Public Document Pack

Scrutiny Streets, Environment & Homes Sub-Committee Supplementary Agenda



5. Staff Changes, Service Impact and Response to Budget Reductions (Pages 3 - 98)

> To receive an overview of the staff changes, service impact and response to the budget reductions proposed under the Croydon Renewal Plan. (Report to follow)

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Delivering for Croydon

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Streets Environment and Homes Scrutiny Sub-





Strategic context

- Report in the Public Interest (RIPI)
- Strategic Review of Companies
- Administrations new priorities
 - Croydon Improvement Plan
 - MTFS

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Introduction to Place – Functions

- Statutory & Regulatory Services
- Neighbourhood/Living Places
- Growth, Economic Development, Culture
- Technical Services
- Income/fees and charges





Budget overview

Updated controllable budget before 15%	15% savings
£45.5m	£5.17m

Directorate	Gross expenditure £000s*	Gross income £000s	Net controllable £000s
Public Realm	72,328	39,875	32,453
Planning & Transport	8,566	7,398	1,168
Homes & Social Investment	20,871	17,756	3,115
Culture & Leisure	7,689	2,498	5,191
Growth Employment & Regeneration	9,538	8,439	1,099
VRN	3,578	1,658	1,920
Directorate	1,173	698	475
Total	124,429	78,968	45,461



Target

£000s	Year 1	Year 2	Year 3	Total
Department	£000s	£000s	£000s	£000s
CFE	9,784	9,285	3,356	16,425
HWA	17,821	5,983	6,113	29,918
Place	13,012	4,369	4,463	21,844
Resources	6,526	2,191	2,238	10,955



Future Place in 3 years' time?

A smaller and very focussed Department which delivers the statutory, universal services that residents expect. We need to protect our ability to generate income and retain a kernel of capacity to maximise financial opportunities for Croydon and help drive economic and social recovery over this next 3 year period. This will mean:

- Remove: Less capital projects, no commercial activity
- Reduce: Services, staffing and facilities
- **Refocus**: Merging and aligning remaining capacity
- Increase: Fees, income and capital receipts



Summary of savings

Directorate	Total savings identified £000s	Indicative growth £000s	Invest to save* £000s
Public Realm	22,341	2,400	200
Planning & Transport	484		
Homes & Social Investment	9,398	4,000	
Culture & Leisure	662		750
Growth Employment & Regeneration	941	0	0
VRN	480	82	0
Total	34,306	6,482	950

*capital investment





Profile of <u>net</u> savings and growth over the MTFS

Directorate	2020/21 £000s	2021/22 £000s	2022/23 £000s	2023/24 £000s	Total £000s
Public Realm	43	10,878	5,163	3,857	19,941
Planning & Transport	0	0	484	0	284
Homes & Social Investment	0	(4,000)	1,758	7,640	5,398
Culture & Leisure	0	408	254	0	662
Growth Employment & Regeneration	0	941	0	0	941
VRN	0	422	175	0	597
Total	43	8,649	7,834	11,497	27,823



Divisional summary updates

PUBLIC REALM

Cllr Muhammad Ali, Cabinet Member for Sustainable Croydon Cllr Jane Avis, Cabinet Member for Homes & Gateway Services

CULTURE & LEISURE

Cllr Oliver Lewis, Cabinet Member for Culture and Regen. Cllr Muhammad Ali, Cabinet Member for Sustainable Croydon

GROWTH, EMPLOYMENT & REGENERATION Cllr Shahul-Hameed, Cabinet Member, Economic Recovery & Skills Cllr Alisa Flemming, Cabinet Member, Children, Young People & Learning

VIOLENCE REDUCTION NETWORK

Cllr David Wood, Cabinet Member, Communities, Safety & Resilience

PLANNING & STRATEGIC TRANSPORT

Cllr Oliver Lewis, Cabinet Member for Culture & Regeneration

HOMES & SOCIAL INVESTMENT Cllr Stuart King, Cabinet Member for Croydon Renewal

Steve lles, Director
Sarah Hayward & Steve Iles, Directors
Stephen Tate, Director
Sarah Hayward, Director
Heather Cheesbrough, Director
Ozay Ali, Interim Director



BACKGROUND SLIDES for information:



Public Realm

Cllr Muhammad Ali , Cabinet Member for Sustainable Croydon Cllr Jane Avis, Cabinet Member for Homes & Gateway Services Steve Iles, Director, Public Realm



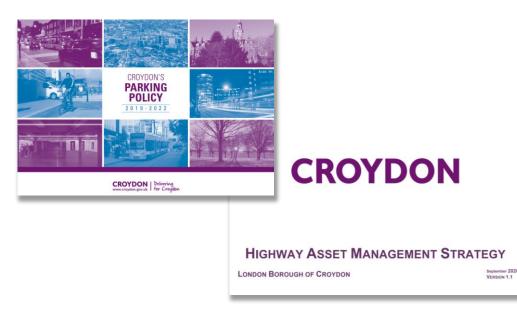
Public Realm Overview

- The high number of functions within Public Realm are a statutory
- Total revenue expenditure budget for the directorate is circa £7m
- Income for the directorate is circa £39.9m
- We have 491 FTEs



Highways & Parking Overview

Budget	Expenditure	Income
HIGHWAYS	£9,702,000	(£4,934,000)
PARKING	£7,025,000	(£23,728,000)
TOTAL	£16,727,000	<u>(£28,662,000)</u>

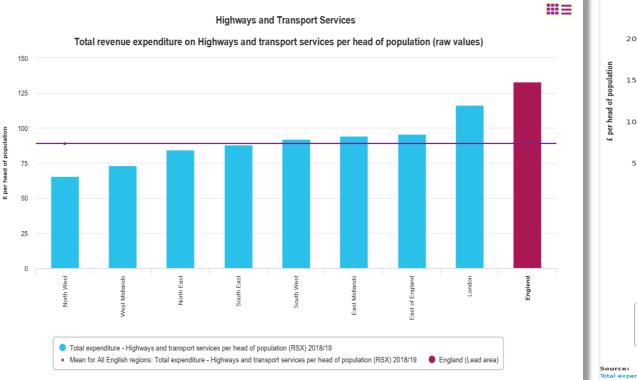


- We are a Highway Authority and manage Croydon's largest asset
- Statutory responsibility to ensure the Traffic Management Act is discharged effectively
- To manage parking facilities on and off the highway, and to contribute to securing the expeditious, convenient and safe movement of vehicular and other traffic.

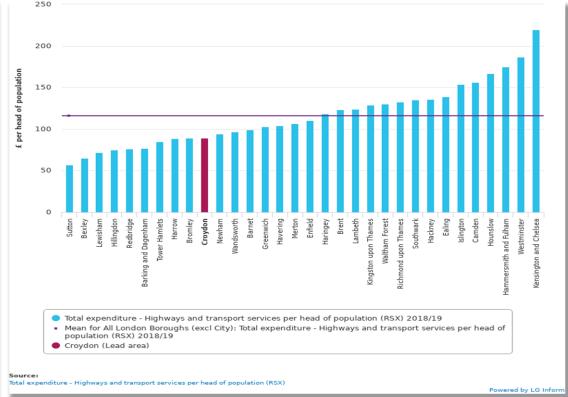


LGA Research Report - Headline Report for London Borough of Croydon – Highways cost per head of population

National



London





State of the Highway summary

Outer London	Inner London	Croydon	Ne
£8.9k (KM)	£14.9k (KM)	£5.1k (KM)	Prir
			No

Network Size

Principal Road Network		78	km	
Non-Principal Road Network		699	km	
Total	Total		777	km
	Red	Amber	Gree	en
CW	4%	20%	76%	6

Steady State Need	C W	£6.9 million
(maintain current condition)	F W	£2.2 million
Current Backlog	C W	£41 million
(clear poor condition roads)	F W	£32 million



Key Points

- Current trend condition of the network is deteriorating
- Modelling shows the Steady State Need £9.1m
- Current backlog circa £74m and growing
- Increases in localised pothole repairs
- Customer satisfaction

Proposals

Ongoing implementation of the Parking Policy 2019/2022

- Introduction of Emissions Based parking Permits complete
- Introduction of Emissions Based Pay & Display and Parking charges in progress and been subject to Scrutiny call-in
- Schools Streets programme ongoing programme of delivery
- the use of ANPR cameras for moving traffic violations

• Highways Asset Management Plan (HAMP)

• Investment Strategy due to go to Cabinet in June 2021

• Public Realm staffing review phase 2 – in progress

- Reshaping Highways and Parking
- · Reduction of the noise service and the removal of the out of outs response

Impacts on proposals

- Greater emphasis improving air quality, to help balance the demand and congestion and encourage more healthier travel
- Recognises the importance of a strategic approach to a refocused Asset Management which works to arrest the deterioration or the network – provide better value for money



Environmental Services

Expenditure	Income	Т
£34,586,000	(£4,854,000)	•
£3,581,000		
£1,068,000		
£39,235,000	(£4,854,000)	•
	£34,586,000 £3,581,000 £1,068,000	£34,586,000 (£4,854,000) £3,581,000 £1,068,000

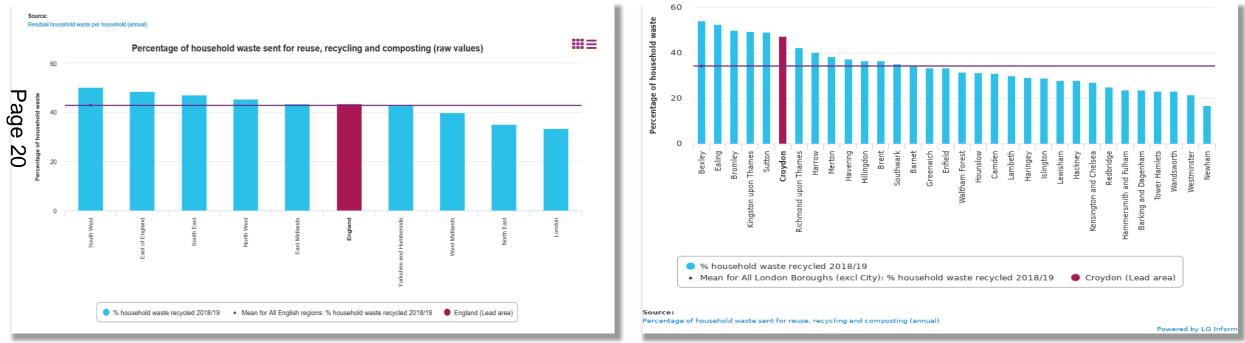
The service area is responsible for:

- The grounds maintenance of the boroughs 128 parks and open spaces and grass verges.
 Functions include grass cutting, horticultural works, litter picking and the locking and unlocking of parks.
- The trees and woodlands on public land across the borough, including survey work, preventative maintenance, tree planting and emergency response.
- As a waste authority responsible for the waste collection and disposal of residential waste recycling. Along with street cleansing



LGA Research Report - Headline Report for London Borough of Croydon – Recycling rates

National



London

IMPOWER - recent business planning stats show Croydon's waste services as "Low spend high outcomes"



Proposals

- Re-introduce Bulky waste charges -
 - agreed as part or in-year savings and implemented from October 2021
- Undertake a strategic review of the Household Reuse and Recycling Centres (HRRCs) within the borough
 - We have 3 sites in the borough
 - The Environmental Protection Act (EPA) is for Waste Disposal Authorities to have one HRRC
 - Feasibility study to commence April 21







Environmental Health, Trading Standards and Licensing

Budget	Expenditure	Income
		(£4,581,000)
PUBLIC PROTECTION	£3,517,000	
LICENSING	£560,000	(£902,000)
ញTOTAL	£4,077,000	<u>£5,483,000</u>
णOTAL age		
22		

- Strategic lead for functions such as property licensing, air quality action plan, events, liaison with external and internal partners.
- Overall management of service and the residential pest control contract. Delivery of 6 enforcement, regulatory teams which are responsive, focussed, fair and proportionate environmental health and trading standards / food and safety.
- Ensure the licensing committee and subcommittee processes are served within legal deadlines and provide advice and guidance to protect the Council's position in respect of legal challenges to committee decisions made. Provide technical and procedural advice to senior officers and Members.





Proposals

- As part of the Public Realm Phase 2 the proposal is to consult on the reduction of the noise service and the removal of the out of outs response – currently consulting and subject to a final decision it is anticipated this will come into effect April 2021.
- Croydon Private Rented Property Licensing Scheme Cabinet approved in May 2020 a 5 year borough wide scheme.
 - An application to the Government was submitted to MHCLG July 2020
 - decision from MHCLG pending.
 - If confirmed; designation to commence, only after a minimum of 3 months notice to landlords
 - there is a risk the scheme is not accepted therefore a risk to the income and the impact of not having a Landlord Licensing scheme on the quality of private sector rental market.

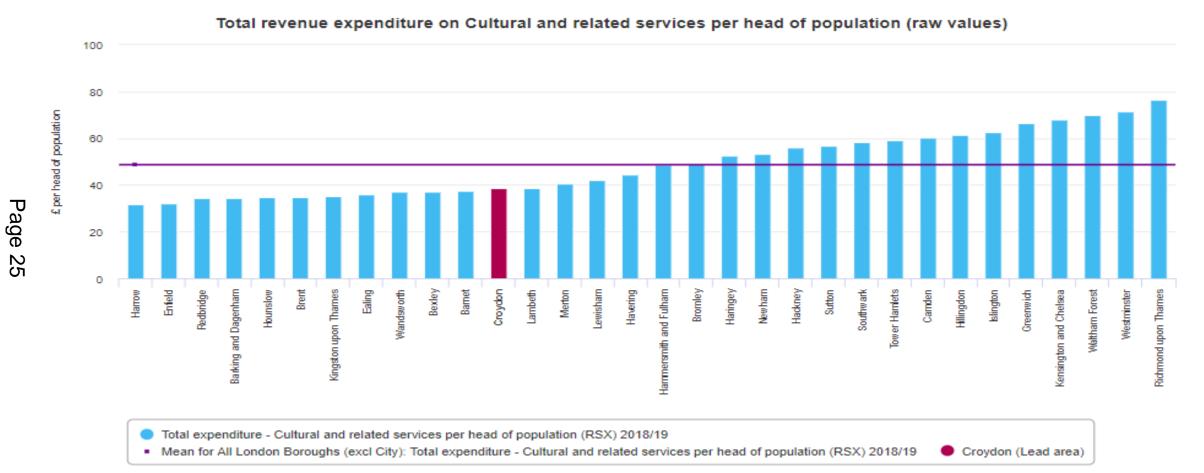


Culture & Leisure

Cllr Oliver Lewis, Cabinet Member for Culture and Regen. Cllr Muhammad Ali, Cabinet Member for Sustainable Croydon Sarah Hayward/Steve Iles - Directors

CROYDON www.croydon.gov.uk

LGA Research Report - Headline Report for London Borough of Croydon



Cultural and Related Services



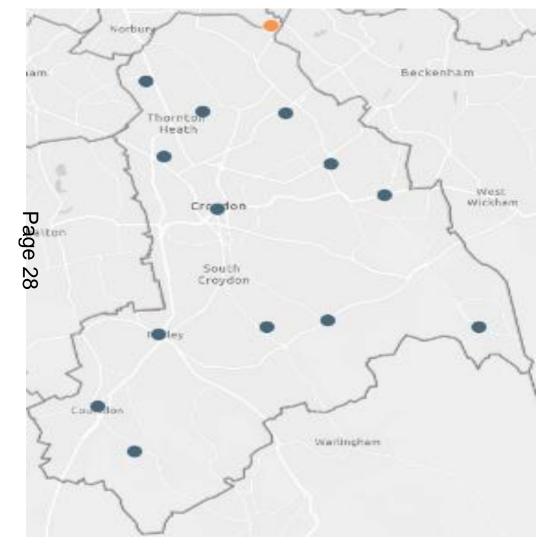
Proposals in this area covering:

- Libraries
- Museum & Archives
- London Borough of Culture
 - Leisure
 - Parks and green spaces

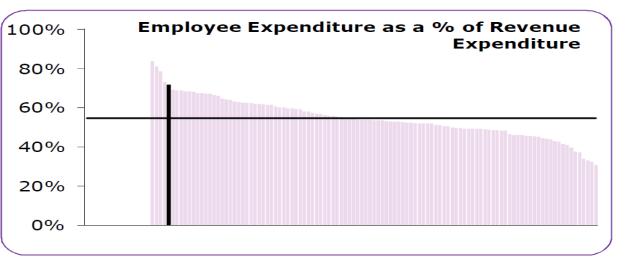


Library Proposals

Budget and Buildings



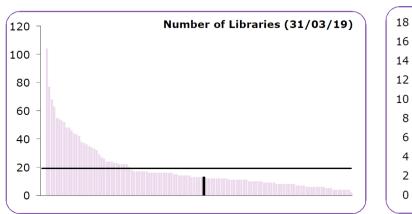
Libraries Budget	Current Budget
Libraries Buildings	£94,000
Central Costs - Salaries	£2,198,000
Central Costs - Utilities	£100,000
Central Costs - Business Rates	£180,000
Central Costs - Books, Publications & Resources	£300,000
Central Costs - ICT Maintenance & Support	£355,000
Central Costs - Other	£183,000
TOTAL	£3,410,000

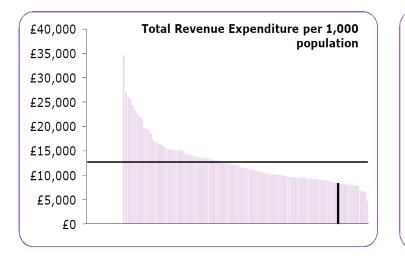


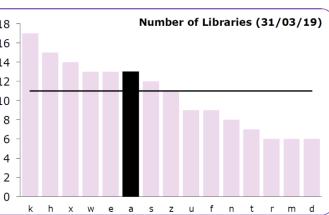


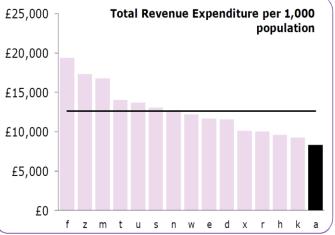
CIPFA Benchmarking

- Croydon has 13 libraries.
- National average is 19.
- Average in nearest London neighbours is **11**.
- We have the second highest population in this local comparator group.
- We are at the lower end of spend per head nationally.
- And the lowest amongst nearest neighbour group.











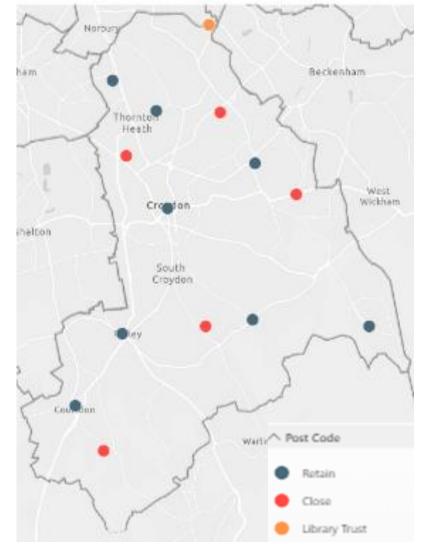
Process and Timescale

Phase 1	Initial consultation on proposals begins	13 January 2021
Phase 1	Initial consultation ends (survey closes)	7 March 2021
Review 1	Revised offer based upon initial consultation	End of March 2021
Review 1		Beginning of April 2021
Phase 2	Consultation outcome with options report for feedback – start 2 nd phase consultation	19 April 2021
Phase 2	Consultation finishes	23 May 2021
Phase 2	Final report	June 2021
Review 2	Scrutiny review	June 2021
Review 2	Cabinet review and sign off	July 2021
Decision	Council review and sign off	August 2021
Implementation	Implementation	Autumn 2021



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Consultation proposals



Close up to five libraries with revenue saving circa £500,000 and avoided capital investment of up to £900,000

Libraries in scope: Sanderstead, South Norwood, Shirley, Broad Green, Bradmore Green

Consultation response so far: over 1000 responsonse

Interest from many groups to run community libraries

Workshops and webinars to take place



Expanding Digital Offer

- Covid-19 established online resources as the key 24/7 service offer.
- All online suppliers responded by easing membership restrictions and enhancing offers, such as:
 - Black Lives Matters reading lists/displays.
 - online reading groups with Borrowbox.
- Our usage of eResources of all kinds quadrupled.
- Staff have developed skills in creating online activities (storytelling, crafts, Rhymetimes), broadcasting on Facebook and reaching many more residents.
- Self issue has become essential for post Covid-19 opening; non-contact issuing and quarantining of books.
- We did not open any libraries without self issue.
- Select & Collect service is the forerunner to Open +.
- Open + process ready for implementation, bringing staffing restructure and increase of hours, but reliant on CCTV monitoring.



Museum, Archives and London Borough of Culture Proposal

Budget and Proposal

Museum & Archives Budget	Current Budget
Museum Education	£1,000
Museum Collection Management	£18,000
Archives Service General	£1,000
Arts Education	£5,000
Central Costs - Salaries	£275,000
Central Costs - Other	£5,000
TOTAL	£305,000

Strategy

- Merge reduced Archives into Libraries: statutory services combined, improve access to local history and use library infrastructure
- Keep museum closed for next 2 years at least
- Lift and drop Service Development Specialists (SDS) into Museums & Culture for 3 year period; providing basis for BoC vehicle via libraries as cultural venues.
- Staffing reductions to minimum levels plus change of focus
- Savings circa £70k, providing min statutory service in Archives and protection of collection with creation of Borough of Culture vehicle.
- Borough of Culture funding profile income: 21/22 GLA £100k, 22/23-23/24 GLA, ACE, EH £2-3m



Leisure

Strategy

Reduce from 8 to 3 posts as part of the staffing review. Close Purley Leisure Centre due to:

- Revenue drain on contract (£90,000/annum).
- Capital investment (c. £200,000) of air handling unit and balance tanks.
- Annual repairs of £40,000.

New gym facilities at Monks Hill (£100,000) to generate £180,000/annum increase in income.

Facilities to re-open on a cost neutral or surplus only basis.



Financial Summary 2020/21-2023/24

		2020/21-2023/24		
Leisure	Saving	Investment	Return	TOTAL
Staff Reduction	£312,000			£312,000
Close Purley LC	£103,000			£103,000
Croydon Arena - Running Track		-£200,000		-£200,000
Croydon Arena - 3G Pitch	£197,000	-£450,000	£26,084	-£226,916
Monks Hill - Gym		-£100,000	£450,000	£350,000
TOTAL	£612,000	-£750,000	£476,084	£338,084

- Croydon Arena will reach income maturity in 2025/26 surplus of £79,000/year.
- Monks Hill gym to reach maturity in 2023/24 surplus of £180,000/year
- Capital investment:
 - increases strength of contract
 - generates surplus sooner
 - repays supplier relief quicker



Impact and risks

- Contract cannot support the ongoing burden if we do not agree closures and investment
- Additional supplier relief of circa £300,000 to March 2021
- Estimated £5.7m operating costs if brought in-house

Parks & Green Spaces

Parks and Green Spaces

- We spend less than 1% of council's budget on parks and green spaces, slightly under London average and have an estimated 5m visits to those spaces
- Our recent National Capital Accounting analysis quantified a health benefit of our spaces equal to £15m
- In a survey last month of park users 60% of respondents have found / explored a new park since COVID-19 began
- 84% of respondents stated that access to parks and greenspaces were very important for their overall wellbeing during COVID-19
- 88% of respondents were either very or fairly satisfied with Croydon's parks and greenspaces overall
- Savings already implemented this year with reduction of 25% in staffing costs at £450k



Savings options at further 15% @£450k

- Savings of £450,000 by:
- Merging Active Lifestyles with Grounds Maintenance to create Parks & Green Spaces.
- A further staffing reduction.
- Harmonisation of TUPE'd staff to Croydon terms and conditions.
- Reduction in frequency of grass cutting where required to every 7-8 weeks and implement the meadowing approach and biodiverse friendly practices elsewhere



Cont'd

- No locking/unlocking of parks.
- Reduction in frequency of emptying of litter bins and invest to save in litter bin infrastructure in the medium term.
- Reduction in scheduled maintenance.
- Reduce bowling greens from 8 to 3 consultation required and risk of challenge.
- Close Pitch and Putt.
- Reduce shrub beds and bedding plants to major through roads only.



Growth, Employment and Regeneration

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Cllr Shahul-Hameed, Cabinet Member, Economic Recovery & Skills Cllr Alisa Flemming, Cabinet Member, Children, Young People & Learning Stephen Tate ,Director



Growth Zone

- Growth Zone was subject to review as part of the review of group companies which gave it a clean bill of health. Recommendations made related to the changing UK economic circumstances.
- The growth zone, established by statute, sole purpose is to stimulate the local economy by delivering infrastructure investment ahead of investment.
- It is a TIF vehicle, funded initially by a £7m government grant, and then through the retention of the increase of business rates within designated zone.
- Statute sets out the life span of the scheme as 16 years, from 2018 with a potential 3 year extension
- Over that timeframe is cost neutral to the Council.
- The growth zone programme was originally developed in 2013 which were later refined and ahead of the scheme starting in 2016.
- As a 16 year program, the growth zone is a flexible model, that should change in line with the economic environment.
- Currently, the scheme is undergoing a strategic review, due to the significantly challenged economic landscape.
- Over the 16 years £309m is invested via the TIF model, levering £210m from partners and an estimated £5.6b from other developments. Therefore every £1 invested attracts £10.7
- There are 6 themes for investment including, transport, public realm, parking, social infrastructure, smart cities/energy and culture,

Budget

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Revenue = Nil
Capital = £6,673,000
Income = Nil
FTEs = 17
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Return of Investment

This investment will enable major regeneration benefits to both new and existing residents and businesses including:

- 23,594 new jobs with a further
- 5,097 jobs created during the construction phase
- at least 10,000 new homes of different tenures (= c50% of the overall target needs over the next 10 years)
- 21 city centre development opportunities
- New world class train station
- 28 new public squares & spaces
- the wholesale redevelopment of the retail core ensuring the metropolitan centre as an attractive place to live, work and invest in.

*NB - When the government approved Croydon's Growth Zone it was understood that the investment in infrastructure could be the catalyst for c£5bn of investment. This was based on the development pipeline and forecast at that time. Much has moved on since then with the complexion and pace of developments. The redevelopment of the retail core being slower than anticipated, but development activity in Fair Field and Mid Town areas has been greater and quicker than forecast. Also, the Growth Zone was not influenced by the Network Rail's Brighton Mainline Project and the positive inward investment and development opportunities that will present should the government fund this vital nationally important project.



Position Agreed – Growth Zone

The overall aim is to deliver a high quality, fit for purpose, well managed, safe and attractive COA which is a great place to live, work, learn, shop and spend leisure time.

- In line with the RIPI action plan, a Growth Zone paper is due at March Cabinet
- The PwC review of group companies gave the GZ a clean bill of health. The recommendations received focused upon the current UK economic climate and additional governance to focus on this.
- Currently, the scheme is undergoing an internal strategic review, due to the significantly challenged economic landscape.
- Focus will be on supporting economic renewal, increasing the tax base and securing social infrastructure to support adults and children services.
- The staffing complement will reduce from 17 to 9.5
- The current indicative programme budget will be revised as follows:
- 2020/21 from £14.4 to £3.5m with future years to be determined during financial year 2021/22
- Focus will remain across the six themes (transport, public realm, parking, social infrastructure, smart cities/energy and culture)

*NB- GZ is self financing and does not impact against the Council borrowing function

Stephen Tate, Director – Growth, Employment and Regeneration



Croydon Works – Savings agreed

- Reference: PLA SAV 18
- **Department:** Place
- **Service:** Employment & Skills Delivery
- Idea: De-commission of Croydon Works
- Staff reduction : 1.25 FTE
- Page 47 Implementation date: 01 April 2021
 - Full year: Yes
 - Milestones: restructure consultation and staff reduction implementation
 - Impact:
 - Cumulative savings:

2020/21	2020/21 2021/22		2023/24
£0	£66K	£66K	£66K

As part of the original proposals, the decision was taken to decommission Croydon Works.

The majority of the spend for Croydon Works is funded from the Growth Zone, with a smaller element from the general fund (as set out here).

Since that decision, potential funding through DWP has been identified which could fund part of the current team. This is subject to ongoing negotiations.



Regeneration

- Croydon is growing at a fast rate, with particular growth in under-11s and over 65s.
- We have a large number of homeless households and significant disparity with relative wealth masking pockets of severe deprivation.
- This has all worsened by the ongoing pandemic and deep recession.
- Our high streets were already struggling before Covid-19 with vacancy rates as high as 27% in some district centres.
- We need to deliver c. 21,000 new homes across the next 10 years to meet our housing need.
- The role of the regeneration team is to:
 - Support good growth of the borough
 - Centred around a prosperous town centre & thriving district centres with a strong offer for South London
 - Timely, efficient and accessible infrastructure (transport; social; community; digital; green; cultural)
 - Inclusive communities with opportunities for all
 - Making the best use of land

Budget

Revenue = £0.95m Capital = £4.52m Income = Nil FTEs = 14.6



Role of the team

The key areas of focus are:

- <u>Town Centre Renewal</u> Evolution of a thriving town centre providing a competitive cultural, leisure, retail and workspace offer for South London alongside a new diverse and intensified residential core.
- <u>District centre renewal</u> Ensuring our struggling high streets and district centres are supported to survive both the period of the Covid-19 pandemic but beyond to enable them to fulfil their potential of thriving centres supporting a growing residential population and providing a strong and stable business and employment offer.
- <u>High quality, affordable housing</u> Ensuring the ongoing delivery of truly affordable housing for Croydon through a diverse range of typologies and tenures and through a mix of delivery and finance routes.
- <u>Social Infrastructure</u> Ensuring the timely delivery of key social infrastructure to meet the needs of a growing residential population across the borough, working in partnership with key infrastructure and service providers and working to attract external funding and investment into the delivery of these facilities.

In a streamlined team, our focus will be on attracting new partnerships, funding and investment to continue to deliver district centre and high street renewal initiatives; housing-led regeneration; and timely, efficient social infrastructure provision.



Benchmarking

Our housing target to 2029 = 20,790

Ninth highest target in London

Role of Regeneration is to ensure good growth that benefits all and helps to address current deprivation & inequality

As such appropriate comparator areas for Croydon are those with similar deprivation levels coupled with similar growth targets

Best comparator areas –London boroughs which have similar levels of deprivation and growth targets:

- Haringey (15,920) 18 FTE in Regeneration Team
- Brent (23,250) 21 FTE in Regeneration Team
- Barnet (23,640) 15 FTE in Regeneration Team (including housing estate regeneration programme 8 FTE)



Regeneration – Savings agreed

- Reference: PLA SAV 06
- Department: Place
- Service: Regeneration
- Idea: Streamlined Team
- Staff reduction : 3 FTE
- Implementation date: 01 April 2021
- Page 51
- Full year: Yes
- **Milestones:** restructure consultation and staff reduction implementation
- Impact:
- Cumulative savings:

2020/21 2021/22		2022/23	2023/24
£0	£153K	£204K	£204K



	Funding Potential	Function	Implications
Deleted	£0	None	 c.£22m of external grant funding & investment not realised Strategic relationship & partnership development will be stopped. No support to high streets or district centres. Reduced supply of quality social infrastructure, affordable housing and workspace Lesser ability to bring community representation into growth plans Will not be able to respond to any identified regeneration need in the borough.
Core Staff - 3.6 +2 (Ext.Fund)	Total Yr 1 = £1.87m Total 3 Yrs = £13.03m	 £3m district centre renewal programmes in Kenley & S.Norwood Housing-led regeneration & social inf. provision in Thornton Heath Securing investment & delivery partners for housing estate renewal. 	 c.£9m of external grant funding & investment not realised Strategic relationship & partnership development will be stopped. No support to high streets or district centres beyond 2 funded programmes Reduced supply of quality social infrastructure, affordable housing and workspace Lesser ability to bring community representation into growth plans Will not be able to respond to identified regeneration need in other areas.
Streamlined ତ କୁtaff - 5.1 +2 (Ext. Fund)	$10tal Yr 1 = \pm 2.37m$ Total 3 Vrs = £17.53m	 £3m district centre renewal programmes in Kenley & S. Norwood Housing-led regeneration & social inf provision in Thornton Heath Securing grant funding/investment to meet strategic regeneration need in Purley & Thornton Heath Securing investment & delivery partners for housing estate renewal. Suburban intensification programme to relieve housing waiting list 	 c.£5m of external grant funding & investment not realised Strategic relationship & partnership development will be reduced. Reduced ability to secure additional high street investment Lesser ability to bring community representation into growth plans. Will not be able to respond to identified regeneration need in other areas.
Current Team Staff - 12.6 +2 (Ext. Fund)	Total Yr 1 = £2.62m Total 3 Yrs = £22.38m	 Place-based regeneration £3m district centre renewal programmes in Kenley & South Norwood £15m regeneration masterplan for New Addington Housing-led regeneration & social inf. provision in key district centres Securing grant funding/investment for identified regeneration need across our district centres Securing investment & delivery partners for housing estate renewal. Suburban intensification programme to relieve housing waiting list 	N/A



Economic Renewal

 The economy is seeing the deepest recession since records began, central government have relied heavily on local authorities to deliver leadership and support to residents and businesses throughout the pandemic. Our Economic renewal work has never been more important as it ensures the delivery of government, regional and local support is delivered to the heart of Croydon's economy. The evidence of Croydon's changing economy is shown clearly by the statistics below.

Number of furloughed employees: 15,700 (as at Nov 20)

Number of residents on universal credit 23,339 (as at Jan 21)

- This challenge sits alongside the Renewing Croydon and our proposals to deliver an efficient cost effective service with a high impact will continue to shape the work stream of the team going forward.
- Focus will be on supporting economy but enabling business restart, renewal and growth and embedding employment and skill development pathways that increase productivity and good sustainable growth for the borough. Supporting a borough that is enterprising. This will increase business rates income for the Council and improve the lives of Croydon residents.

Budget

Revenue = £0.76m CELF = £676,000 Capital = £4,200,000 Income = Nil FTEs = 15



Role of the team

The role of the team is to support and improve the local **economy** by encouraging investment, attracting new businesses, and creating new jobs. Key areas of focus include::

Inward Investment & Business Enablement: to promote Croydon as a place where businesses, investors and residents want to live, trade and invest and create the business environment for growth which increases the amount of resilience businesses in the borough

Output: direct influence on the increase of business rates)

Employment: to support the development of a robust sustainable economy with more "good" jobs available for our residents. Creating and supporting partners to enable employment pathways.

Output: reduce the amount of residents on universal credit) – average claim £3,000 per resident not in employment.

Skill Development (Post 16): working providers to deliver and support an extensive skills and employability offer for residents to help them access those jobs.

Output: creating a skilled workforce that improves employment opportunities and increases productivity and the life chances of Croydon residents.

External Funding: to work to secure external funding for Croydon Council that enable work streams that deliver sustainable good growth.

Output: £5m funding secured in 2020.



Benchmarking

In order to ensure we are able to deliver in line with government expectations we have looked at a variety of models from boroughs that share *commonalities* these include:

- Similar Population density (around 4620 people per square kilometre)
- Similar Business density (around 37.2 enterprises per 1000 population)
 - Enfield (10 people inc: 5 Economic Development Officers, 2 Inward Investment and 3 Employment & Skills)
 - Barnet (7 Economic Development Officers includes Employment and Skills out sourced Employment & Skills Delivery)
 - Brent (12 6 Economic Development Officers, 6 Employment & Skills)
 - Harringey (33 11 Economic Development & Inward Investment Officers and 22 Employment & Skills)

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Economic Development – Savings agreed

- Reference: PLA SAV 05
- **Department:** Place
- Service: Economic Development
- Idea: Streamlined Team
- Staff reduction : 5.6 FTE
- Implementation date: 01 April 2021
- Full year: Yes
- **Milestones:** restructure consultation and staff reduction implementation
- Impact:
- Cumulative savings:

2020/21 2021/22		2022/23	2023/24
£0	£208K	£260K	£260K

	Funding Potential	Function	Implications
Deleted	£0	None	 Existing programmes that have received funding will not be developed. Creative Campus, Creative Digital Lab, Innovation Centre - totals exceeds £4,200,000 with no match funding. We will lose the additional £1.45 million offered for future delivery for the emergency covid response. Loss of business rates income as we will be unable to capitalise on the growing trend to relocate to flexible office space in outer London Boroughs. No capacity to deliver discretionary grants or support the work of the LEAP, Coast to Capital, BIDs, FSB or Chambers of Commerce in the drive to restart and renew the economy. Croydon will lose any influence on the shaping of future funding streams and programmes as they will be unable to attend strategic forums which will result in no local focus. This will impact on productivity of businesses and residents.
Core Staff - 3 T	Total Yr 1 = £5m Total 3 Yrs = £3m	 £5m economic development renewal programmes Delivery of internal apprenticeship programme 	 Will not have resource to secure c.£8m of external grant funding. Economic development programme will be limited to delivering internal apprenticeship programme and three externally funded programmes. Proactive and responsive external fundraising will be stopped. Relationship & partnership development will be limited and only appropriate to existing delivery. Will not be able to proactively respond to identified renewal need with no capacity to initiate any emergency response following Covid 19 and Brexit supporting LEPs, BIDS, GLA, London Councils and Central Government
ບ O O Staff – 5 (Plus 2 GZ)	Total Yr 1 = £8m Total 3 Yrs = £10m	 £5m economic development renewal programmes Delivery of internal and external apprenticeship programmes Securing investment & delivery partners Delivery of Creative Campus, Creative Digital Lab, Innovation Lab, Work & Health Link Up Advisor Role enabled for FE Represent Croydon in Employment & Skills, LEAP, GLA, Coast2Capital, London Councils Work with providers to enable and understand gaps in provision and draw down funding for Croydon Some capacity for emergency response 	 Reduced ability for proactive and responsive fundraising to secure additional investment and grant for economic development programmes. Reduced capacity for proactive relationship/partnership development Will need to stop all business support and School Career Engagement (EPIC). Business engagement will be limited but there will be capacity to support BIDs, LEAP Growth Hub, London Councils, GLA Capacity to deliver some emergency response to Covid and support the work of the LEAPs, BIDS, GLA, London Councils and Central Government.
Current Team Staff - 15	Total Yr 1 = £8m Total 3 Yrs = £15m	 Economic renewal and regrowth -£5m economic development programmes Economic development and employment strategic development incubating sectors and business support programme Secure Funding Croydon Enterprise Loan Fund Career advice and guidance in post 16 education Securing investment to Croydon economy (inward investment) 	N/A



CALAT

- 100% externally funded no call on council funds
- · Net contributor £269k rent annually to the council
- All overheads recharged direct management, services, finance, HR etc
- Ofsted rating good (last inspection Oct 2016)
- Matrix Quality Assurance inspection 2020 "CALAT's whole aim and ethos is to support the Borough needs by helping learners identify a pathway to their destination and thus contribute to supporting the Borough economically as well as enhancing the lives of those within the community".
- Unlike other FE providers in the borough, CALAT has three main delivery centres as well as supporting learners at approximately 27 outreach locations in the community including secure mental health settings, hospitals and schools underpinning the focus on accessible learning.
- In academic year 2018/19 CALAT provided more learning outcomes against the original ESFA funding allocation by 6% and increased the Apprenticeship levy funded income by 100%.

Income

= £5,434,489
= £337,000
= £303,000
= £132,307
= £4,486,989
= £175,193



Benchmarking

	Academic year 2018-19	CALAT	Hammersmith	Nat'l
	Overall Achievement* (examinations, personal learning plan success)	85%	92%	85%
	Accredited achievement	86%	83%	88%
	Non accredited achievement (Community learning)	92%	94%	91%
5	Disability Achievement	88%	45%	83%
	Apprenticeship achievement	70%	H&F don't do apprenticeship.	62%

*Criteria used by Ofsted, GLA and ESFA

NB: Croydon is 17th most deprived borough in London Hammersmith is 16th most deprived

Academic year 2018-19	CALAT	Hammersmith	Nat'l
Positive destination (into employment or further learning)	74%	40%	Not collected
BAME learner participation	78%	39%	23%
White British participation	22%	50%	77%
Disability participation	34%	11%	23%

Learner satisfaction survey results:

97% of learners stated they would recommend the service to others



South London Partnership:

Work & Health Programme (main programme)
 Work & Health Programme Job Entry Targeted Support

- LBC is the accountable body on behalf of SLP and responsible for contract management of the programme
- 100% externally funded no call on council funds
- All admin and management time, including on-costs, fully recharged according to time spent
- Main programme supports people with health conditions or disabilities, targeted disadvantaged groups and the long term unemployed to access the labour market
- SLP WHP JETS responds to the impact of the Covid-19 pandemic and aligns to the core WHP programme but provides light touch provision

Income

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Main programme (2018 – 2024)
ESF = £6,500,000
DWP = £6,500,000
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JETS (Oct 20/Sept 21) DWP = £3,470,000

Total = £16,470,000



VIOLENCE REDUCTION NETWORK

Cllr David Wood, Cabinet Member, Communities, Safety & Resilience Sarah Hayward, Director, Violence Reduction Network



VRN Overview

The Violence Reduction Network was created in 2019 to adopt a public health approach to tackling the underlying causes of violence in Croydon

It encompasses:

The Domestic Violence Service (FJC), CCTV, Antisocial Behaviour, Prevent, Resilience & Emergency Planning, the VRN team, Performance & Intelligence and a head of special projects

VRN Overview

- Very few of the functions in the VRN are statutory, but many of the non-statutory functions keep people safe or directly avoid costs elsewhere, eg Children's social care
- Very significant Covid Impact on demand in Domestic violence and ASB
- BUGDET: £2.512m split £2.2m general fund, £321k HRA before 15 percent head count reduction
- Current external grants: £1.2m LCPF, Drive and Prevent



Budgets

Service	Gross Budget	Comments
CCTV	£929,000	Includes capital element for equipment and maintenance, figure pre cuts made in 15 per cent head count reductions
ASB	£450,000	50/50 HRA/General Fund – any savings fall in both funding streams
FJC	£1,035,000	Small saving being taken in year, budget inc Drive grant
Resilience	TBC	Growth bid to rectify historic budget approach
VRN Team	£1,090,000	Includes LCPF grants spent and administered within the team.
Performance & Intel	ТВС	Separate cost code and budget currently being built from VRN team budget above
Hd of Special proj	86,000	Place wide function. Some salary recharged to other budgets. Other project costs fall where they lie, eg Growth Zone
Prevent	£210,000	Wholly external funded contingent of threat assessment



Proposals

- Retain the Domestic violence service with small efficiencies
- Retain resilience, although review function once budget built
- Prevent is out of scope
- Reduce all other functions except CCTV (50 percent cut already taken)



Proposals

- Reduce ASB to 4 ASB officers, saving £125-£175k split across HRA & GF
- Cut head of special projects, saving of £86k
- Cut analyst post, saving of £55k
- Cut Safer Croydon manager, £61k
- Cut FJC office manager (already being taken), £50k



Impact of proposals

- This approach means pausing the public health approach to violence reduction to reflect and rebuild
- The ASB changes require rewriting policy, consultation and full year effect for 21/22 is now challenging
- The core functions remaining will not require a single director
- This approach leaves core functions from which to rebuild public health approach over the course of the MTFS



Options considered but not recommended

Option A – in addition to the above

• Remove a practice manager from the FJC and create 2 senior IDVA posts, £50k saving but significantly reduce resilience in the service

Option B – minimum statutory functions

- This would keep just a small number of officers to discharge just core statutory functions. For example: the community trigger, administer the Safer Croydon Partnership and respond to civil emergencies
- This option is NOT RECOMMENDED, it would leave Croydon Council and its residents exposed to unacceptable levels of risk, in particular in relation to Domestic Violence and Civil emergencies
- We would lose external grant funding primarily from MOPAC



Planning and Strategic Transport

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Cllr Oliver Lewis, Cabinet Member for Culture & Regeneration Heather Cheesbrough, Director of Planning & Strategic Transport

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Planning and Strategic Transport

80 staff working in four related statutory services; determining planning applications, preparing the Local Plan and South London Waste Plan, ensuring compliance with the Planning system, making and managing TPOs, preparing and implementing the Local Implementation Plan (LiP) in accordance with the Mayor's Transport Strategy, supporting delivery of Air Quality Action Plan, determination of Building Regs apps and site inspections of associated construction works and managing Dangerous Structures.

		Gross Budget from centre	Fee Income (External)	External Grant funding	Anñual statutory spend estimate	Annual discretionary spend estimate	Comments
'age 70	Development Management (DM)	3.6m	3.9m	0	100%	3% 0.236k 5 Enforcement Officers	Income generated over target c.350k p/a for last 4 years. Statutory requirement to be able to enforce but activity is discretionary. Planning Guarantee requires return of fee if app not determined in 26 weeks.
	Spatial Planning	0.714k	0.559k	0.75k p.a	93%	7% 0.93k 1 Conservation officer and 1 Project Officer	Preparation of a Local Plan is a Statutory Requirement every 5 years Spatial Planning Team significant contributors to income generation of DM Service
	Strategic Transport	0.286k	Contribute s to DM fee income	5-6m p.a	100%	12% (£36k P.T Access Officer)	Preparation and delivery of LiP and transport expertise including bidding for external funding to deliver LiP, LTN and all Statutory services. Public access, transport and mobility advice not statutory but addresses high profile, political issues and protected groups.
	Building Control	1.5m	1.2m target	0	100%	0%	Income generating and Statutory. Unrealistic income target and posts kept vacant to help meet cost. Growth potentially required for new Building Regs and Building Safety Bill
	Total	6.1m	5.6m	6.75m			



Croydon DM	Camden	Tower Hamlets
40 staff and 1 HoS	43 staff and 1 HoS	60 staff and 1 HoS
2435 app determined p/a c.5300 in entirety c.750 pre apps p/a	2414 app determined p/a c.5500 in entirety unknown	1154 app determined p/a 3000 in entirety c.270 pre apps p/a
Majors 88.46%	Majors 84%	Majors 86%
Non majors 81.25 %	Non majors 78%	Non majors 91%
80% decisions granted 3% applications to appeal and actual appeal success rate 73% 90 71 71	92% decisions granted 8% applications to appeal and actual success rate 81%	84% decisions granted 13% applications to appeal and actual success rate 90%
Planning Caseloads c.55-70 per officer Junior Officer 333 p/a	Junior officer case load 261 p/a	Junior Officer case load 103 p/a
Team of 6 Enforcement Caseloads c.100-170 per officer	Team of 12.5	Team of 4
Case loads dramatically increased over last 10 months,; both planning applications and enforcement with performance dropping with Covid and resourcing pressures		



Croydon Spatial Planning	Camden	Tower Hamlets
20 staff and 1 HoS	30 Staff and 1 HoS	54 staff and 1 HoS
Up to date Local Plan and South London Waste Plan	Local Plan and responsible for North London Waste Plan	Up to Date Local Plan
OAPF, 5 Town Centre masterplans, Suburban Intensification SPD, Purley Way masterplan under preparation and SRF East Croydon Station	Euston AAP Fitzrovia AAP	Early stage of East of the Borough AAP
C. £6-8m CiL and £3m S.106 p/a		
Article 4 Direction Town centre office to resi and small HMOs		
Nace Review Panel Income Generating Nace Review Panel Income Generating	Camden Design Review Panel	Tower Hamlets Design and Conservation Advice Panel
1635h/per annum existing Housing Target proposed 1675h/per annum	889/per annum existing Housing target proposed	3391/per annum existing housing target proposed
5 year land supply = 12 years	5 year land supply = 5.6 years	5 year land supply = 5.2 years
Conversion rate c.70%		



Croydon Strategic Transport	Camden	Hackney
4.5 staff and 1 HoS	22 staff and 1 HoS	23 staff and 1.5 HoS
911 Obs for DM 2020	Unknown but application rate comparable to Croydon	Unknown but few major developments, except some estate regeneration schemes
Secured £450k from TfL and DfT for 34 Low Traffic Neighbourhood Bids	Secured £1.75m from TfL and DfT for 19 Local Traffic Neighbourhood Bids	Secured £1.95m from TfL and DfT for 58 Low Traffic Neighbourhood Bids
Secured £9.6m Liveable Neighbourhood Bid 2019/22		Secured Liveable Neighbourhood Bid
Secured £325k BLEN and £470k Mayor's Air Quality Fund		
Supports deliver of Air Quality Action		GULC Projects
Supports Kenley Community Plan and Good Growth		Secured Good Growth Funding
Supports Spatial Planning and Regeneration through transport expertise	Supports Spatial Planning and Regeneration through transport expertise	Supports Spatial Planning and Regeneration through transport expertise
Provides Core transport capacity for GZ programme		



Proposed Reduction and Saving	Impact and Risks	Mitigation
Reduce Local Plan and Place making Team 20/21	Stop preparation of Local Plan	Local Plan is up to date until London Plan is adopted c. 2021
Saving of c.£484k	Abortive Spend of c£275K of £400k Local Plan Reserve	
	Claw Back of c£311k Good Growth Fund by GLA	Negotiate with GLA and commit to use in next iteration of Local Plan
υ	Lack of expert policy support on complex p/a such as Care Home and Employment proposals	Retention of HoS and Team Leader to ensure core knowledge retained and allow team to rebuild.
Page 74	Lack of expert design expertise on complex p/a and pre app	
*	Submission of c.£600k Growth Bid for 2022 to restart Local Plan process to meet stat requirement	
Reduce Local Plan Team on adoption of new Local Plan 22/23 Saving of c.£484k	New White Paper requires new Local Plan using entirely new process and reduced time frame	Central Government may make more resources available to LPAs to prepare new Local Plans in new system. Commercialisation opportunities explored with other authorities before 22/23
Recommendation	Take Local Plan Team in 22/23	Local Plan will be adopted
		CKOYD www.croydon.g

	Croydon Building Control	Wandsworth	Ealing
	7 Surveyors and 1 HoS	17 Surveyors and 1 HoS	14 surveyors and 1 HoS
	52% market share c.1800 applications Building Regs Applications p/a 1200 site visits p/surveyor	55% market share c.2000 Building Regs Applications p/a 1600 site visits p/surveyor	43% market share c.1500 Building Regs Applications p/a 1400 per surveyor
	C.90 Dangerous Structures p/a (55-150)	c.75	c.60
	C.45 DS out of hours	Not known	Not known
Раде	Imminent major change following Grenfall through Building Safety Bill and increased statutory powers and duties – 120 high rise buildings in Croydon		
67	Long-term retention and recruitment issues arising from completion with Private Sector Approved Inspectors 50% vacancy rate in team. Major concern over race to the bottom on values and standards		
	Recommendation	No savings in this fragile and under resourced team and potential Growth Bid required 2022 to meet new Building Safety Bill and Regs	



Homes and Social Investment

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Cllr Stuart King, Cabinet Member for Croydon Renewal Ozay Ali, Interim Director of Homes and Social Investment



Key Statutory services

- 1. Our legal obligations include our responsibilities as:
 - a. Public body
 - b. Employer
 - c. Landlord

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- d. Service provider
- 2. Any cuts in statutory budgets will mean services will fail
- 3. Efficiency review is needed to cover Corporate and Investment portfolios
- 4. Asset Management Plan will be delivered in 2021/22
- 5. Reductions can be achieved through asset rationalisation and sales
- 6. Covid 19 pressures on the FM team remain at very high levels

It is possible that some expenditure can be smoothed, deferred to later years, but this will be subject to a full review, possible increases in disrepair claims and consultation



Key priorities for MTFS period

- 1. Deliver a comprehensive Asset Management Plan for Corporate Assets and Investment Assets in 2021/22
- 2. Commence targeted assets disposals over the MTFS period, starting with an interim Asset Sales programme in the new financial year
- 3. Interim Asset Sales are based on 13 assets that will deliver c.£7m gross [net of cost of sales]
- 4. Total sales over MTFS are assumed at £52.4m excluding the Croydon Park Hotel and any sites not transferred to BBB, some of which may be put forward for sale
 - 5. Devise a marketing strategy for the sale of the Croydon Park Hotel
 - 6. Evaluate sites not transferred to BBB for potential future development or sale
 - 7. Develop capacity to deliver affordable housing only in the future



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Major risks and next steps

 Headline risks: Scale of the delivery, required at pace whilst managing the risk judicial review and ensuring thorough EQIA's

 For example, if we are going to deliver savings required for next financial year, key decisions, engagement and consultations need to be made/start in <u>next 2-4 weeks</u>



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REPORT TO:	CABINET 18 th January 2021
SUBJECT:	General Fund Capital Programme 2020-2024
LEAD OFFICER:	Katherine Kerswell, Head of Paid Service and Interim Chief Executive
	Lisa Taylor, Director of Finance, Investment and Risk (Section 151 Officer)
	Jacqueline Harris – Baker, Executive Director of Resources and Monitoring Officer
CABINET MEMBER:	Cllr Stuart King, Cabinet Member for Croydon Renewal Cllr Callton Young, Cabinet Member for Resources and Governance
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

The Council's capital programme underpins the capital resource allocation for all corporate priorities and policies for the residents of the Borough of Croydon. This report sets out the draft capital programme for the three year period 2021-2024 and amendments to the 2020/21 capital budget.

FINANCIAL IMPACT

The draft capital programme would result in borrowing over the Medium Term Financial Strategy (MTFS) of £90.546m. It is in additional to the borrowing required for the capitalisation direction if approved by central government.

This report sets out a request for additional capital budget in this financial year of £2.228mn relating to budget amendments and additional capital works. Where budgets are approved, this is to ensure that any spending approved under the S114 Spending Control panel have followed the financial regulations.

FORWARD PLAN KEY DECISION REFERENCE NO .: This is not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. **RECOMMENDATIONS**

The Cabinet is recommended to:

- 1.1 Note the draft capital programme, which excludes the Housing Revenue Account capital programme. Note the final capital programme will be presented for Full Council approval as part of the budget setting process.
- 1.2 Recommend that Full Council approve amendments to the in year capital programme.

- 1.3 Note the changes to the Public Works Loan Board (PWLB) borrowing requirements, include the need to provide an outline capital strategy to central government before any further borrowing is permitted.
- 1.4 Note the proposal to review the Highways budgets alongside the Highways Strategy in the new financial year.
- 1.5 Cease the Asset Investment Board, as the Asset Acquisition Programme has stopped.

2. EXECUTIVE SUMMARY

- 2.1. The London Borough of Council is required, by law, to be a financially balanced and sustainable council. It faces significant challenges to achieve this, caused primarily by financial and other governance failures as highlighted in the Report in The Public Interest and other previous reports to Cabinet and Council.
- 2.2. In order to move the Council to a financial sustainable footing, work continues on reviewing operational and service delivery costs to bring them to a more appropriate level. This includes a review of the capital programme, to ensure that it better reflects the Council's priorities in light of its ongoing financial challenges.
- 2.3. The Council needs to balance its budget in the short and long term. While it works to reshape its service offer and bring costs down, the Council is seeking a direction to capitalise £70m of revenue expenditure in the current year and up to £80m over the subsequent three years, so that it can contain spending within available resources and build sufficient resilience to support its improvement journey. Clearly, there are revenue implications associated with this borrowing and this has an impact on the Council's ability to afford borrowing for its capital programme. The cost of this borrowing is built in to the council's MTFS and detailed in section 12 of this report.
- 2.4. This paper outlines an indicative capital programme for the General Fund, which will be completed as part of the budget setting cycle in February 2021. In order to finalise the programme, there is a need to review and challenge key projects and programmes in greater detail to ensure that they provide value for money for the Council and the residents of Croydon.
- 2.5. The capital programme for the Housing Revenue Account will be updated and reported to Cabinet in February 2021 as part of budget setting process. Work is underway to update the 30 year business plan which underpins the cycle of works to maintain council housing stock.

3. BACKGROUND

- 3.1. The financial regulations require a three year Capital Programme to be approved by Full Council, as part of the budget setting cycle. The Capital Programme is primarily funded by borrowing, with additional funding from developer contributions such as s106 agreements and the Community Infrastructure Levy and grants from external bodies. The Capital Programme is typically made up of:
- 3.1.1. Recurring key projects and programmes linked to the Council's statutory duties. These include the Highways Maintenance programme and the Education Estates Programme;
- 3.1.2. Recurring elements to ensure that the Council's infrastructure is repaired and maintained. This includes digital infrastructure, the corporate property programme;
- 3.1.3. One off elements linked to the Council's corporate priorities.
- 3.2. In recent years, the Capital Programme has also included borrowing for commercial investment for financial return or investment in commercial entities. These investments have a long term impact on the Council's financial position and performance, as has been reported to Cabinet as part of the strategic review of companies.

4. INDICATIVE DRAFT THREE YEAR CAPITAL PROGRAMME

- 4.1. The Council is working to re-align the capital programme to ensure that it is in proportion to its corporate priorities in light of the current financial challenges. There is a priority to ensure that programmes meet the Council's statutory objectives. Other projects which are already in progress will be scaled back accordingly.
- 4.2. **Appendix 1** sets out the indicative capital programme and the draft funding for the programme

CAPITAL PROGRAMME UDPATES

- 4.3. In the July 2021 review, the 2021/2024 capital programme will be updated for projects and programmes from the current financial year which are expected to slip. These amounts will be confirmed as part of the year end accounts close process.
- 4.4. The indicative programme will also be updated for:
- 4.4.1. A review of any revised borrowing requirement of Brick by Brick. Further borrowing is likely to be required and this will be in line with value for money criteria and will be detailed and approved in future Cabinet reports;

- 4.4.2. A review of the assumptions underpinning the Growth Zone, which may impact on the profile and shape of the scheme; and
- 4.4.3. A review of other projects and programmes in light of the Croydon's financial position, revised priorities and Croydon Renewal Plan.
- 4.5. Programmes which were previously approved by Council will no longer be pursued and, therefore, removed from the programme. These are the Asset Acquisition Strategy and Sustainability measures.
- 4.6. In order to strengthen the governance around the capital programme, an officer Capital Board has been set up. This will ensure that adequate challenge is in place before any recommendations to Council are made on the shape and nature of the capital programme.

HIGHWAYS CAPITAL PROGRAMME

- 4.7. The Highways network is the highest value asset in the Council's portfolio, with a gross replacement value of £1.6 billion. The Highways' Strategy, published in September 2020, set out how the highways service will deliver against the Council's priorities.
- 4.8. Recent stock condition surveys indicate that the capital programme does not reflect the investment levels required to maintain a steady state. There is therefore a need for Council to consider different investment options and adopt the most appropriate one, taking into account the revised priorities in light of the Council's current financial position and Croydon Renewal Plan.
- 4.9. In order to achieve this, the Highways Service will bring a report to Cabinet in the new financial year, which sets out the Highways Strategy and associated budget proposals. The indicative capital programme currently reflects the previously approved Highways capital budgets and will need to be updated accordingly.

5. FUNDING THE PROGRAMME

5.1. The Capital Programme is funded by a mix of borrowing, developer contributions and external grants. As part of finalising the draft capital programme, the borrowing implications will be confirmed and the revenue implications factored into the MTFS. However, based on the indicative programme, the potential borrowing of £48.7m for 2021/22, for the programme of an estimate £77.4m but this is likely to change when the programme is updated for slippage. In line with the financial regulations, slippage is approved after the financial year end when outturn is finalised.

- 5.2. The Council holds balances of developer contributions known as the Community Infrastructure Levy and S106 contributions, which can be used to fund elements of the capital programme. In previous years, the Council expects to use CIL funding towards the Education Estates Programme. The Council also aims to use CIL towards key infrastructure in line with the underlying regulations governing CIL with the Council's internal Infrastructure Group. S106 contributions will be used in line with the associated agreements.
- 5.3. At the start of 2020/21, the borough CIL balance was £11.78m, with over £2m collected so far in the financial year. At least £6.8m will be allocated to the Council's capital programme in accordance with annual Council budget setting, but this will be amended each year based on funding available. The final amount to be allocated is decided in quarter 4 each year once there is certainty over the amount of CIL collected and the level of actual capital spend on programmes.

6. TRANSPORT FOR LONDON FUNDING

- 6.1. A number of capital schemes receive funding from Transport for London, including amounts under the Local Implementation Plan. Transport for London's financial position has been severely impacted by a decline in public transport use, due to the Coronavirus pandemic and the need to discourage public transport use for public health reasons. The financial situation has meant that TfL has also had to put most of the design, development and funding projects on pause, in addition to the safe stop on construction, with limited exceptions for safety and operationally critical expenditure. This pause has included pre-planned Local Implementation Plan funded and other borough programmes.
- 6.2. This therefore creates uncertainty within the capital programme as we are not able to confirm TfL LIP allocations for 2021/22. The programme will be updated once allocations are confirmed. This, in particular, has an impact on the Walking and Cycling Programme, which was funded through a combination of Growth Zone funding, TfL LIP and a small amount of capital borrowing.

7. CHANGES TO PWLB BORROWING CONDITIONS

7.1. As noted, the Capital Programme is mainly funded by borrowing. The Council obtains most of its borrowing from the Public Works Loans Board (PWLB). The PWLB's lending facility is operated by the UK Debt Management Office (DMO) on behalf of HM Treasury and provides loans to local authorities, and other specified bodies, from the National Loans Fund, operating within a policy framework set by HM Treasury.

- 7.2. The terms and arrangements for borrowing are determined by HM Treasury. Since 2004, under the prudential regime, local authorities are responsible for their own financial decision making. They were free to finance capital projects by borrowing, provided they can afford to service their debts out of their revenues. In deciding how much debt is affordable, local authorities are required by law to "have regard" to the Prudential Code, published by the Chartered Institute of Public Finance and Accountancy (CIPFA), but have discretion to decide how to fulfil this statutory requirement.
- 7.3. Decisions over which capital projects to pursue and whether to borrow for these investments are the responsibility of the elected Council of each local authority.
- 7.4. In response to local authorities using borrowing to fund investments in return for a yield, HM Treasury has announced targeted interventions which make some changes to the PWLB lending arrangements. Taking effect on 26 November 2020, these are:
- 7.4.1. As a condition of accessing the PWLB, local authorities will be asked to submit a high-level description of their capital spending and financing plans for the following three years, including their expected use of the PWLB;
- 7.4.2. As part of this, the PWLB will ask the S151 Officer to confirm that there is no intention to buy investment assets primarily for yield at any point in the next three years. This assessment is based on the finance director's professional interpretation of guidance issued alongside these lending terms.
- 7.4.3. PWLB will not lend to a local authority that plans to buy investment assets primarily for yield anywhere in their capital plans, regardless of whether the transaction would notionally be financed from a source other than the PWLB.
- 7.4.4. When applying for a new loan, the local authority will be required to confirm that the plans they have submitted remain current and that the assurance that they do not intend to buy investment assets primarily for yield remains valid.
- 7.4.5. If HM Treasury has concerns that a loan may be used in a way that is incompatible with HM Treasury's own duties to ensure that public spending represents good value for money to the taxpayer, the department will contact the local authority to gain a fuller understanding of the situation. Should it transpire that an LA has deliberately misused the PWLB, HM Treasury has the option to suspend that LA's access to the PWLB, and in the most extreme cases, to require that loans be repaid. In practice such an eventuality is highly unlikely and would only occur after extensive discussion with the local authority in question.

8. IN-YEAR CAPITAL PROGRAMME

- 8.1. One of the work streams implemented by the Finance Review Panel was to look at the in-year capital programme to identify if projects could be paused, delayed or stopped in order to achieve immediate savings. As a result, the 2020/21 capital programme was reduced to £187.7m compared to £301.5m approved by Council in March 2020. The most significant reduction related to the cessation of the Asset Acquisition programme, which had assumed £100m of borrowing in the current year.
- 8.2. During the year, as part of the quarterly monitoring cycle, budget adjustments to the Capital Programme will need to be approved by Full Council.
- 8.3. **Table 3** in Appendix 1 outlines the changes to the current year programme that are recommended for Council approval. **Table 4** sets out the changes made to the Capital Programme which were reported to Cabinet in September 2020 in the Quarter 1 Financial Performance Report. This includes the £155m of budget adjustments made as part of the immediate measures actions under the Finance Review. Cabinet are asked to note that all spend against capital budgets are under the remit of the S114 notice and will continue to be subject to challenge by the S151 Officer as part of the Spending Control Panel mechanism. A budget increase does not, therefore, provide authority to spend but ensures the financial regulations must be adhered to, which stipulates that capital programme spend is within approved budgets.

9. RISKS ASSOCIATED WITH THE CAPITAL PROGRAMME

- 9.1. The Council will need to ensure that it is aware of the following risks when considering the final capital programme:
- 9.1.1. The capitalisation direction has an impact on affordability of the capital programme as it will significantly increase the Council's borrowing;
- 9.1.2. The cost of borrowing may change in future, which could have a revenue implication;
- 9.1.3. PWLB will require the Council to provide a summary capital programme before any borrowing is agreed.
- 9.1.4. As experienced by many other organisations, individual projects and programmes may be subject to the risk of overspend and delays. Regular monitoring and challenge is needed to help offset this. Any budget increases require Full Council approval.

9.2. There will also be key risks associated with individual programmes. These will be reported to Cabinet as part of the standard governance procedures and monitored in line with the Council's risk management framework.

10. CONSULTATION

10.1 The capital programme will require further review and due diligence along with specific processes for implementation including consultation with all relevant stakeholders.

11. PRE-DECISION SCRUTINY

11.1. This item has not been to a Scrutiny meeting for pre-decision debate. When a more up to date and complete programme is ready, it will be invited for scrutiny and challenge by the Scrutiny and Overview Committee as part of the overall budget setting process.

12. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

12.1. The annual revenue borrowing costs associated with the capital programme will depend on the life of the underlying assets and policy for minimum revenue provision. Based on an average life of 33 years, £50m of borrowing will result in revenue costs of £1.97m in the first year, made up of £815k of interest and £1.156m for the minimum revenue provision. This assume a borrowing rate of 1.63%. Once the capital programme is finalised, the revenue costs associated with the borrowing will be updated. The Medium Term Financial Strategy currently includes an annual revenue budget of £9.847m, which covers the costs of the minimum revenue provision associated with existing borrowing. An additional £2.989m has been included to cover the minimum revenue provision associated with the MHCLG capitalisation direction.

12.2 Risks

The report sets out the risks in section 9.

12.3 Options

There are no options presented in this report.

12.4 Future savings/efficiencies

The work to finalise the capital programme will seek to ensure that it is in accordance with value for money requirements and the revised service offer.

Approved by: Interim Deputy S151 Officer Matt Davis on behalf of Lisa Taylor, Director of Finance, Investment and Risk and S151 Officer

13. LEGAL CONSIDERATIONS

- 13.1. The Interim Director of Law & Governance comments that, as mentioned earlier in this report, the Council is under a duty to ensure that it maintains a balanced budget and to take any remedial action as required in year.
- 13.2. The Local Government Act 1972 Section 151 states that each local authority has a statutory duty to make arrangements for the proper administration of their financial affairs. In addition, the Accounts and Audit Regulations 2015 impose an explicit duty on the Council to ensure that financial management is adequate and effective and that they have a sound system of internal control, including arrangements for the management of risk.
- 13.3. "Proper administration" is not statutorily defined; however, there is guidance, issued by CIPFA on the responsibilities of the Chief Finance Officer (CFO). This states that local authorities have a corporate responsibility to operate within available resources and the CFO should support the effective governance of the authority through development of corporate governance arrangements, risk management and reporting framework. Regular monitoring of the Council's actual expenditure to budget and forecasting of the expenditure for the full year is part of the proper administration and governance of the Council.

Approved by Sean Murphy, Interim Director of Law and Governance and Deputy Monitoring Officer

14. HUMAN RESOURCES IMPACT

14.1. There are no immediate implications for the workforce in respect to the recommendations.

Approved by: Sue Moorman, Director of Human Resources

15. EQUALITIES IMPACT

15.1. An equality analysis will be undertaken to ascertain the potential impact the programme will have on groups that share protected characteristics as part of the budget setting cycle. In order to finalise the programme, there is a need to review and challenge key projects and programmes in greater detail to ensure that they provide value for money for the Council and do not have any adverse impact on vulnerable residents and groups that share protected characteristics

Approved by: Yvonne Okiyo, Equalities Manager

16. ENVIRONMENTAL IMPACT

16.1. For each proposal within the Capital Programme, an environmental impact assessment will be carried out.

17. CRIME AND DISORDER REDUCTION IMPACT

17.1. For each proposal within the Capital Programme, an environmental impact assessment will be carried out.

18. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

18.1. To set out a draft capital programme for 2021-2024 and update the in year capital budget to ensure that any spending decisions have associated budget cover.

19. OPTIONS CONSIDERED AND REJECTED

19.1. No other existing options were considered.

20. DATA PROTECTION IMPLICATIONS

20.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

This reports presents high-level financial data only.

20.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

No

CONTACT OFFICER:	Lisa Taylor, Director of Finance Investment and Risk and S151 Officer
APPENDICES TO THIS REPORT:	Appendix 1 – indicative capital programme and the draft funding
BACKGROUND PAPERS:	None

Appendix 1

Table 1: Indicative MTFS Capital Programme

		ative MTF	T L		dina				
	Dudget	Dudget	Dudget		Three year funding source Funding Funding Other Total				
	Budget 2021/22	Budget 2022/23	Budget 2023/24	Total MTFS		Funding Borrow -	Funding Growth	Other fundin	Iotai
	2021/22	2022/23	2023/24	_			Zone		
Description				budget		ing	Zone	g (Grant	
								s, CIL,	
								other)	
	£000s	£000s	£000s	£000s		£000s	£000s	£000s	£000s
Disabled									
Facilities									
Grant	2,400	2,400	2,400	7,200		0	0	7,200	0
Empty									
Homes									
Grants	500	0	0	500		500	0	0	0
Bereavement									
Services -									
burial land	600	0	0	600		600	0	0	0
Bereavement									
services -									
crematorium	465	0	0	465		465	0	0	0
Health,									
Wellbeing									
and Adults	3,965	2,400	2,400	8,765		1,565	0	7,200	8,765
Education –									
Fire Safety									
Works	1,200	300	0	1,500		0	0	0	0
Education –									
Fixed term									
expansion	260	34	0	294		0	0	0	0
Education –									
Major	0.045	0 000		0.045					
Maintenance	2,945	3,000	3,000	8,945		0	0	0	0
Education –									
Permanent	100		0	224		0	0	0	0
Expansion Education –	180	44	0	224		0	0	0	0
Special Educational									
Needs	8,892	352	555	9,799		0	0	0	0
Education -	0,092	552	555	9,799		0	0	0	0
other	200	0	0	200		0	0	0	0
Education	200	0	0	200		0		0	0
Funding	0	0	0	0		2,330	0	18,632	20,962
Children,	U		Ū	U		2,000		10,002	20,002
Families									
and									
Education									
Sub Total	13,677	3,730	3,555	20,962		2,330	0	18,632	20,962
Asset	.,	-,	-,			,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,			
Management	155	0	0	155		155	0	0	155
Clocktower		-	-					-	
chillers	462	0	0	462		462	0	0	462

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Corporate	0 000	0.000	0.000	0 000	0 000	0	0	0.000
Property	2,000	2,000	2,000	6,000	6,000	0	0	6,000
Feasibility						0		
Fund	330	330	330	990	990	0	0	990
Fieldway								
Cluster								
(Timebridge								
community	101			101	101	0		101
centre)	121	0	0	121	121	0	0	121
Grounds								
Maintenance								
Insourced	1 000	0	0	4 000	1 000	0	0	1 000
Equipment	1,200	0	0	1,200	1,200	0	0	1,200
Leisure								
centre invest	1 10	70	0	040	040	0	0	010
to save	140	70	0	210	210	0	0	210
Libraries	1.010	0	0	4 040	4 04 0	0	0	1.010
Investment	1,610	0	0	1,610	1,610	0	0	1,610
Measures to								
mitigate								
illegal								
encampment	70	70	70	040	040	0	0	010
S	73	73	73	219	219	0	0	219
Museum	100	0	0	100	100	0	0	100
archives	100	0	0	100	100	0	0	100
Parking	475	475	0	950	950	0	0	950
Play						_		
equipment	815	0	0	815	505	0	310	815
Safety -								
Digital								
Upgrade of	0.55				055	0		0.55
CCTV	655	0	0	655	655	0	0	655
SEN	4 075			4 075	4 075	0		4 075
Transport	1,275	0	0	1,275	1,275	0	0	1,275
Signing	112	0	0	112	112	0	0	112
Waste and								
Recycling	1,558	0	0	1,558	1,558	0	0	1,558
Waste and								
Recycling -								
Don't Mess								
with Croydon	768	0	0	768	768	0	0	768
Place sub-								
total	11,849	2,948	2,403	17,200	16,890	0	310	17,200
ICT Refresh								
&								
Transformati	0.000	0.000	0.000	40.000	40.000	_	~	40.000
on Described OT	6,200	6,200	6,200	18,600	18,600	0	0	18,600
People ICT	4 504	~	~	4 504	4 504	~	~	4 504
Programme	1,521	0	0	1,521	1,521	0	0	1,521
Uniform ICT		~	0 740	0 740	0 740	~	~	0.740
upgrade	0	0	3,719	3,719	3,719	0	0	3,719
Finance and		~	~	400	100	_	~	(00
HR System	400	0	0	400	400	0	0	400

							Appendix	(1
Resources sub-total	8,121	6,200	9,919	24,240	24,240	0	0	24,240
Sub-lotai	0,121	0,200	9,919	24,240	24,240	U	0	24,240
Programme s under review								
Highways	17,231	8,051	tbc	25,282	25,282	0	0	25,282
Electric Vehicle Charging Points	500	0	0	500	100	0	400	500
Growth Zone	10,900	21,000	14,000	45,900	0	45,900	0	45,900
RIF - Brick by Brick Borrowing	tbc	tbc	tbc	tbc	0	0	0	0
New Addington wellbeing								
centre	2,979	10,833	0	13,812	13,812	0	0	13,812
Park Life	3,758	4,773	0	8,531	2,400	0	6,131	8,531
South Norwood Regeneration	1,323	849	74	2,246	795	0	1,451	2,246
Walking and Cycling strategy	tbc	tbc	tbc	tbc	tbc	tbc	tbc	tbc
Asset management - Stubbs								
mead	3,132	0	0	3,132	3,132	0	0	3,132
TFL projects Total under	tbc	0	0	0	tbc	0	0	0
review	39,823	45,506	14,074	99,403	45,521	45,900	7,982	99,403
Total General Fund Capital Programme	77,435	60,784	32,351	170,570	90,546	45,900	34,124	170,570
MHCLG capitalisation direction request	50,000	25,000	5,000	80,000	80,000	0	0	80,000

Appendix 1

Table 2: Draft indicative funding

	Budget	Budget	Budget	Total MTFS
	2021/22	2022/23	2023/24	budget
	£000s	£000s	£000s	£000s
Borrowing	48,654	29,570	12,322	90,546
Borrowing - GZ	10,900	21,000	14,000	45,900
TfL	-	-	-	-
S106	771	-	-	771
CIL	400	200	200	800
School Condition Allocation	4,145	3,300	3,000	10,445
Special Provision Capital Funding	897	152	355	1,404
Basic Need Funding	640	78	-	718
ESFA	5,003	-	-	5,003
Other grant - DFG	2,400	2,400	2,400	7,200
Other grant - Football Foundation	2,000	3,073	-	5,073
Other grant - London Marathon	250	250	-	500
Other Grant - ORCS	300	-	-	300
Historic England	374	511	74	959
Other grants - GLA	701	250	-	951
	77,435	60,784	32,351	170,570
MHCLG capitalisation direction	50,000	25,000	5,000	80,000

Table 3 In year changes requiring Full Council approval

Service area	Description	Amount
	· · · · ·	£000s
Health, Wellbeing		
and Adults		
Department		
Angel Lodge	Project over-spent against original budget	46
Place Department		
Highways Tree Works	Subject to works being approved by the SCP, the service has scheduled work which would be funded by Council £182k borrowing required. £39k of this acts as match funding leverage for a further £287k external funding from GLA. The original 5 yr programme agreed to £179k Council borrowing per annum.	182
Leisure	£180k required as per Leisure contract with GLL. Under the original terms of the leisure contract, the Council committed to fund capital works which would reduce the revenue payments to the leisure provider	180
Leisure	Budget correction	308
Asset Management programme	Fund to support Asset Strategy plan	310
Resources		
Department		
Corporate Property Program	Additional budget required for repairs.	682
Finance and HR system	Further bid requested to maintain the interim support arrangements for the Finance and HR system	524
	Total	2,232

Appendix 1 Table 4 – Capital Programme reported to September Cabinet in the Quarter 1 Financial Performance report

Category	Original budget 2020/21	Revised Slippage 2019/20	Budget adjustments	Revised budget 2020/21	Actuals 2020/21	Forecast 2020/21	Variance 2020/21
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Adults ICT	0	284	0	284	0	284	0
Angel lodge conversion to MHO	100	0	0	100	0	100	0
Bereavement Services	0	900	0	900	0	900	0
Disabled Facilities Grants	2,400	2,013	0	4,413	168	4,413	0
Provider Services - Extra Care	500	0	0	500	0	500	0
Sheltered Housing	0	938	0	938	0	938	0
Health, Wellbeing and Adults including Gateway and Housing Sub Total	3,000	4,135	0	7,135	168	7,135	0
Education – Fire Safety Works	1,000	954	0	1,954	0	1,954	0
Education – Fixed term expansion	59	140	0	199	108	199	0
Education – Major Maintenance	2,882	1,929	0	4,811	362	4,811	0
Education – Miscellaneous	1,444	5,650	0	7,094	44	7,094	0
Education – Permanent Expansion	1,091	817	0	1,908	53	1,908	0
Education – Secondary Schools Estate	0	0	0	0	47	0	0
Education – Special Educational Needs	18,807	4,908	0	23,715	2,204	23,715	0
Education – SEN Centre of Excellence	0	1,305	0	1,305	0	1,305	0
Early Help Centre	0	0	0	0	73	78	78
Children, Families and Education Sub Total	25,283	15,703	0	40,986	2,891	41,064	78
Affordable Housing Programmes	40,000	0	(40,000)	0	0	0	0
Allotments	0	332	0	332	0	332	0
Brick by Brick programme	75,510	0	492	76,002	0	76,002	0
Community Ward Budgets	576	1,272	0	1,848	0	1,848	0
CALAT	0	619	0	619	52	619	0
Devolution initiatives	912	0	(912)	0	0	0	0
Electric Vehicle Charging Points	2,400	0	(1,200)	1,200	0	1,200	0
Empty Homes Grants	500	0	0	500	-20	500	0
Feasibility Fund	330	20	0	350	30	350	0
Fieldway Cluster (Timebridge Community Centre)	0	5,204	0	5,204	40	5,204	0

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Fiveways junction	0	0	0	0	0	0	0	
Growth Zone	15,000	0	(8,327)	6,673	0	6,673	0	
Grounds Maintenance Insourced Equipment	1,500	0	(1,500)	0	0	0	0	
Highways - maintenance programme	6,000	0	0	6,000	33	6,000	0	
Highways - maintenance programme (staff recharges)	567	0	0	567	0	567	0	
Highways – flood water management	565	663	0	1,228	0	1,228	0	
Highways – bridges and highways structures	575	423	0	998	0	998	0	
Highways – Tree works	299	0	(299)	0	9	0	0	
Measures to mitigate illegal encampments in parks and open spaces	0	0	0	0	0	0	0	
Leisure centres equipment upgrade	0	0	0	0	0	0	0	
Libraries investment – general	650	1,405	0	2,055	386	2,055	0	
Libraries investment – South Norwood library	0	522	0	522	0	522	0	
Neighborhood Support Safety Measures	50	0	0	50	0	50	0	
New Addington wellbeing centre	3,000	0	(1,525)	1,475	121	1,475	0	
Parking	2,825	113	0	2,938	0	2,938	0	
Park Life	0	412	0	412	0	412	0	
Play Equipment	0	730	0	730	3	730	0	
Safety – digital upgrade of CCTV	250	309	0	559	0	559	0	
Section 106 Schemes	0	0	4,973	4,973	66	4,973	0	
SEN Transport	1,460	0	0	1,460	0	1,460	0	
Signage	0	25	0	25		25	0	
Sustainability Programme	2,500	0	(1,875)	625	0	625	0	
TfL LIP	2,462	0	(2,462)	0	0	0	0	
Unsuitable Housing Fund	0	30	0	30	0	30	0	
Walking and cycling strategy	750	125	0	875	0	875	0	
Waste and Recycling Investment	0	1,558	0	1,558	0	1,558	0	
Waste and Recycling – Don't Mess with Croydon	768	0	0	768	0	768	0	
Place Sub Total	159,449	13,762	(52,635)	120,576	720	120,576	0	
Asset strategy – Stubbs Mead	0	200	0	200	0	200	0	
Asset Strategy Programme	0	460	0	460	55	460	0	
Asset Acquisition Fund	100,000	0	(100,000)	0	0	0	0	

				Appendix 1			
Corporate Property Programme	2,000	0	0	2,000	41	2,000	0
Crossfield (relocation of CES)	0	0	0	0	0	0	0
Emergency Generator (Data Centre)	0	0	0	0	0	0	0
Finance and HR system	0	0	431	431	0	431	0
ICT Refresh & Transformation	6,200	187	0	6,387	138	6,387	0
People ICT	2,014	7,128	0	9,142	364	9,142	0
Uniform ICT Upgrade	3,600	0	(3,600)	0	7	0	0
Resources Sub Total	113,814	7,975	(103,169)	18,620	605	18,620	0
GENERAL FUND TOTAL	301,546	41,575	(155,804)	187,317	4,384	187,395	78