint Street	1,791
Education Building energy performance surveys	25
Crampton Primary School - remove gas boilers and install air source heat pumps	795
Brunswick Park School - install air source heat pumps in sports hall and further feasibility in dining block	295
Partnership with Veolia for the greening of our waste service focusing on transport and infrastructure	1,000
Library of Things – Canada Water	43
LED Street Lighting - Speed up roll out	2,180
Expand cycle hanger programme	2,500
Expand EV charging programme	400
Funding to improve walking in Southwark	410
Walworth Walking Scheme	480
School Maps Scheme	110

Project	£000
Tin Forest – Peckham Rye	20
Green Space Enhancements and Biodiversity Improvements	980
Southwark Community Energy Fund	400
Council’s own emissions	4,350
BMX Floodlighting Improvement Project	46
Park LED Lighting	604
Cargo Bike Expansion	94
Walworth Our Bike Scheme	6
Total	20,312

Regulatory Services

Schools Air Quality Audits

84. Following completion of the Southwark schools air quality audits at 24 schools, starter grant applications have been received from 15 schools and of these, grants have been paid out to eight schools to date. The grants will be used on measures to improve air quality around their school. Highway related improvements recommended is being considered under the School Streets programme.

A Clean Air Grant

85. Work continues to spend the £300K Clean Air Grant and £75K from revenue secured in March 2022. Feasibility study on the installation of a heat pump in a school has been completed, the installation will replace the school boiler with an air-sourced heat pump. The project will be completed by April 2024. We are currently developing a framework tender to progress this, which will be completed in June 2023.

airTEXT Project

86. Following completion of an earlier discovery phase of the project, contracts have been now awarded to develop the air quality digital alerts. Community research is also being undertaken to inform the development of an improved service to make it more effective, versatile and more inclusive of ethnicity, age, and health status. The project is expected to complete by the end of December 2024.

Air quality communications

87. Environmental Protection Team (EPT) worked with colleagues in the Communications Team to finalise the key themes and messages needed to deliver air quality publicity and awareness. Capital funding for ongoing EPT air quality communications have been carried forward to this financial year. A portion of the capital funding was committed to funding a

communications officer post. This ensures key messages and themes impacting air quality and climate for example, can be pulled together for effectiveness.

Freight and logistics

88. Following an earlier Consolidation Centres Study freight and logistics project, officers are now taking part in other cross-London freight and logistics projects including river freight, cargo bikes, parcel lockers, and dynamic use of loading and kerb space.

The Mayor's Air Quality Fund

89. Walworth Low Emission Neighbourhood (LEN) was supported by the Mayor's Air Quality Fund. The project has completed and the funds have been fully spent. The programme involved the following projects that were successfully delivered.
- Liverpool Grove public realm improvements to create a high quality pedestrianised space in front of St Peters Grade 1 listed church, a building of national architectural importance.
 - The road closure of Browning Road
 - Reducing through-traffic to the A3 Kennington Park Road
 - Ensuring the LEN works for local people
 - Business engagement
 - Community engagement
 - Schools engagement
 - Encouraging active travel
 - Supporting the uptake of cleaner vehicles
 - Area-wide delivery and servicing optimisation

Building on the success of Walworth LEN, teams across the council are conducting further projects in the Walworth area to improve the market and shopping street, and to improve health outcomes.

90. During the year, a number of initiatives to promote car free days were undertaken. These will continue into 2023/24. Listed below are some of initiatives held to date to support car free days;
- Public consultation at Comber Road school street to collect community views on potential physical changes and planting in the street.
 - Ewer Street road closure and cycle tour
 - St Barnabus Church held a Christmas procession including live donkeys and camels.
 - An event was held in the newly pedestrianised Liverpool Grove to mark completion of the construction works.
91. Further events are planned to support Clean Air Day and London Climate Action Week in June, and for Car Free Day in September 2023.

92. Low emission vehicle procurement and associated charging infrastructure have been completed. Back office software has been purchased to monitor the use of the charging stations and monitoring has commenced. Further measures are being explored to expand and develop the low emission approach across the council. A request has been made to replace the existing hybrid pool vehicles used by the Council with ones that are fully electric.

Medium Combustion Plant

93. A survey of the council owned Medium Combustion Plant is near completion. This project has surveyed all sites where there is medium to large combustion equipment. The assessment included a survey of the plant rooms to confirm boiler equipment type and condition and reporting on likely residual lifetime, compliance options and future potential alternative heat approaches. It will also map out methods to reduce emissions from these plant. The final report is being prepared and initial findings indicate the need for better monitoring of flue emissions from this type of combustion plant and the need to replace older boiler systems that are not operating efficiently.

Asset Management Services

LED capital Renewal programme

94. Forecasted programme of works for the year was completed. Additional lamp column replacements were required due to structural issues, all of which have also been completed. Overall programme will continue as currently forecasted, to work alongside the Climate change LED acceleration plan and the possible additional management system for lighting control works if capital funding is agreed.

EV Chargepoints installation programme

95. The EV charge point capital programme was due to deliver 1000 charge points between 2022-2026. Due to efficiencies in delivery, we were able to accelerate this and the full capital programme has been completed within 2022/2023.

GOVERNANCE & ASSURANCE

96. The Governance & Assurance department is responsible for a number of capital programmes across a range of services including Corporate Facilities Management and Customer Experience.

Corporate Facilities Management (CFM)

97. The CFM programme enables the council to meet its statutory responsibilities for its operational buildings, ensuring compliance with health and safety regulations and the wellbeing of its employees and service users. Delivery is through a comprehensive inspection and assessment regime and a building lifecycle maintenance programme designed to enhance their useful life and maintain their value. The spend of £5.1m across lifecycle and compliance includes a number of schemes that have focussed on refurbishment whilst improving sustainability in terms of heating and lighting, with investment in air-sourced heat pumps, LED lighting and the fabric of buildings.
98. The continuous lifecycle nature of much of what CFM delivers means that the service will have to review the remaining budget allocation previously approved by cabinet to consider whether it remains sufficient to fulfil ongoing investment needs over the next 10 years and seek approval for any variation requirements in a future capital programme refresh report

FINANCE

99. The Finance department is responsible for the capital programmes relating to Technology and Digital Services and Customer Experience.

Technology and Digital Services (TDS)

100. TDS supports and manages investment in the council's IT infrastructure that is necessary to improve the on-line experiences for residents enabling them to find the information and guidance they require and access our services. Investment in technology will enable staff to deliver improved public services across communities and help the council to become one of the best-connected and digital boroughs in London. Use of emerging technology and data helps to enhance our communities and to ensure that residents are able to connect to fast accessible broadband.
101. The investment of £4.4m in 2022-23 continues to focus on key deliverables including the development of the Customer Relationship Management (CRM) system to improve use of data, technology transformation following the "Future Gov" review, development of a new web customer portal, and completion of the data centre migration and refresh of the network infrastructure. Other important projects include IT security compliance, website and intranet replacement, which together with a range of other smaller scale projects completed the focus for the year.
102. Responsibility for delivery of certain elements of the technology and digital services capital investment sits with the shared technology service where there has been a particular focus on the data centre migration to a cloud-computing environment.

Customer Experience - Smart Working Programme

103. The 'modern ways of working' programme relates to projects that enable the council to transform the way it operates, a key element of which is facilitating the ability for employees to work in more flexible and efficient ways, supported by technology. The pandemic saw an acceleration of the programme with investment in remote working technology needed to ensure services were maintained. The remaining focus of the programme has included modernising the council's telephony and audiovisual capabilities that facilitate hybrid working and is a key element to modernising working practices. The spend of £1.7m in 2022-23 leaves a residual budget of £723k, which as activity starts to merge with the main IT investment programme, may see approval sought for the remaining SW budget to be vired to the IT investment programme

HOUSING GENERAL FUND

Asset Management - Housing Renewal

104. Housing Renewal comprises a range of initiatives primarily designed to support people to remain living independently in private sector accommodation through assistance with repairs, improvements and adaptations to their homes. Support is also provided to landlords and property owners to bring their empty properties back into use. This support is provided through the provision of grants and loans and is largely funded through Disabled Facilities Grant (DFG) and the council's own resources. The overall service outturn is £1.6m which is £0.3m higher than forecasted at month 8 (£1.3m). Most of this spend is for services funded by the DFG, with an outturn for 2022-23 of £1.5m; slightly higher than the month 8 projection at £1.2m. The increase in spend was due to corrective action taken by deploying a specialist surveyor that was assigned to the service to help process more DFG applications.
105. In February 2022 Cabinet approved £2m additional resources specifically for the compulsory purchase of empty homes, in addition to the £1.1m per annum available for the programme between 2022 and 2026. This programme is supported by a dedicated surveyor, and following a successful recruitment exercise, a project assistant who is due to start in May 2023.
106. Officers are now in the process of identifying suitable properties to take through the process. As part of this, a campaign has been ongoing through the Council's communication team to inform residents of the increase in the funding offer available to empty property owners. This has included articles in Southwark Life newsletter as well as improvements to the Council's webpages to help raise awareness with the aim of increasing the demand for uptake and reducing empty homes in the borough.

Resident Services - Traveller Sites

107. A comprehensive programme of reconfiguration and improvement works to address health and safety and compliance issues (principally fire safety) at traveller sites has been undertaken and further investment in sites continues. However, delays due to the pandemic have resulted in additional costs, namely prolonged temporary re-housing, storage of mobile homes and residents belongings, along with enhancements to the planned projects as the programme progresses. Fire Safety works at the Brideale and Burnhill sites are close to completion, with the remaining budget of £0.2m expected to be fully spent in 2023-24.

HOUSING INVESTMENT PROGRAMME (HIP)

Overview

108. The HIP forecast spend for 2022-23 was £317m, comprising £101.4m on existing stock, £207.4m on new council homes including acquisitions and site assembly costs and £8.2m on other programmes and represents the largest annual capital investment made by the council. This expenditure has been financed through a combination of £68m revenue funding, £68m of external grants, £55m of S106 receipts and other contributions, £34m of capital receipts (including RTB receipts), leaving a balance of £92m to be met from borrowing.
109. The council is under increasing pressure to address housing investment needs, driven by the need for new homes as well as dealing with its existing stock, in responding to new building and fire safety legislation, the need to maintain decency standards and the climate emergency. The council is facing these challenges during a period of sustained economic downturn and increasing financial uncertainty.
110. In particular, the HIP has been impacted by high levels of construction inflation and significant increases in the cost of borrowing, on which the new homes programme in particular is heavily reliant.
111. Inflationary pressures are having a significant impact on the construction industry and throughout the supply chain. The war in Ukraine, as well as energy and supply issues across the world economy following the pandemic have led to increases in costs, thereby reducing the amount of work that can be done within existing budgets.
112. Following a long period of relative stability from June 2016 to April 2022, PWLB rates, the main source of local authority borrowing, have become extremely volatile. This presents significant financial risks to the council as relatively small changes in interest rates can result in large increases in the cost of borrowing. At the start of this financial year, the PWLB rate for a 50 year fixed maturity loan was 2.42% and closed the year at 4.41%, an increase of 82% in the cost of borrowing compared to the start of the year.

113. Throughout this period, interest rates have been extremely volatile, reaching a peak of 5.51% in September. This volatility creates tremendous uncertainty and increases financial risk for the council in pursuing its ambitious housebuilding programme. In March 2023, the Government announced a new discounted HRA borrowing rate set at 40 basis points below the rate at which local authorities usually borrow from the PWLB. While this is to be welcomed, the uncertainty about the direction of travel for interest rates remains.
114. Over recent months, the council has taken steps to limit new commitments to the new homes scheme beyond those already contractual committed, as the current commitment will exhaust the council's borrowing capability. In addition, the council will review closely the programme on existing stock not least in relation to the Building Safety Act 2022 which will incur significant additional costs both to complete surveys and to fund the costs of works emerging as a result. In the coming months Cabinet will be presented with revised plans for Asset Management that will be cognisant of the financial constraints and uncertainty the council now faces.
115. A revised strategic plan for Southwark Construction which approves the undertaking of a comprehensive review that considers the pipeline of affordable housing supply in the new homes programme was approved by Cabinet in March 2023.

Asset Management

116. Asset management brings together a range of programmes whose primary focus is to meet the investment needs of the existing stock. The programme is undergoing review and a new five year Asset Management Plan is due to be presented to Cabinet shortly. At this transitional stage there are four main strands to the Asset Management Programme:
- Major Works
 - Engineering
 - Building and Fire Safety
 - Decarbonisation
117. The overall programme has been reviewed with schemes assessed as "committed" or "uncommitted". The committed programme is estimated to cost £461m over the next five years. The programme has been funded primarily from within HRA, via the Major Repairs Reserve and direct revenue contributions plus grant funding where available. Borrowing has been avoided to ensure the continued viability of the HRA and provision of services to residents. Although, shown as "committed", there is an estimated shortfall in funding of £75m that needs to be addressed, with limited options to remedy. These may include further deferment of schemes where possible, sale of assets to general capital receipts or seeking additional external sources of funding that are not currently available.

118. The uncommitted programme is estimated to cost £249m and other than for the costs that arose in 2022-23, it is unfunded. These are schemes within Major Works (£177.9m) and Engineering (£70.7m).

Major Works

119. Due to current financial constraints and the requirements of building safety and fire safety legislation, some upcoming major works projects may be delayed. The overall major works programme will be reviewed once the building safety surveying programme is complete and any remedial works identified through that programme will be carried out on a fire and building safety risk priority basis and the major works programme may be adjusted accordingly. Overall spend in 2022-23 was £77.8m
120. The Quality Homes Investment Programme (QHIP) is the principal strand of the major works programme, approved by Cabinet in 2016 (and the successor programme to Warm, Dry, Safe (WDS)) for maintaining and renewing the existing housing stock to ensure it remains in good condition. Spend in 2022-23 was £72.8m, including a full internal works programme incorporating kitchen and bathroom installations.
121. The special schemes programme covers those estates identified as high need/high cost requiring extensive repair and refurbishment. The schemes by their nature are complex and resource intensive and require bespoke funding solutions outside of the main QHIP programme. Spend on these projects during 2022-23 was £2.3m, most of which relates to completion of legacy schemes on the Tustin and Abbeyfield estates.
122. Spend on the remainder of the Major Works programme was £2.7m and comprises legacy Warm, Dry and Safe schemes (£2.2m) and door entry schemes (£0.5m).

Engineering

123. The engineering programme is responsible for maintaining heating and hot water systems and meeting a wide-range of statutory compliance requirements for emergency lighting, lightning protection, firefighting equipment, fire detection systems, asbestos, water safety and lift maintenance. Spend on the engineering programme for 2022-23 was £23.6m.
124. Heating repairs and installations form the largest element of the programme with forecast spend of £9.0m for 2022-23. The remainder of the committed programme comprises capitalisation of repairs (£7.3m), electrical works (£3.1m), fire risk assessment and installation of alarms (£2.5m), lifts (£0.9m), and ventilation systems (£0.7m) and electrical installation condition reports (EICR) (£0.1m).

125. Cabinet agreed a comprehensive Heat Networks Strategy in September 2021 and the installation of Southwark's first water-source heat pumps to Consort, Newington and Wyndham estates was completed in October 2022, providing more consistent heating and hot water to more than 2000 properties, as well as offsetting gas consumption and carbon emissions.
126. A new dedicated team will be set up to deliver the Heat Network Strategy with feasibility studies commencing on poor performing systems in order to set out the best procurement strategy. It is estimated that the team will be recruited and set up by June 2023.

Building and Fire Safety

127. The council is developing its building and fire safety programme in response to new legislation. It is already known that many of the council's existing stock will require safety improvements and potentially costly remediation works, which will put further pressure on an already stretched HIP. The council has entered into a discovery phase that has included the identification and inspection of the 174 high rise (18m+) blocks for combustible cladding and pilot surveys and inspections to provide key information to inform a borough-wide programme of remediation work. Completion of the surveying and remediation work relating to compliance is likely to take at least 5 years.
128. The Building and Fire Safety programme at present has four main elements. These are: fire risk assessment surveys, stock condition surveys, emergency powers and building remediation works. At present the fire safety and building safety teams are engaged in a large programme of survey and inspection work to all the Council's high-rise (over 18m) blocks.
129. This will be further developed through the Building Safety Priority Surveying programme. Until the surveys are completed, the extent of building and fire safety work required for the council's stock is not known but a provisional estimate has been included in the programme for the next five years of £103.0m to cover fire risk assessment surveys (£7.4m), stock condition surveys (£13.1m), emergency powers (£7.5m) and building remediation works (£75.0m).

Decarbonisation

130. The objective of the decarbonisation programme is to bring the housing stock up to a minimum EPC rating of 'C' by 2030. The programme sits along-side other programmes which seek to reduce carbon emissions further through the installation of heat pumps and renewable technologies. The council will continue to seek additional funding from government to support schemes to decarbonise the existing estate.

Southwark Construction- New Homes

131. The council achieved its aim to deliver or start construction on 2,500 new council homes by May 2022. To date 982 new homes have been delivered and a further 2,234 are on site.
132. As a direct result of the significant downturn in the economy, the council has undertaken a comprehensive re-profile of forecast costs across all new housing development schemes to assess affordability within the current funding envelope. This exercise confirmed that all schemes with a contractual commitment remain affordable at present, and will continue to be delivered as planned. These schemes are included in the monitor as 'committed' schemes. As reported through the month 8 capital monitor to cabinet in January 2023, schemes currently categorised as un-committed require funding to be identified before they can proceed.

Other schemes

133. The remainder of the main programme covers a wide range of schemes, with spend of £8.2m for the year. This includes aids and adaptations and major works on individual properties and hostels, legacy regeneration schemes and works carried out on behalf of the council by Leathermarket JMB.

Responding to the climate emergency

134. The HIP includes a wide range of planned projects and initiatives to tackle the climate emergency, including the installation of water source heat pumps to the Consort, Wyndham and Newington estates and plans to extend the programme where feasible. A programme for the initial roll-out of heat meters to approximately 2,000 properties which will help to reduce wastage, lower carbon emissions and provide residents with greater control over costs. The installation of highly efficient condensing boilers continues at pace, with more than 1,500 expected to be installed during the current financial year. Furthermore, old communal ventilation systems are being replaced, which will help to reduce energy usage, reduce condensation and improve air quality in council homes. Officers are also looking at options to extend the combined heat and power provision and exploring external funding opportunities to assist with improving energy efficiency and providing low carbon heating in the council's housing stock.

NEW BIDS (both General Fund and HIP)

135. The Public Switched Telephone Network (PSTN) is a system of analogue circuit-switched telephone lines. The corporation that maintains the telephone infrastructure keeping the national broadband and telephone network connected in the United Kingdom, Openreach, announced that traditional copper-based telephony lines, which includes PSTN lines, would be phased out and eventually deactivated by the end of December 2025.

A number of technologies are dependent on PSTN wiring and will need to be upgraded to deal with this change. For the council, this includes our lift infrastructure and SMART monitor systems.

136. For the General Fund, a programme budget of £4.59m is required at this stage to enable works relating to Telecare (SMART), Council offices, Schools & Nurseries and Highways and CCTV. In some instances we may be able to recover elements of this outlay.
137. For the HRA, work is already underway to modernise systems as part of programmed works, however additional sums may be required and variations will be brought forward as appropriate to future meetings.

Community, equalities (including socio-economic) and health impacts

138. This report monitors expenditure relating to the council's capital programme. Although as a monitoring report this report has been judged to have no direct impact on local people and communities, the expenditure it is reporting reflects plans designed to have an impact on local people and communities. Community impact was considered at the time the projects and programmes were agreed. It is important that resources are efficiently and effectively utilised to support the council's policies and objectives.

Climate change implications

139. This report provides an update on the council's capital programme as a whole and thus has no direct climate change implications. The impact of individual projects and programmes will be considered in line with constitutional requirements as part of the specific decision making and procurement processes.

REASONS FOR URGENCY

140. The council is required to note the outturn capital position on the general fund and housing revenue account in June in order to provide necessary context to the revenue budget setting process for 2024-25 which will commence formally in July 2023. Estimates of capital expenditure in future years, and therefore potential borrowing requirements, will have an impact on revenue budgets.

REASONS FOR LATENESS

141. The statutory deadline for the publication of draft accounts is 31st May 2023. Completion and analysis of the accounts, including capital financing, to inform the capital outturn report necessitates late submission.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Policy and Resources - Capital Programme Update 2022-23 - Month 8	Southwark council Finance and Governance 160 Tooley Street London SE1 2QH	Tim Jones, Departmental Finance Manager
Link (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s111349/Report%20Policy%20and%20Resources%20-%20Capital%20Programme%20Update%202022-23.pdf		

APPENDICES

No.	Title
Appendix A	General fund outturn summary 2022-23
Appendix B	Housing investment programme outturn summary 2022-23
Appendix C	Budget virements and variations at outturn 2022-23
Appendix D	General fund programme detail at outturn 2022-23
Appendix E	New Capital Bids

AUDIT TRAIL

Cabinet Member	Councillor Stephanie Cryan, Communities, Democracy and Finance	
Lead Officer	Clive Palfreyman, Strategic Director, Finance	
Report Author	Tim Jones, Departmental Finance Manager	
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CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Assistant Chief Executive – Governance and Assurance	N/a	N/a
Strategic Director for Finance	N/a	N/a
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	8 June 2022	