



Mayor and Cabinet

Capital Strategy Report

Date: 2 February 2022

Key decision: Yes

Class: Part 1

Ward(s) affected: None Specific

Contributors: Executive Director for Corporate Resources

Outline and recommendations

This report sets out details of the Council's current capital programme for the three years 2022/23 to 2024/25 which informs the Council's Budget for 2022/23.

Mayor and Cabinet are asked to note the current programme projects, budgets and financing and approve the programme for 2022/23 and ask Council to approve the same as part of the setting the 2022/23 Budget.

Timeline of engagement and decision-making

December 2021 – Capital Programme Review to Public Accounts Select Committee

January 2022 – Housing Revenue Budget report to Mayor & Cabinet

January 2022 – Capital Strategy Report to Public Accounts Select Committee

1. Executive Summary

- 1.1 This report sets out details of the Council's current capital programme in the context of the wider Capital Strategy approach and detailed plans for 2022/23 which inform the Treasury Management Strategy and Budget plans.
- 1.2 The capital programme is a three year rolling programme and this report provides a summary and supporting detail for the programmes and projects to which capital resources have been committed and shows the budget for each and how they are financed.
- 1.3 The report includes an analysis showing the breakdown of the three year budget across Council wards.
- 1.4 In addition the report sets out the prior year outturn and also the current year spend and budget for the programmes and projects. A reconciliation showing in year changes to the programme for the current financial year is also provided.

2. Policy Context

- 2.1 The Council's strategy and priorities drive the Budget with changes in resource allocation determined in accordance with policies and strategy. The Council launched its current Corporate Strategy in 2019, with seven corporate priorities as stated below:

2.2 Corporate Priorities

- **Open Lewisham** - Lewisham will be a place where diversity and cultural heritage is recognised as a strength and is celebrated.
- **Tackling the housing crisis** - Everyone has a decent home that is secure and affordable.
- **Giving children and young people the best start in life** - Every child has access to an outstanding and inspiring education, and is given the support they need to keep them safe, well and able to achieve their full potential.
- **Building an inclusive local economy** - Everyone can access high-quality job opportunities, with decent pay and security in our thriving and inclusive local economy.
- **Delivering and defending health, social care and support** - Ensuring everyone receives the health, mental health, social care and support services they need.
- **Making Lewisham greener** - Everyone enjoys our green spaces, and benefits from a healthy environment as we work to protect and improve our local environment.
- **Building safer communities** - Every resident feels safe and secure living here as we work together towards a borough free from the fear of crime.

- 2.3 Values are critical to the Council's role as an employer, regulator, and securer of services and steward of public funds. The Council's values shape interactions and behaviours across the organisational hierarchy, between officers, and members, between the council and partners and between the council and citizens. In delivering our duties, we are guided by the Council's four core values:

- We put service to the public first
- We respect all people and all communities
- We invest in employees
- We are open, honest, and fair in all we do.

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3. Recommendations

- 3.1 Mayor and Cabinet:
- 3.2 notes the 2021/22 Capital Programme monitoring position in this report and any Public Accounts Select Committee comments from their meeting of the 27 January;
- 3.3 recommends that Council approves the 2022/23 to 2024/25 Capital Programme of £600.4m, as set out in this report and supporting Appendices.

4. Background

Capital Programme

- 4.1 Capital expenditure is distinct from revenue expenditure in that it covers expenditure on items such as land and buildings that results in a tangible asset that can be classified as such on the Council's balance sheet.
- 4.2 The capital programme encompasses the range of physical assets the Council holds. The investment assets the Council holds are addressed separately in the Treasury Management Strategy. The capital programme therefore reflects budgets and expenditure on the Council's many physical assets such as housing, schools, roads, major infrastructure projects as well as cultural buildings such as the Broadway Theatre, libraries and leisure centres. These assets are held within one of two funds – the General Fund for the majority of asset types and the Housing Revenue Account (HRA) for social housing stock.
- 4.3 The Council sets its detailed Capital Programme over a three year period based on secured (e.g. grant) and affordable (e.g. level of borrowing) funding. This is because the nature of the projects and programmes mean that the associated expenditure is incurred over a number of years rather than in a single financial year.
- 4.4 Financial monitoring of the programme is carried out in a similar way to the revenue budget monitoring and reported to Mayor & Cabinet (M&C) as part of the periodic Financial Forecasts Report and at year end through the Outturn Report. Financial monitoring together with programme / project delivery is managed through a number of boards as set out in section 8.

Capital Strategy

- 4.5 The CIPFA 2017 Prudential Borrowing and Treasury Management Code required all local authorities to produce a capital strategy to provide an overview of how capital spend will support services, the associated risks are being managed, and the impact for future financial sustainability.
- 4.6 The current capital strategy is underpinned with the prudent approach of only committing to schemes once the financial resources are confirmed and robust due diligence has been undertaken on the delivery plans through effective project management disciplines. This underpins the three year rolling plan presented here to support the 2022/23 budget.
- 4.7 The general fund projects in the programme mean it is fully committed at present with a focus on meeting statutory safety obligations and improving the place through investment in the provision of housing for temporary accommodation, public spaces, schools, and the Council's community buildings. This capacity constraint will remain until new grants are identified, non-strategic assets are sold to generate receipts, or additional revenue funds can be committed to support investment or fund borrowing. Work is underway to develop these plans and create headroom to invest in new priorities through the Asset Optimisation budget theme.

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- 4.8 The larger focus of the capital programme at present is on the HRA with significant medium and long term plans for safety and stock condition works on current housing stock and the (re)-development on land owned or acquired by the Council to provide new social housing and homes – the Building for Lewisham programme.
- 4.9 Lewisham Homes, the Council's wholly owned subsidiary, are responsible for ensuring council owned stock under their management is brought up to and maintained to a decent homes level, covering both internal and external works. This work includes the recent focus on needing to incorporate fire safety works and address damp issues highlighted in some buildings. The prioritisation of works is informed by the recent stock condition survey of the whole estate which is currently estimated to require investment of £967.5m (before inflation and fees) over the next 30 years, with a significant proportion (around a third of this total) in the next five years.
- 4.10 In January 2020, the Mayor and Cabinet approved plans to advance and expand the Council's housebuilding programme to deliver on the corporate objectives set for the 2018 to 2022 period. This is the Building for Lewisham programme. This includes developing a number of infill sites as well as major strategic projects for Ladywell, the Achilles Street Estate, and Catford. In addition, with the support of Greater London Authority (GLA) grant secured, the Council is also undertaking an acquisitions programme to deliver more social homes in the Borough. Within the HRA to date, 199 social homes have been completed since 2018 with a further 779 forecast to be complete or under construction by the end of the financial year. In addition, plans for a further 344 new homes across a mix of tenures as the programme continues and a number of acquisitions are in train.
- 4.11 The capital strategy will ensure existing assets are maintained in an effective manner to enable Council services to be provided from appropriate locations in a safe and economical manner. In respect of the HRA it will provide much needed security through affordable housing to a significant number of families resident in the Borough. In addition, these new homes will provide additional council tax revenues to support the cost of providing services to residents and the community.
- 4.12 The key risks to the capital strategy are: 1) slippage in the face of rising costs adds to the financial pressure on the available resources, 2) future rents or running costs of the assets within their useful life do not match the business case assumptions leading to a funding gap, and 3) the ability to create the investment capacity to help deliver the Council strategic priorities, such as the commitment to zero-carbon by 2030.
- 4.13 These risks are mitigated with a significant governance and project management approach to overseeing delivery of the capital programme reporting regularly to senior management and Members on progress. Extensive lobbying and bidding for additional resources to partners and government and engagement with the Borough's residents to support the ambition to live and work in a sustainable manner. Detailed financial modelling, consulted on and reviewed with third party experts, with regular updates of the assumptions and progress on the schemes through the monitoring arrangements to assess the continued financial sustainability of the programme. These financial considerations are supported by appropriate and prudent accounting policies in respect of financing, valuation, and depreciation of these assets which are externally audited annually as part of the Councils financial statements.

5. Capital Programme 2022/23 to 2024/25

- 5.1 The three year programme for 2022/23 to 2024/25 builds on the existing programme and its delivery for 2021/22. The following table sets out a summarised version of the current three year programme. A more detailed breakdown of projects and programmes is included as Appendix 1.

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Programme Area	Budget					3 Year Total
	2021/22	2022/23	2023/24	2024/25		
	£m	£m	£m	£m	£m	
Leisure, CCTV & Other Community Misc	4.7	0.2	0.0	0.0	0.2	
Corporate - ICT	0.6	0.5	0.0	0.0	0.5	
Schools & Other CYP	11.8	11.5	0.9	0.0	12.4	
Asset Management & Major Schemes	17.8	17.0	13.1	0.0	30.1	
Housing - Land Assembly & Temporary Accommodation (General Fund)	29.6	5.4	9.3	0.0	14.7	
Housing Grants - Disabled & Other Grants (General Fund)	1.9	0.6	0.6	0.0	1.2	
Sub Total General Fund	66.4	35.2	23.9	0.0	59.1	
Building For Lewisham Programme (BfL)	50.2	121.2	129.3	67.5	318.0	
Decent Homes Programme	57.8	83.4	62.9	64.1	210.4	
Housing Management System	1.3	1.2	0.0	0.0	1.2	
Other Schemes	6.5	3.8	3.9	4.0	11.7	
Sub Total HRA Programme	115.8	209.6	196.1	135.6	541.3	
TOTAL PROGRAMME	182.2	244.8	220.0	135.6	600.4	

- 5.2 The capital programme is periodically updated throughout the year for changes to the budget and these are split over the three year period. These changes can include the addition of prior year underspends arising during the closing of accounts process, new projects being added to the programme, and the removal of residual redundant budgets on completed projects. In addition, project slippage and the receipt of updated information feeding into the budget forecast may mean that budgets are slipped from the current year to a future year or in some cases brought forward where a project is ahead of schedule.
- 5.3 An exercise to review the budget profile for a number of general fund projects was completed in December 2021 which led to a number of changes on the budget split over the three year programme period. A detailed list of the changes made is shown in Appendix 3. A similar exercise is underway for the HRA programme with the 2021/22 slippage rolled into the 2022/23 budget pending this work being completed.
- 5.4 With the growth in scale and complexity of the programme since 2019, principally through the HRA to reflect the extended stock condition and safety works and new housing supply in Building for Lewisham, it is clear from the recent review that more regular and dynamic reprofiling will need to be undertaken. This is to ensure effective delivery and financial monitoring to respond to the scale and complexity of the programme and deal with current and ongoing challenges it faces. A key challenge behind delays in 2020 and 2021 to projects has been the Covid-19 pandemic, which in some cases has led to increased costs placing significant pressure on already constrained resources. This is causing the need to continually re-appraise the allocation of limited capital resources to meet corporate priorities.
- 5.5 The three year capital programme reflects projects and programmes across the borough. An analysis of the programme by ward has been carried out and is shown in the following table. Some budgets cannot readily be identified against a single ward as they

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may be being held at a high programme level and not yet specifically allocated to a particular project. For example amounts have been set aside for HRA condition works but not allocated to specific sites.

LBL 3-Year Capital Programme 2021-2024 By Ward

	HRA	GF	Schools	Total
	£m	£m	£m	
Bellingham	-	4.4	3.8	8.2
Blackheath	-	0.3	0.1	0.4
Brockley	-	1.2	2.3	3.5
Catford South	-	0.8	0.7	1.4
Crofton Park	-	0.7	0.2	0.9
Downham	-	1.9	0.4	2.3
Evelyn	-	12.8	1.4	14.2
Forest Hill	-	2.7	0.3	3.0
Grove Park	-	-	0.2	0.2
Ladywell	-	-	-	-
Lee Green	-	-	0.0	0.0
Lewisham Central	72.6	13.7	0.5	86.8
New Cross	38.8	7.1	-	45.9
Perry Vale	-	8.2	9.4	17.6
Rushey Green	-	19.5	0.5	20.0
Sydenham	-	0.1	0.0	0.1
Telegraph Hill	-	-	0.4	0.4
Whitefoot	-	1.1	0.3	1.4
<i>Borough wide</i>	<i>349.0</i>	<i>23.6</i>	<i>3.5</i>	<i>376.1</i>
Total	460.4	97.9	24.0	582.3

6. Financing The Capital Programme

6.1 The following table sets out a summarised version of how the programme is financed broken down by year. A more detailed breakdown is contained in Appendix 2.

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RESOURCES	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	3 year Total £m
GENERAL FUND					
RTB Receipts	3.3	1.7	1.2	0.0	2.9
Capital Receipts & reserves, Corporate Provisions & Reserves	18.0	9.6	6.5	0.0	16.1
Grants / Contributions	7.4	3.9	2.6	0.0	6.5
S106 (Grant)	8.6	4.6	3.1	0.0	7.7
Schools PfS Grant	9.8	5.2	3.5	0.0	8.7
Prudential Borrowing	19.3	10.2	7.0	0.0	17.2
Total GF Resources	66.4	35.2	23.9	0.0	59.1
HOUSING REVENUE ACCOUNT					
Prudential Borrowing	26.1	109.4	140.0	69.7	319.1
Grants	3.0	40.2	15.8	19.2	75.2
RTB Receipts	0.7	9.1	13.5	4.4	27.0
Sale Receipts	0.0	3.5	1.1	16.9	21.5
Other Receipts	0.0	20.0	0.0	0.0	20.0
Reserves / Revenue / MRR	86.0	27.4	25.7	25.4	462.8
Total HRA Resources	115.8	209.6	196.1	135.6	541.3
TOTAL RESOURCES	182.2	244.8	220.0	135.6	600.4

6.2 As can be seen from the table above the Capital Programme is financed through the following funding sources.

- HRA Reserves
- Right to buy capital receipts
- Capital receipts, capital reserves and funding from corporate provisions and reserves
- Specific Grants
- Section 106 / Community Infrastructure Levy (CIL)
- Prudential Borrowing

6.3 HRA Reserves are the balances ring fenced to the HRA generated from it is operations since inception. They are held to fund 1) existing stock maintenance and improvement works and 2) redevelopment and investment in new homes.

6.4 Right to buy capital receipts are received from the sale of council housing. The calculation and application of the receipts are subject to relatively complex rules set by government. An element of the receipts are held unconditionally and can be used to fund HRA and general fund capital expenditure, an element of the receipt is paid to government and an element of the receipt can be held by the Council to replace housing stock on a one for one basis – these are known as “one for one receipts”. One for one receipts must be spent within five years and can only fund 40% of the cost of a new home. These rules have only recently changed and previously the percentage was 30%.

6.5 Capital receipts and capital reserves can be used to fund general fund projects and are distinct from HRA ring-fenced receipts and reserves. Such receipts come from the disposal of general fund assets. In addition there is funding from corporate provisions and reserves where corporate funding has been specifically earmarked for certain projects such as highways and footways. The allocation of corporate funds to capital from revenue reduces the available annual revenue budget for services. The larger the capital programme the more savings needed and the smaller service budgets will be.

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Currently the total available from existing reserves, earmarked funding, and known future disposals is fully allocated to the programme.

- 6.6 Specific grants e.g. Department of Education schools condition funding and funding from the Greater London Authority.
- 6.7 S106 funding refers to funding received from developers towards the costs of providing community and social infrastructure and which makes the planning application acceptable. Currently £16.7m of the total S106 funding received has been allocated to capital projects.
- 6.8 Some projects and programmes require funding from prudential borrowing. Such projects are usually required to demonstrate a positive payback of the required borrowing and interest costs over a certain period. In the case of housing schemes this is usually from rents over a 40 year period.

7. Current and Prior Year Capital Programme Budget And Spend

- 7.1 Progress in delivering the Capital Programme is regularly reported to Mayor & Cabinet and the Public Accounts Select Committee throughout the financial year.

Financial Year 2020/21

- 7.2 For financial year 2020/21 there was overall expenditure of £120.1m representing 70% of the revised budget of £171.6m. These amounts can be split between general fund and HRA. For general fund there was expenditure of £58m representing 82% of the revised budget of £70.4m. For the HRA there was £62.1m expenditure representing 61% of the revised budget of £101.2m. These amounts are shown in the following table and a more detailed breakdown of the spend across the programme is detailed in Appendix 5.

2020/21 Capital Programme	Revised Budget (M&C Feb 20)	Revised Budget Mar 2021	Spend to 31 Mar 2021	% Spent to Date (Revised Budget)
General Fund	63.2	70.4	58.0	82%
Housing Revenue Account	100.4	101.2	62.1	61%
Total Capital Programme	163.6	171.6	120.1	70%

Financial Year 2021/22

- 7.3 For the current financial year 2021/22 as at the end of October 2021 there had been overall expenditure of £56.7m representing 31% of the revised budget of £182.2m. These amounts can be split between general fund and HRA. For general fund there was expenditure of £18.6m representing 28% of the revised budget of £66.4m. For HRA there was £38.1m expenditure representing 33% of the current revised budget of £115.8m. These amounts are shown in the following table and a more detailed breakdown of the spend across the programme is detailed in Appendix 4.

2021/22 Capital Programme	Revised Budget (M&C Feb 21)	Revised Budget Proposed Oct 2021	Spend to P7 31 Oct' 2021	Spent to Date (Revised Budget)
General Fund	70.3	66.4	18.6	28%
Housing Revenue Account	114.0	115.8	38.1	33%
Total Capital Programme	184.3	182.2	56.7	31%

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- 7.4 As stated earlier in this report, unspent budgets for ongoing capital programmes and projects are rolled forward at year end and a re-profiling exercise has been undertaken to provide budgets that will more accurately reflect expenditure for the three year period. A number of general fund budgets have been re-profiled as a result of this work but the exercise is not yet completed for the HRA. Once completed this is likely to result in some budgets being re-profiled from 2022/23 to future years and this should in turn provide a more accurate percentage of spend to date in future monitoring reports.
- 7.5 The most significant impact on spend that impacted on the amount carried forward for 2020/21, together with the need to re-profile budgets for 2021/22, has been in relation to the Covid-19 pandemic which was in turn compounded the impacts of Brexit. Construction works were paused at stages through the lockdowns of 2020 and 2021. Construction activity re-started but at a reduced capacity due to social distancing requirements. There have also been widespread labour and material shortages which have continued to impact on the pace of delivery and driven up costs, as evidenced by rising inflation and more recently interest rates as well.
- 7.6 The capital programme will be rolled forward to future years to recover the delivery ambition and has been re-profiled to account for the challenges over the last 18 months as well as considering the current market challenges in relation to labour and materials.
- 7.7 Importantly substantial external funding has been secured to support the delivery of the Council's Capital Programme including Brownfield Land Release Fund, GLA (various funding streams) and NHS contributions. Schools capital funding for Special Education Needs places is also increasing for 2022/23 following the announcements in the provision local government settlement. Plans for committing these are being prepared.

8. Capital Programme Delivery

- 8.1 The Capital Programme is managed through a number of boards as follows:
- The Regeneration Board has overall oversight of the Capital Programme strategy
 - The Regeneration & Capital Programme Delivery Board (RCPDB) reviews and agrees project initiation documents (PIDs) and delivery of existing projects picking up on any project/programme slippage. This board primarily focusses on general fund projects which includes those housing schemes within the general fund such as those relating to temporary accommodation and land assembly.
 - The Officer New Homes Programme Board (ONHPB) focuses on housing projects and has overall oversight of the Building for Lewisham programme.
 - The Childrens and Young People Capital Strategy Board has oversight of schools and other CYP programmes and projects together with their related funding.
- 8.2 Programmes and projects follow a number of standard processes and documentation.
- 8.3 For General Fund projects a Project Initiation Document (PID) must be completed that sets out the details of the project and this needs to be approved at the RCPDB before a budget or expenditure code is allocated.
- 8.4 Where necessary a report must be prepared for M&C to agree the project, the budgets and financing.
- 8.5 ONHPB provide oversight for housing projects that are delivered by Lewisham Homes as the Council's delivery agent. Where necessary reports are prepared for M&C to agree projects, budgets and financing.
- 8.6 Once the project is agreed a regular highlight report is required to update the RCPDB or

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ONHPB on progress. At the completion of a project a closure report is completed for consideration by RCPDB or ONHPB.

8.7 A review of the governance structure is currently underway with a view to strengthening the links between the boards so that the Regeneration Capital Board has a clearer oversight of the other boards feeding into it. Revisions to the governance structure will further ensure:

- Comprehensive oversight over the capital programme
- Alignment of capital resources with corporate priorities
- A robust approach to programme management
- Formal oversight of regular re-profiling change requests.

9. Financial Implications

9.1 This report concerns the Councils three year capital programme for 2022/23 to 2024/25 financial years. Therefore, any financial implications are contained within the body of the report.

10. Legal Implications

Balanced Budget

10.1 In accordance with the Local Government Act 1992 the Council must set its Council Tax for 2022/2023 before 11 March 2022. By law it may not set the Council Tax before receipt of confirmation of the precept from the precepting authority, the GLA which is anticipated on 24 February. A report will be prepared for the Council meeting on 2 March 2022 on the basis of indications from the GLA but the report will be despatched before their final decision. The Executive Director for Corporate Resources will update the Council accordingly before it makes its decision.

10.2 Following the introduction of the Local Authorities (Standing Orders)(Amendment) Regulations 2014 the Council's Constitution was amended to require that when the Council votes on key budget and Council Tax decisions, the vote must be recorded. This requirement will apply when the Council meets to set the Council Tax.

10.3 Members have a duty to ensure that the Council acts lawfully. It must set and maintain a balanced budget each year. The Council must take steps to deal with any projected overspends and identify cuts or other measures to bring the budget under control. If the Capital Programme is overspending, this may be brought back into line through cuts, slippage, or contributions from revenue. The proposals in this report are designed to produce a balanced budget in 2021/22.

10.4 In this context, Members are reminded of their fiduciary duty to the Council Tax payer, effectively to act as trustee of the Council's resources and to ensure proper custodianship of Council funds.

Capital Programme

10.5 Generally, only expenditure relating to tangible assets (e.g. roads, buildings or other structures, plant, machinery, apparatus and vehicles) can be regarded as capital expenditure. (Section 16 Local Government Act 2003 and regulations made under it).

10.6 The Local Government Act 2003 introduced a prudential system of financial control, replacing a system of credit approvals with a system whereby local authorities are free to borrow or invest so long as their capital spending plans are affordable, prudent, and sustainable. Authorities are required to determine and keep under review how much they can afford to borrow having regard to CIPFA's Prudential Code of Capital Finance in

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Local Authorities. The Code requires that in making borrowing and investment decisions, the Council is to take account of affordability, prudence, and sustainability, value for money, stewardship of assets, service objectives, and practicality.

- 10.7 Section 11 Local Government Act 2003 allows for regulations to be made requiring an amount equal to the whole or any part of a capital receipt to be paid to the Secretary of State. Since April 2013, there has been no requirement to set aside capital receipts on housing land (SI2013/476). For right to buy receipts, the Council can retain 25% of the net receipt (after taking off transaction costs) and is then entitled to enter an agreement with the Secretary of State to fund replacement homes with the balance. Conditions on the use of the balance of the receipts are that spending has to happen within three years and that 70% of the funding needs to come from Council revenue or borrowing. If the funding is not used within three years, it has to be paid to the Ministry of Housing, Communities and Local Government, with interest. In London, the monies are then transferred to the GLA. However, the Council has entered into an agreement with the GLA where the GLA has agreed in principle that all monies received from central government arising from right to buy disposals in Lewisham will be ring fenced and made available to the Council as social housing grant.

11. Crime and Disorder, Climate and Environment Implications

- 11.1 There are no specific crime and disorder act or climate and environment implications directly arising from this report.

12. Equalities Implications

- 12.1 The Equality Act 2010 (the Act) introduced the public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 12.2 In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.
- 12.3 The duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the Mayor and Cabinet, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations. Assessing the potential impact on equality of proposed changes to policies, procedures and practices is one of the key ways in which the Council can demonstrate that they have had ‘due regard’.
- 12.4 The Equality and Human Rights Commission issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled “Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice”. The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with services and public functions. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can

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be found at: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>

- 12.5 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
1. The essential guide to the public sector equality duty
 2. Meeting the equality duty in policy and decision-making
 3. Engagement and the equality duty
 4. Equality objectives and the equality duty
 5. Equality information and the equality duty
- 12.6 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties, and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>
- 12.7 The EHRC has also issued Guidance entitled “Making Fair Financial Decisions”. It appears at Appendix Y9 and attention is drawn to its contents.
- 12.8 Assessing impact on equality is not an end to itself and it should be tailored to, and be proportionate to, the decision being made. Whether it is proportionate for the Council to conduct an Equalities Analysis Assessment of the impact on equality of a financial decision or not depends on its relevance to the Authority’s particular function and its likely impact on people from protected groups, including staff.
- 12.9 Where proposals are anticipated to have an impact on staffing levels, it will be subject to consultation as stipulated within the Council’s Employment/Change Management policies, and services will be required to undertake an Equalities Analysis Assessment (EAA) as part of their restructuring process.
- 12.10 It is also important to note that the Council is subject to the Human Rights Act, and should therefore, also consider the potential impact their particular decisions could have on human rights. Where particular cuts have such implications, they must be dealt with and considered in relation to those particular proposals before any final decision is made.

13. Background Papers

Short Title of Report	Date	Location	Contact
2021/22 Budget	3 March 2021	Council	David Austin
Financial Monitoring	8 December 2021	M&C	David Austin
Capital Programme	1 December 2021	PASC	David Austin
HRA Budget	12 January 2021	M&C	David Austin

14. Report Author and Contact

David Austin, Director of Finance at david.austin@lewisham.gov.uk

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APPENDIX 1 – Capital Programme Major Projects Budget 2021/22 and three Year Programme Budget 2022/23 to 2024/25

Major Programmes & Projects	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	3 year Total £m
GENERAL FUND					
CCTV Modernisation	1.1	0.0	0.0	0.0	0.0
Leisure Schemes	3.6	0.2	0.0	0.0	0.2
Schools - School Places Programme	7.2	6.0	0.9	0.0	6.9
Schools – Other (Inc. Minor) Capital Works	4.6	4.0	0.0	0.0	4.0
Schools - Unallocated	0.0	1.5	0.0	0.0	1.5
Highways & Bridges – TfL	1.5	0.0	0.0	0.0	0.0
Highways & Bridges – LBL	4.1	3.1	0.0	0.0	3.1
Asset Management Programme	1.3	1.7	2.0	0.0	3.7
Other AMP Schemes	1.7	1.4	0.0	0.0	1.4
Unallocated AMP	0.0	0.8	0.6	0.0	1.4
Broadway Theatre	2.0	4.8	0.2	0.0	5.0
Catford Phase 1 – Thomas Lane Yard/ CCC	0.6	1.3	1.3	0.0	2.6
Catford Station Improvements	0.1	0.5	0.9	0.0	1.4
Travellers Site Relocation	0.1	1.0	2.7	0.0	3.7
Lewisham Gateway (Phase 2)	3.5	0.0	4.8	0.0	4.8
Beckenham Place Park (Inc. Eastern Part)	0.4	0.9	0.6	0.0	1.5
Catford Town Centre	0.2	0.8	0.0	0.0	0.8
Milford Towers Decant	0.3	0.3	3.4	0.0	3.7
Deptford Southern Sites Regeneration	0.3	0.0	2.2	0.0	2.2
Edward St. Development	12.0	0.0	0.0	0.0	0.0
Lewisham Homes – Property Acquisition	3.0	0.0	0.0	0.0	0.0
Achilles St Development	1.0	0.0	3.6	0.0	3.6
Place Ladywell	0.8	0.8	0.0	0.0	0.8
Temporary Accommodation - Mayow Rd	7.0	1.1	0.1	0.0	1.2
Temporary Accommodation - Canonbie Rd	1.8	0.3	0.0	0.0	0.3
Temporary Accommodation - Sydney Arms	1.0	0.0	0.0	0.0	0.0
Temporary Accommodation - Morton House	0.6	1.0	0.0	0.0	1.0
Temporary Accommodation - Manor Avenue	0.3	0.9	0.0	0.0	0.9
Disabled Facilities Grant	1.3	0.0	0.0	0.0	0.0
Private Sector Grants and Loans	0.6	0.6	0.6	0.0	1.2
Other General Fund Housing Schemes	1.5	1.0	0.0	0.0	1.0
Other Miscellaneous Schemes	2.9	1.2	0.0	0.0	1.2
TOTAL GENERAL FUND	66.4	35.2	23.9	0.0	59.1
HOUSING REVENUE ACCOUNT					
Building For Lewisham Programme (BfL)	50.2	121.2	129.3	67.5	318.0
Decent Homes Programme	57.8	83.4	62.9	64.1	210.4
Housing Management System	1.3	1.2	0.0	0.0	1.2
Other Schemes	6.5	3.8	3.9	4.0	11.7
TOTAL HRA PROGRAMME	115.8	209.6	196.1	135.6	541.3
TOTAL PROGRAMME	182.2	244.8	220.0	135.6	600.4

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APPENDIX 2 – Capital Programme Major Projects Financing 2021/22 and three Year Programme Financing 2022/23 to 2024/25

Major Programmes & Projects	HRA Revenue Contribution	Sale & Other Receipts	RTB Receipts	Capital Receipts & reserves, Corporate Provisions & Reserves	Grants / Contributions	S106 (Grant)	Schools PFS Grant	Prudential Borrowing	FINANCING TOTAL 21/22 TO 24/25 (4 YEARS)
	£m	£m	£m	£m	£m	£m	£m	£m	£m
GENERAL FUND									
CCTV Modernisation	0	0	0	0	1.1	0	0	0	1.1
Leisure Schemes	0	0	0	0	3.1	0.4	0	0.3	3.8
Schools - School Places Programme	0	0	0	0	0	0.7	13.5	0	14.2
Schools – Other (Inc. Minor) Capital Works	0	0	0	0.7	1.9	0.2	5.0	0.9	8.7
Schools - Unallocated	0	0	0	1.5	0	0	0	0	1.5
Highways & Bridges – TfL	0	0	0	0	1.5	0	0	0	1.5
Highways & Bridges – LBL	0	0	0.1	6.2	0.1	0.7	0	0	7.1
Asset Management Programme	0	0	0	4.5	0	0	0	0.5	5.0
Other AMP Schemes	0	0	0	1.5	0.2	0	0	1.5	3.2
Unallocated AMP	0	0	0	1.4	0	0	0	0	1.4
Broadway Theatre	0	0	0	6.7	0	0	0	0.3	7.0
Catford Phase 1 – Thomas Lane Yard/ CCC	0	0	0	1.6	1.6	0	0	0	3.2
Catford Station Improvements	0	0	0	0	0	1.5	0	0	1.5
Travellers Site Relocation	0	0	0	0.7	0.4	2.7	0	0	3.8
Lewisham Gateway (Phase 2)	0	0	0	0	0.6	7.6	0	0	8.2
Beckenham Place Park (Inc. Eastern Part)	0	0	0	1.9	0	0	0	0	1.9
Catford Town Centre	0	0	0	0	0	0	0	1.0	1.0
Milford Towers Decant	0	0	0	0.5	0	0	0	3.5	4.0
Deptford Southern Sites Regeneration	0	0	2.5	0	0	0	0	0	2.5
Edward St. Development	0	0	0	0	0	0	0	12.0	12.0
Lewisham Homes – Property Acquisition	0	0	0	0	0	0	0	3.0	3.0
Achilles St Development	0	0	0	0.5	0	0.9	0	3.1	4.5
Place Ladywell	0	0	0	0	0	0	0	1.6	1.6
Temporary Accommodation - Mayow Rd	0	0	1.5	0	0.6	0.5	0	5.5	8.1
Temporary Accommodation - Canonbie Rd	0	0	0	0.8	0	0	0	1.2	2.0
Temporary Accommodation - Sydney Arms	0	0	0	0	0	0	0	1.0	1.0
Temporary Accommodation - Morton House	0	0	1.6	0	0	0	0	0	1.6
Temporary Accommodation - Manor Avenue	0	0	0.5	0	0	0	0	0.7	1.2
Disabled Facilities Grant	0	0	0	0	1.3	0	0	0	1.3
Private Sector Grants and Loans	0	0	0	1.7	0.1	0	0	0	1.8
Other General Fund Housing Schemes	0	0	0	2.2	0	0.2	0	0	2.4
Other Miscellaneous Schemes	0	0	0	1.5	1.4	0.9	0	0.4	4.2
TOTAL GENERAL FUND	0.0	0.0	6.2	33.9	13.9	16.3	18.5	36.5	125.3
HOUSING REVENUE ACCOUNT									0
Building For Lewisham Programme (BfL)	0	0	0	0	0	0	0	0	0
Decent Homes Programme	0	0	0	0	0	0	0	0	0
Housing Management System	0	0	0	0	0	0	0	0	0
Other Schemes	0	0	0	0	0	0	0	0	0
TOTAL HRA PROGRAMME	0.0	41.5	27.7	164.5	78.2	0.0	0.0	345.2	657.1
TOTAL PROGRAMME	0.0	41.5	33.9	198.4	92.1	16.3	18.5	381.7	782.4

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APPENDIX 3 – Capital Programme Revised 2021/22 Budget

Adjustments Made to the 2021/22 Capital Budget since Budget Report to M&C in Feb 21

	£`m
APPROVED CAPITAL PROGRAMME BUDGET- 21/22	
M&C – February, 2021 as per Budget Report	184.30
Underspends carried-forward from 20/21	6.10
	<hr/> 190.40
New Schemes Post Budget Report	
Schools Minor Works Programme 2021	4.20
TfL Programme 21-22	0.40
Riverside Youth Club Development Project	1.30
Temporary Accommodation - Manor Conversion	1.20
Asset Review - development and site appraisals	0.10
Asset Review - miscellaneous assets	0.10
Amersham and Northover Residential Conversion	0.90
Leisure strategy- The Wavelengths & Bellingham Leisure centres	0.60
Commercial Estate Investment	0.10
120 Rushey Green- Meliot Centre Relocation	0.10
Wavelengths Leisure Pool	0.80
Evelyn Green MUGA and Park Improvements	0.40
Folkestone Gardens Play Improvements	0.20
Public Sector Decarbonisation Scheme(PSDS)- Corporate Sites Project	2.76
Buy Back Lewisham`s ex- council homes	4.72
	<hr/> 17.88
Increase in HRA- Schemes Post Budget Report	
General Capital & Decent Homes Programme	38.80
Reduction in HRA Programme	-47.50
Re-profiled Schemes	
Re-profiled HRA Schemes	9.60
Holbeach Road Improvement Works	-0.60
Achilles Street - Development (Design Work)	2.40
Aids & Adaptations	-0.10
Old Town Hall - Repairs & Refurb.	0.83
Edward Street Development (PLACE / Deptford)	0.30
Catford Town Centre - Phase 1	0.90
Laurence House Customer Service Centre and Library Refurbishment	0.50
Broadway Theatre - Works	0.20
2016 & 2017 PPP Ashmead School	-0.28
2016 Programme Costs	-0.11
Watergate School	-1.77
Private Sector Grants - Discretionary Grants	-1.33
MOVE - PLACE/Ladywell (1000 Homes Programme)	-1.34
Excalibur Phases 3	0.28
Greenvale school	-2.45
Fleet Vehicle Replacement 2019/20 & Future Programme	-1.58

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Glass Mill Soft Play	-0.27	
Riverside Youth Club Development Project	-1.20	
Brockley Rise Adult Learning Centre frontage works	-0.11	
Wearside Depot - Changing facility	-0.10	
Civic Suite - Refurbishment and Improvement Project	-0.60	
Lewisham Library - Repairs & Refurb.	-0.54	
Refurbishment of 43-45 Bromley Road	-0.03	
Amersham and Northover Residential Conversion	-0.85	
Developing 2 Year Old Childcare Provision	-0.17	
Education Catering Investment (UFSM)	0.02	
CYP - Schools CERA	-1.87	
2021 Schools Minor Works	-0.60	
2020 Schools Minor Works	-0.31	
2018 Schools Minor Works	-0.18	
Asset Management Programme	-2.63	
Leisure strategy- The Wavelengths & Bellingham Leisure centres	-0.60	
Catford Town Centre	-0.77	
Improvements to Calabash Centre	-0.05	
Asset Review - development and site appraisals	-0.05	
Asset Review - miscellaneous assets	-0.10	
Commercial Estate Investment	-0.15	
Travellers Site Relocation	-3.70	
Beckenham Place Park - Eastern Part	-1.50	
Cash Incentive Scheme	-0.11	
Broadway Theatre - Works	-3.30	
Thomas Lane Yard and the Catford Constitution Club'(CCC)	0.02	
Temporary Accommodation Conversions-Morton House	-0.90	
Catford Station Improvement	-0.32	
TFL Programme	1.07	
SMWP 2020	0.30	
PLACE Refurbishment	-0.55	
Temporary Accommodation - Manor Conversion	-0.91	
Creekside	-0.50	
		-16.11
Completed Projects		
Chiddingstone Improvement Works	-0.13	
Heathside & Lethbridge - Partnership Works (Phase 6)	-0.26	
9 - 19 Rushey Green (1000 Homes Prog.)	-0.25	
Acquisition of homes in inner LHA Area (Phoenix Acquisitions)	-0.27	
New Homes , Better Places - Greystead Estate and Fairlawn school	-0.01	
Acquisition - Hostels Programme - Ladywell Pop-Up Village	-0.01	
Acquisition & conversion of 118 Canonbie Road and Hamilton Lodge.and 354 , Stanstead Rd	-0.57	
Roundings	0.23	
		-1.27
Revised Capital Programme Budget 21/22		182.20

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APPENDIX 4 – Capital Programme Spend 2021/22 as at October 2021

2021/22 Capital Programme Major Programmes & Projects	Revised Budget (M&C Feb 21)	Revised Budget Proposed Dec 2021	Spend to 31 Oct 2021	Spent to Date (Revised Budget)
	£'m	£'m	£'m	%
GENERAL FUND				
CCTV Modernisation	0.5	1.1	0.5	45%
Leisure Schemes	0	3.6	0	0%
Schools - School Places Programme	8.8	7.2	3.8	53%
Schools – Other (Inc. Minor) Capital Works	1.7	4.6	1.0	22%
Schools - Unallocated	1.6	0	0	0%
Highways & Bridges – TfL	0.8	1.5	0.3	20%
Highways & Bridges – LBL	2.5	4.1	0.1	2%
Asset Management Programme	1.3	1.3	0.2	15%
Other AMP Schemes	0.9	1.7	0.5	29%
Unallocated AMP	1.5	0	0	0%
Broadway Theatre	4.8	2.0	0.4	20%
Catford Phase 1 – Thomas Lane Yard/ CCC	0.6	0.6	0.3	50%
Catford Station Improvements	0.3	0.1	0	0%
Travellers Site Relocation	3.6	0.1	0	0%
Lewisham Gateway (Phase 2)	3.5	3.5	0.6	17%
Beckenham Place Park (Inc. Eastern Part)	1.7	0.4	0.1	25%
Catford Town Centre	0	0.2	0.2	100%
Milford Towers Decant	0.3	0.3	0.2	67%
Deptford Southern Sites Regeneration	0.3	0.3	0	0%
Edward St. Development	8.4	12.0	3.6	30%
Lewisham Homes – Property Acquisition	3.0	3.0	3.0	100%
Achilles St Development	1.0	1.0	0	0%
Place Ladywell	2.7	0.8	0	0%
Temporary Accomodation - Mayow Rd	6.6	7.0	1.9	27%
Temporary Accomodation - Canonbie Rd	1.4	1.8	0.6	33%
Temporary Accomodation - Sydney Arms	3.8	1.0	0	0%
Temporary Accomodation - Morton House	0.1	0.6	0	0%
Temporary Accomodation - Manor Avenue	0	0.3	0	0%
Disabled Facilities Grant	2.1	1.3	0.7	54%
Private Sector Grants and Loans	2.1	0.6	0.3	50%
Other General Fund Housing Schemes	1.5	1.5	0.2	13%
Other Miscellaneous Schemes	2.9	2.9	0.1	3%
TOTAL GENERAL FUND	70.3	66.4	18.6	28%
HOUSING REVENUE ACCOUNT				
Building For Lewisham Programme (BfL)	50.2	50.2	17.3	34%
Decent Homes Programme	56.0	57.8	20.3	35%
Housing Management System	1.3	1.3	0	0%
Other Schemes	6.5	6.5	0.5	8%
TOTAL HRA PROGRAMME	114.0	115.8	38.1	33%
TOTAL PROGRAMME	184.3	182.2	56.7	31%

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APPENDIX 5 – Prior Year Capital Programme Outturn 2020/21

2020/21 Capital Programme	Revised Budget (M&C 11/11/20)	Revised Budget Jan' 2021	Spend to 31 Mar' 2021	Spent to Date (Revised Budget)
			£m	%
GENERAL FUND				
Schools - School Places Programme	4.7	3.4	1.9	56%
Schools - Other (Inc. Minor) Capital Works	5.7	5.7	4.2	74%
Highways & Bridges - LBL	3.0	3.0	2.8	93%
Highways & Bridges – TfL	1.2	2.8	2.7	96%
Highways & Bridges - Others	1.5	1.5	0.3	20%
Catford town centre	1.0	1.0	0.9	90%
Asset Management Programme	1.3	1.5	0.9	60%
Other AMP Schemes	0.7	1.1	0.3	27%
Broadway Theatre – Works	0.4	0.4	0.2	50%
Lewisham Gateway (Phase 2)	14.8	14.8	14.8	100%
Private Sector Grants and Loans (Inc. DFG)	0.6	0.6	1.5	100%
Achilles St. Development	0.8	0.8	0.8	100%
Edward St. Development	9.0	9.0	5.7	63%
Deptford Southern Sites Regeneration	0.4	2.6	2.6	100%
Residential Portfolio Acquisition – Hyde Housing Association	2.9	2.9	2.1	72%
Fleet Replacement Programme	7.8	7.0	6.3	90%
Temporary Accommodation Conversions-Morton House	0.0	5.2	4.2	81%
Other General Fund schemes	7.4	7.1	5.8	82%
TOTAL GENERAL FUND	63.2	70.4	58.0	82%
HOUSING REVENUE ACCOUNT				
Building for Lewisham Programme	36.5	37.3	15.8	42%
HRA Capital Programme (Decent Works)	47.7	47.7	38.1	80%
Creekside Acquisition	5.7	5.7	6.7	100%
Ladywell Leisure Centre Development Site	4.5	4.5	0.8	18%
Achilles St. Development	4.3	4.3	0.3	7%
Mayow Rd Development	1.1	1.1	0.0	0%
Other HRA schemes	0.6	0.6	0.3	50%
TOTAL HOUSING REVENUE ACCOUNT	100.4	101.2	62.1	61%
TOTAL CAPITAL PROGRAMME	163.6	171.6	120.1	70%

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