

DECISION-MAKER:	CABINET COUNCIL
SUBJECT:	THE GENERAL FUND CAPITAL STRATEGY AND PROGRAMME 2024/25 TO 2029/23
DATE OF DECISION:	25 FEBRUARY 2025 (CABINET) 26 FEBRUARY 2025 (COUNCIL)
REPORT OF:	COUNCILLOR LETTS CABINET MEMBER FOR FINANCE AND CORPORATE SERVICES

<u>CONTACT DETAILS</u>			
Executive Director	Title	Executive Director Enabling Services and S151 Officer	
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STATEMENT OF CONFIDENTIALITY
Not Applicable

BRIEF SUMMARY
<p>This report sets out the capital strategy for the coming 5 years, building on the following financial strategy, also set out in the Medium Term Financial Strategy.</p> <p>We will invest with purpose in services and assets to improve residents' lives whilst growing the city and ensuring financial sustainability for the council.</p> <p>Our focus will be on:</p> <ul style="list-style-type: none"> • reducing demand by boosting early intervention and strengths-based practice across all services; • increasing productivity & growth of the city; • creating market opportunities; • using minimal modern and fit for purpose council assets; • provide high-performing, mid cost services; and • foster a diverse economy; and • actively engage residents in the delivery process. <p>The MTFs provides the strategic financial framework within which financial stability can be achieved and sustained in the medium term to deliver the council's key strategic</p>

priorities and services. The focus this year has been to address the budget deficit through the transformation programme and put the council back on a sounder financial footing.

The capital strategy forms a significant part of this plan, and changes in the overall General Fund (GF) Capital Programme for the period of 2024/25 to 2029/30 have been made to help deliver this strategy. The net result of the changes since the previous report is an increase to the General Fund programme of £105.91M over the next five years. Significant additions include

- schools (£14.0M),
- transport (£9.4M),
- highways (£10.4M)
- heritage assets (£6.9M).
- uplifts to the outdoor leisure centre (£6.3M)
- and the introduction of the investment fund - Revolving Regeneration Fund (£32.0M) to drive increases in council tax and business rates bases.

Further details are provided in the body of this report.

Significant parts of the programme are funded from government capital grants alongside the use of council capital resources and borrowing.

The capital budget proposals put forward in this report reflect the anticipated needs of the Council over the next five years. This provides certainty about future funding and enables capital spending to be prioritised including to deliver purposeful investment alongside service and council priorities.

RECOMMENDATIONS:

CABINET

To recommended to Council:

	i)	The Capital Strategy, as detailed in Appendix 1.
	ii)	The Minimum Revenue Provision (MRP) Strategy as detailed in Appendix 2.
	iii)	The Non-Treasury Investment Strategy as detailed in Appendix 3.
	iv)	The Treasury Management Strategy as detailed in Appendix 4.
	v)	The revised fully funded General Fund Capital Programme, that totals £312.92M (as detailed in paragraphs 15 and 16) and the associated use of resources. The Housing Revenue Account capital programme is set out elsewhere on the agenda.
	vi)	The addition and spend of £105.75M to the General Fund programme. These additions are detailed in paragraphs 25 to 53 and Appendix 5.
	vii)	The removal of schemes from the capital programme totalling £0.06M, set out in paragraph 39 and detailed in Appendix 5.
	viii)	The Flexible Use of Capital Receipts Strategy as detailed in Appendix 7.

COUNCIL

Council is recommended to:

	i)	Approve the Council's Capital Strategy detailed in Appendix 1.
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	ii)	Approve the Council's MRP Strategy detailed in Appendix 2 and delegate authority to the Executive Director Enabling Services & S151 Officer to make any changes required throughout 2025/26.
	iii)	Approve the Council's Non-Treasury Investment Strategy detailed in Appendix 3.
	iv)	Approve the Council's Treasury Management Strategy detailed in Appendix 4.
	v)	Approve the revised fully funded General Fund Capital Programme, which totals £312.92M (as detailed in paragraphs 15 and 16) and the associated use of resources. The Housing Revenue Account capital programme is set out elsewhere on the agenda.
	vi)	Approve the addition and spend of £105.75M, which has been added to the General Fund programme. These additions are detailed in paragraphs 25 to 53 and Appendix 5.
	vii)	Approve the removal of schemes from the capital programme totalling £0.06M, set out in paragraph 39 and detailed in Appendix 5.
	viii)	Approve the Council's Flexible Use of Capital Receipts Strategy as detailed in Appendix 7.
	ix)	Approve the delegated authority to the Executive Director Enabling Services & S151 Officer to accept grant awards for the Outdoor Sports Centre project.

REASONS FOR REPORT RECOMMENDATIONS

1.	The Constitution requires the Executive to recommend its budget proposals for the forthcoming year to Council to enable the annual setting of council tax. The recommendations contained in this report set out the various elements of the budget that need to be considered by Cabinet and recommended to Full Council for approval.
2.	The Prudential Code for Capital Finance in Local Authorities requires authorities to produce a capital strategy, which Council must also approve.
3.	The Council's Capital Programme is reviewed on a quarterly basis as part of the review of the Medium Term Financial Strategy and in accordance with the Council's Capital Strategy. Programme updates are reported to Cabinet and Council for approval. This is to enable new schemes in the programme to proceed and to approve additions and changes to the programme. Major capital projects are delivered over several years so by setting a clear five-year programme, works are scheduled over their estimated delivery period and can be funded accordingly.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

4.	No alternative options, given the requirements outlined in paragraphs 1 and 2.
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DETAIL (Including consultation conducted)

5.	CAPITAL STRATEGY
6.	The council needs to have a fit for purpose capital strategy to ensure that all the council's priorities are considered in the allocation of resources to the capital programme. Appendix 1 details the Capital Strategy 2025/26 to 2029/30.

	<p>The strategy provides an overview of how the council will utilise its capital resources to meet the financial strategy detail in the Medium Term Financial Strategy including detailed capital expenditure, capital financing and treasury management</p> <p>It sets out how associated risk is managed, the implications for future financial sustainability and criteria for purposeful investment, which is applied to all capital programme items. This is to ensure investment is focused on delivering the optimum value for money for the council and its benefits are fully considered against current financial challenges.</p> <p>The purposeful investment criteria is as follows:</p> <ol style="list-style-type: none"> 1. Does it reduce revenue expenditure/increase income in the current year or future years? 2. Does it stop a potential financial pressure in future years? 3. Does it have a significant positive impact on the lives of residents? Considering affordability, given the current financial challenges and limitations. <p>Taking account of the following considerations:</p> <ol style="list-style-type: none"> a) Solid Return on Investment (e.g. generating significant external funding/investment or inward returns from the investment to the council) b) Is it a major element necessary for the achievement of the Corporate Plan? c) A key commitment of the Administration
7.	<p>The Prudential Code for Capital Finance in Local Authorities requires authorities to produce a capital strategy. The guidance outlines the key factors which they recommend be included, as follows:</p> <ul style="list-style-type: none"> • The strategy should be formally approved by Council, • The strategy clearly sets out the forthcoming capital expenditure of the Council, • There should be a clear link to the treasury management strategy, therefore including prudential indicators, • There should be a focus on commercial activity and associated risks, • The long-term impact and liabilities of decisions being undertaken should be included and • The knowledge and skills of responsible officers should be articulated.
8.	<p>Prudential Indicators are to show that capital investment planning and the council's borrowing decisions are prudent and sustainable.</p> <p>The prudential indicators have been set for the forthcoming period and comprise of three main components, as follows:</p> <ul style="list-style-type: none"> • <u>Capital Expenditure</u> – Estimates of capital expenditure and capital financing; Current and Estimated Movement in the Capital Financing Requirement i.e. the Authority's underlying need to borrow. • <u>External Debt</u> – Current and Estimated Movement in Gross Debt; Authorised limits for Borrowing set by the Authority; the Operational Boundary for Total External Debt (excluding investments) and separate identification for borrowing against debt and other long-term liabilities. Other indicators outline the estimated movement in borrowing requirement and loans over the forthcoming five-year period, and

	<ul style="list-style-type: none"> • <u>Affordability</u> – the Ratio of Financing Costs to Net Revenue Stream – this indicates the revenue implications of capital expenditure required to meet borrowing costs.
9.	In setting the indicators, the council will also consider Minimum Revenue Provision (MRP). This is to set aside amounts for repayment of debt over the loan period or an equitable amount in line with Capital Regulations. The Council’s MRP policy is shown in Appendix 2 and requires approval as part of this report.
10.	<p>In preparing the capital strategy, the council has also considered the Treasury Management Strategy 2025/26, (Appendix 4) to be approved as part of this report. The strategy considers the impact of the council’s proposed revenue budget and capital programme on the balance sheet position, the treasury prudential indicators and the current and projected treasury position. It includes the economic background and interest rates outlook (Annex 4.2).</p> <p>The strategy highlights an increasing Capital Financing Requirement (CFR) due to the impact of the capital programme, Exceptional Financial Support (EFS) borrowing and a falling surplus on working balances.</p>
11.	<p>The Council’s Non-Treasury Investment Strategy meets the requirements of statutory guidance issued by the government in January 2018.</p> <p>The statutory guidance defines investments as “all of the financial assets of a local authority as well as other non-financial assets that the organisation holds primarily or partially to generate a profit; for example, investment property portfolios.”</p> <p>The Non-Treasury Investment Strategy 2025/26 set out in Appendix 3 and requires approval as part of this report.</p>
12.	<u>THE FORWARD GENERAL FUND CAPITAL PROGRAMME</u>
13.	The capital budget proposals put forward as part of this report reflect the anticipated needs of the council over the next five years. This will be reviewed once the new City Plan and Council Plan are agreed. The capital programme is kept under regular review, both in terms of future affordability and delivery.
14.	As is standard practice we have included a further year in the capital programme, and refreshed funding assumptions. This alongside a review of the programme in line with the financial strategy has resulted in increases in the programme of £105.91M. Economic factors influence the amount of capital schemes we can deliver, such as rising inflation increasing the cost of construction. This makes ensuring investment is with purpose more important to ensure affordability and a sustainable future for the city and the council.
15.	Tables 1 and 2 show capital expenditure by directorate and the use of resources to finance the General Fund Capital Programme up to and including 2029/30. Appendix 6 provides details of each directorate’s latest programme and the financing of that programme.

16.	<p>Table 1 – General Fund Capital Expenditure by Programme</p> <table border="1"> <thead> <tr> <th>Programme</th> <th>2024/ 2025 £M</th> <th>2025/ 2026 £M</th> <th>2026/ 2027 £M</th> <th>2027/ 2028 £M</th> <th>2028/ 2029 £M</th> <th>2029/ 2030 £M</th> <th>Total £M</th> </tr> </thead> <tbody> <tr> <td>Children & Learning</td> <td>11.20</td> <td>22.53</td> <td>29.35</td> <td>3.75</td> <td>3.04</td> <td>3.04</td> <td>72.90</td> </tr> <tr> <td>Community Wellbeing</td> <td>4.25</td> <td>3.44</td> <td>2.55</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>10.24</td> </tr> <tr> <td>Enabling Services</td> <td>2.87</td> <td>7.85</td> <td>4.12</td> <td>1.97</td> <td>0.00</td> <td>0.00</td> <td>16.80</td> </tr> <tr> <td>Growth & Prosperity</td> <td>42.57</td> <td>39.67</td> <td>20.02</td> <td>19.23</td> <td>15.89</td> <td>4.79</td> <td>142.17</td> </tr> <tr> <td>Resident Services</td> <td>5.99</td> <td>48.34</td> <td>6.75</td> <td>1.60</td> <td>0.00</td> <td>0.00</td> <td>62.68</td> </tr> <tr> <td>Strategy & Performance</td> <td>8.13</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>8.13</td> </tr> <tr> <td>Total</td> <td>75.00</td> <td>121.83</td> <td>62.79</td> <td>26.55</td> <td>18.93</td> <td>7.83</td> <td>312.92</td> </tr> </tbody> </table> <p>Table 2 – Use of Resources</p> <table border="1"> <tbody> <tr> <td>Capital Grants</td> <td>(51.56)</td> <td>(56.27)</td> <td>(10.25)</td> <td>(7.44)</td> <td>(7.44)</td> <td>(7.44)</td> <td>(140.40)</td> </tr> <tr> <td>Contributions</td> <td>(6.14)</td> <td>(8.72)</td> <td>(1.20)</td> <td>(0.25)</td> <td>(0.25)</td> <td>(0.25)</td> <td>(16.81)</td> </tr> <tr> <td>Revenue Financing</td> <td>(1.71)</td> <td>(1.50)</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>(3.21)</td> </tr> <tr> <td>Capital Receipts</td> <td>(8.43)</td> <td>(0.30)</td> <td>(0.58)</td> <td>0.00</td> <td>0.00</td> <td>0.00</td> <td>(9.31)</td> </tr> <tr> <td>CR – Borrowing</td> <td>(7.16)</td> <td>(55.03)</td> <td>(50.76)</td> <td>(18.86)</td> <td>(11.24)</td> <td>(0.14)</td> <td>(143.19)</td> </tr> <tr> <td>Total</td> <td>(75.00)</td> <td>(121.83)</td> <td>(62.79)</td> <td>(26.55)</td> <td>(18.93)</td> <td>(7.83)</td> <td>(312.92)</td> </tr> </tbody> </table> <p>*CR – Council Resources NB: Table includes rounded figures</p>	Programme	2024/ 2025 £M	2025/ 2026 £M	2026/ 2027 £M	2027/ 2028 £M	2028/ 2029 £M	2029/ 2030 £M	Total £M	Children & Learning	11.20	22.53	29.35	3.75	3.04	3.04	72.90	Community Wellbeing	4.25	3.44	2.55	0.00	0.00	0.00	10.24	Enabling Services	2.87	7.85	4.12	1.97	0.00	0.00	16.80	Growth & Prosperity	42.57	39.67	20.02	19.23	15.89	4.79	142.17	Resident Services	5.99	48.34	6.75	1.60	0.00	0.00	62.68	Strategy & Performance	8.13	0.00	0.00	0.00	0.00	0.00	8.13	Total	75.00	121.83	62.79	26.55	18.93	7.83	312.92	Capital Grants	(51.56)	(56.27)	(10.25)	(7.44)	(7.44)	(7.44)	(140.40)	Contributions	(6.14)	(8.72)	(1.20)	(0.25)	(0.25)	(0.25)	(16.81)	Revenue Financing	(1.71)	(1.50)	0.00	0.00	0.00	0.00	(3.21)	Capital Receipts	(8.43)	(0.30)	(0.58)	0.00	0.00	0.00	(9.31)	CR – Borrowing	(7.16)	(55.03)	(50.76)	(18.86)	(11.24)	(0.14)	(143.19)	Total	(75.00)	(121.83)	(62.79)	(26.55)	(18.93)	(7.83)	(312.92)
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17.	Table 2 demonstrates that the most significant amount of funding for the general fund programme is provided by council resources and then grants. As noted above predominately relating to schools and transport/highways. Council resources is the next main source of funding, which at present, will be through borrowing. Borrowing costs are in the main met within a central provision, which is detailed within the revenue budget.																																																																																																																
18.	Every effort will be made to explore external funding opportunities to reduce the need for borrowing. On average every £1M borrowed will incur revenue financing charges (interest and MRP) of £0.08M. Should grants or contributions be made available to the Council in the future, these will be reported as part of the routine financial monitoring process.																																																																																																																
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22.	Table 4 below details the General Fund Capital Programme by directorate and shows the increase to a total of £312.92M.																																
23.	<p><u>Table 4 – Changes in Directorate Programmes</u></p> <table border="1" data-bbox="309 327 1378 792"> <thead> <tr> <th></th> <th>Latest Programme £M</th> <th>Previous Programme £M</th> <th>Total Net Change £M</th> </tr> </thead> <tbody> <tr> <td>Children & Learning</td> <td>72.90</td> <td>57.74</td> <td>15.16</td> </tr> <tr> <td>Community Wellbeing</td> <td>10.24</td> <td>8.15</td> <td>2.09</td> </tr> <tr> <td>Enabling Services</td> <td>16.80</td> <td>14.65</td> <td>2.15</td> </tr> <tr> <td>Growth & Prosperity</td> <td>142.17</td> <td>76.98</td> <td>65.19</td> </tr> <tr> <td>Resident Services</td> <td>62.68</td> <td>41.36</td> <td>21.32</td> </tr> <tr> <td>Strategy & Performance</td> <td>8.13</td> <td>8.13</td> <td>0.00</td> </tr> <tr> <td>Total GF Capital Programme</td> <td>312.92</td> <td>207.01</td> <td>105.91</td> </tr> </tbody> </table> <p><i>NB: Table include rounded figures</i></p>		Latest Programme £M	Previous Programme £M	Total Net Change £M	Children & Learning	72.90	57.74	15.16	Community Wellbeing	10.24	8.15	2.09	Enabling Services	16.80	14.65	2.15	Growth & Prosperity	142.17	76.98	65.19	Resident Services	62.68	41.36	21.32	Strategy & Performance	8.13	8.13	0.00	Total GF Capital Programme	312.92	207.01	105.91
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24.	The total net change to the programme is £105.91M. New additions total £105.97M, of which £0.22M was approved under delegated powers and are offset by reductions to the programme of £0.06M. Appendix 5 summarises the new schemes and changes to existing schemes by individual directorate programmes. Details of the major projects are set out below.																																
25.	MAJOR PROGRAMME CHANGES																																
26.	<u>Children & Learning – £15.16M Increase</u>																																
27.	<p><u>Condition Works (£13.51M addition)</u></p> <p>Further scoping survey and pre-tender reports have identified that several projects will be more than originally estimated. This predominantly reflects increased construction costs, and issues with delivery, such as asbestos. This increase will be fully funded by government grant.</p>																																
28.	<p><u>Foster Carer’s Extension Programme (£0.76M addition)</u></p> <p>This will allow works to be undertaken to adapt/extend the homes of foster carers. This is in line with the Transformation programme Right Child, Right Home. There is a national and local shortage of foster carers, and we are at capacity amongst our experienced foster carer cohort, leading to children being placed in costly provision such as independent foster carers or children’s homes. Increasing capacity amongst our own foster carers will enable children to live closer to their families and communities, increasing the likelihood of reunification, and reducing time staff spend in travel.</p> <p>This budget allows for 3 properties per year. This will be kept under review and the model may be increased if proven successful. This will be funded by council resources and meets the purposeful investment criteria as it should reduce current and future expenditure, as well as improving lives.</p>																																

29.	<p><u>Oakwood School – Heating (£0.40M addition)</u></p> <p>Further scoping survey and pre-tender reports have identified that an uplift in funding is required to deliver this project. This reflects increased construction costs and increasing the scope of the project to deliver the best heating solution for the school. This will be fully funded by government grant.</p>
30.	<p><u>Fairisle Junior School – Roof (£0.48M addition)</u></p> <p>Further scoping survey and pre-tender reports have identified that an uplift in funding is required to deliver this project. This reflects increased construction costs and increasing the scope of the project to deliver the best solution for the school. This will be fully funded by government grant.</p>
31.	<p><u>Community Wellbeing - £2.09M Increase</u></p>
32.	<p><u>Disabled Facilities Grant (£2.00M addition)</u></p> <p>Addition of government grant already received to continue the programme of providing Disabled Facilities Grants (DFG) to allow residents to adapt their own homes to enable an individual to continue living there with the maximum amount of independence. The delivery of these adaptations needs to have a clear focus in the coming financial year to assist in the delivery of transformation savings.</p>
33.	<p><u>Enabling Services - £2.15M Increase</u></p>
34.	<p><u>Data Warehousing System (£0.92M addition)</u></p> <p>Development of a central modern data platform (data warehouse). Currently data and reporting is siloed across the council, with data held in a multitude of systems, spreadsheets and paper records. There is therefore an urgent need to address this through a new central data platform (single version of the truth). This will be funded by council resources. This meets purposeful investment criteria as it enables the council to have the data available to invest in the right prevention services for the city, reducing cost and improving lives. (This will be delivered via transformation)</p>
35.	<p><u>Finance Technology Investment Fund (£1.20M addition)</u></p> <p>The implementation of new technology solutions to support the Reshaping Financial Management transformation project. The Technology Investment Fund and will provide investments in ERP (Business World), revenues and benefits systems, income solutions (payment simplification and e-billing), debt management, and creditor payments. This approach allows for a rolling programme of work. This will be funded by council resources. This should allow for the increase in income to the council and the better management of debt and creditor payments.</p>
36.	<p><u>Growth & Prosperity - £65.19M Increase</u></p>
37.	<p><u>Integrated Transport Programme (£9.43M addition)</u></p> <p>To establish a five-year capital programme, the expected annual Integrated Transport Block grant of £2.1M per annum, is being added to the programme from 2026/27 onwards. £1.03M from the 2025/26 allocation is being added to this programme, the remaining £1.07M is being used to fund Northam Rail Bridge and BSIP, see paragraph 39. Plans will come forward on an annual basis to capital board on how this will be spent across the city.</p>

38. Highways Budgets (£10.44M addition)

To establish a five-year capital programme, the expected annual Highways maintenance Block grant of £2.4M per annum, is being added to the programme from 2026/27 onwards. This will allow project managers a little more certainty to plan the programme. As part of the Local Government settlement, it was announced that additional funding would be given, the amounting to £0.84M for Southampton. The Highways and Transport remains a priority for the council and will be an area of focus for increasing grant income and leveraging inward investment

Project	2025/26 Grant Uplift £M	Annual budget 2026/27 to 2029/30 £M	Total £M
Carriageways	0.84	1.25	5.84
Essential Highways Minor Works		0.10	0.40
Footways		0.45	1.80
Highways Drainage Investigations		0.30	1.20
Road Restraint Systems		0.15	0.60
Structures		0.15	0.60
Total	0.84	2.40	(0.76)

39. Bus Service Improvement Plans (£4.00M addition)

Following the successful award of £3.54M Bus Grant, the plan below has been set out to deliver bus service improvement across the city.

£0.41M of Integrated Transport grant and £0.05M of S106 monies are also being added to project, to ensure works are delivered in an efficient manner and without the need for a separate project to deliver the S106 conditions.

Measure	Name of scheme	Description	Budget (£M)
Bus priority infrastructure	City Centre Bus Priority	Development & implementation of bus priority scheme for New Road including Above Bar Street/Civic Centre Road junction upgrade and bus priority for Above Bar Street (north) and Guildhall Square	3.00
Bus stops/stations/interchanges	Corridor Bus Stop & Priority Improvements	Corridor approach to bus stop improvements and bus priority along Shirley corridor	0.35
Bus priority infrastructure	Bus Lane Enhancements	Highlight surfacing, refresh and minor extensions to existing bus lanes	0.20
Bus stops/stations/interchanges	Bus Stop Programme	Upgrades to bus stops with RTI units, shelters, lights, access routes etc	0.30
Other infrastructure	Real Time Information (RTI)	Local Station Interchanges - bus RTI in local rail stations RTI screens at bus stops in Harefield & Sholing. RTI totem at Vincents Walk Bus Hub in City Centre	0.15
			4.00

40. Bargate Monument & Town Walls (£0.75M addition)

Addition of Community Infrastructure Levy (CIL) contribution from the developer of the Bargate development site to protect and enhance the surrounding

	heritage assets. This work will be undertaken in 2025/26 to coincide with the completion of the development and phase 3 of the HARP project. This will be fully funded by CIL.
41.	<p><u>Heritage Asset Repair Programme (HARP) (£6.87M addition)</u></p> <p>This addition allows the council to bring Heritage Assets up to the required good standard, resulting in minimising ongoing maintenance and significantly reducing future reactive repairs. This will deliver works previously removed from the programme, due to revenue budget pressures and to fund additional costs of Art Gallery roof project. The project can now address risk noted, of substantial volume of work being removed, resulting in accelerated deterioration to the fabric of heritage assets. This will be funded by council resources. This meets purposeful investment as it reduces potential future expenditure on reactive repairs.</p>
42.	<p><u>Revolving Regeneration Fund (RRF) (£32.00M addition, £8M per annum to 2028/29)</u></p> <p>The Revolving Regeneration Fund (RRF) is being set up to accelerate economic growth and enhance the city's overall prosperity. This fund will be a catalyst for transformative regeneration projects, leveraging public and private sector investment to revitalise key areas and create sustainable development. By establishing a RRF, Southampton City Council can unlock its full potential, drive sustainable economic growth, and create a vibrant, prosperous city for future generations. At the same time this fund should drive increased council tax and business rate bases.</p> <p>An initial investment will be provided, acting as a seed fund to kickstart the RRF, demonstrating to external investments that the council is serious about delivery the Renaissance Masterplan launched on the 14 February.</p> <p>As this is clearly purposeful investment it is funded by council resources initially. Once established RRF will become self-funding through a proportion of increased business rates and council tax revenue generated by RRF-funded projects being invested back into the fund alongside capital receipts from the sale of assets contained within the fund and increased external funding based on success of fund.</p> <p>The RRF is financed from council capital resources for its first two years (to 2026/27). The investment in 2027/28 and 2028/29 is then assumed to be financed from the yield generated in the first two years. The effectiveness of the RRF will be formally reviewed at the end of year 2, and the project has approval to spend for the first two years subject to a business case being approved by the Capital Board for each investment</p>
43.	<p><u>Members Minor Works (MMW) (£1.25M addition)</u></p> <p>This project was put on pause during 2024/25, to reduce budget pressures and to allow officer time to focus on transformation. The project has now been reinstated at £0.25M per annum. This will allow capital investment into areas of most concern from members and residents within each ward. Bids will be invited over the Spring to allow works to be started in 2025/26 onwards. This will be funded by community infrastructure levy (CIL) contributions.</p>

44.	<p><u>Active Travel Fund (ATF) (£0.26M addition)</u></p> <p>Round 5 of the ATF programme is being managed in a slightly different way this year, in line with the new Government's approach of devolving more decision-making to local areas. Therefore, full bids were not required to access the funding, and the council was awarded £0.26M.</p>
45.	<p><u>Resident Services - £21.32M Increase</u></p>
46.	<p><u>Fleet Vehicles</u></p> <p>Fleet vehicles are essential to many services across the council to ensure an efficient, reliable service. To ensure a continued service a rolling programme of vehicle replacements will be required, over the 5-year capital programme. As part of transformation, services areas will be reviewing their need and specifications to ensure investment is made where needed, and not just a like-for-like replacement programme. This will allow the council to invest in new, environmentally friendly vehicles and support service delivery. Future investment in the programme will be subject to a business case prior to vehicles being purchased to demonstrate the investment is required, as per our financial strategy of using minimal modern and fit for purpose council assets.</p>
47.	<p><u>Emergency Accommodation (£3.00M addition)</u></p> <p>Increasing levels of homelessness across the city, and country have led to a significant pressure on the council to supports our vulnerable residents. It is proposed to invest in council owned accommodation to give temporary housing in emergencies. This will reduce the need to use expensive private accommodation, like B&Bs and hotels. This is art of the larger transformation programme to address homelessness. This will be funded by council resources. This investment supports the transformation programme and homelessness saving identified in the programme, as well as improving lives of residents.</p>
48.	<p><u>Materials Recycling Facility (MRF) (£2.00M addition)</u></p> <p>This project has been delayed due to planning application delays, and uncertainty related to how the requirements of new legislation were to be implemented.</p> <p>In November 2024 the government confirmed the position on how material should be managed, and a statutory instrument has now been laid before Parliament. As a result, the new container MRF in Eastleigh and associated works at Portsmouth to repurpose the existing MRF, will proceed. The estimated total cost is £50.5m, a significant increase on previous estimates due to inflation, supply chain demand and construction sector pressures as well as the inclusion of a provision to enable increased automation to reduce future revenue costs. SCC need to fund 11% of the costs which equates to £5.5M, an increase of £2M on the approved budget. This will be funded by council resources.</p>
49.	<p><u>Food Waste Implementation (£1.80M addition)</u></p> <p>Simpler Recycling is legislation being introduced in England to reform waste and recycling collections. Simpler Recycling will enable consistent, more streamlined collections from all households, businesses and relevant non-domestic premises (such as schools and hospitals). From March 2026 local</p>

	<p>authorities are required to provide food waste collection. To support this the council received £1.8M in new burdens capital grant funding in March 2024. The funding is to cover the capital cost of new collection vehicles, along with food waste bins for residents and kitchen caddies.</p>
50.	<p><u>Mayflower Park Revetments (£7.00M addition)</u></p> <p>Following RIBA stage 2 completion, it has been confirmed that the budget requirement is £7M. This project is essential to address health and safety concerns and reduce ongoing repairs. This addition, funded by council resources, will allow works to be undertaken in 2025/26, with anticipated completion in April 2026, see indicative key dates below:</p> <ul style="list-style-type: none"> ○ Planning application submission – February 2025 ○ Gateway 3 / sign off preferred tenderer – July 2025 ○ Project on site – October 2025 ○ Project Handover – April 2026
51.	<p><u>Outdoor Sport Centre (£6.30M addition)</u></p> <p>Due to increasing construction costs generally, there was a significant gap in the original budget and the project went through a process of value engineering to reduce the scope of the project. This addition will allow the council to deliver the full scheme as originally intended and fulfil all the outcomes. The £6.3m is required for increased construction, fees, utility provision costs and reinstate aspects of the original master plan, to include:</p> <ul style="list-style-type: none"> ● Two covered courts ● Increased car park size ● Site wide improvements <p>This will be funded by council resources. The project team are exploring additional grant applications which may offset some of the costs. Delegated approval to the Executive Director Enabling Services to accept any additional grant, is requested as part of this report to ensure that short deadlines are not missed and external funding lost. The additional capacity will generate additional revenue income.</p>
52.	<p><u>St Mary's Leisure Centre (£0.50M addition)</u></p> <p>A full costing has now been undertaken to complete all 'Red Rating Items' which are considered a material/critical issue (serious defects requiring investigation and repair/replacement) and an addition £0.50M is required to ring the budget to £2.50M. The project is currently progressing to RIBA Stage 3 design. This will be funded by council resources.</p>
53.	<p><u>Car Park Barrier Upgrades (£0.50M addition)</u></p> <p>The barriers systems at the Multi-Storey Car Parks (MSCPs) require updating. The current barriers are becoming obsolete and increasingly prone to failure, which could result in lost income to the council. This will be funded by direct revenue funding (parking reserve).</p>
54.	<p>As part of the appraisal process, all projects are assessed to ensure that they meet the objectives of the Council. Table 5 summarises the items of major spend by programme.</p>

55. Table 5 – Capital Spend by Programme

Programme	Major Project	2024/ 25 £M	2025/ 26 £M	2026/ 27 £M	2027/ 28 £M	2028/ 29 £M	2029/ 30 £M
Children & Learning	Early Years Expansion	0.21	0.50	0.11	0.00	0.00	0.00
	School Capital Maintenance	4.16	6.51	3.28	2.90	2.90	2.90
	Secondary Review & Expansion	1.15	2.53	0.00	0.00	0.00	0.00
	SEND Review & Expansion	4.31	10.28	25.82	0.71	0.00	0.00
	Children's Social Care	0.06	0.14	0.14	0.14	0.14	0.14
	Residential/Assessment Units	1.31	2.57	0.00	0.00	0.00	0.00
Community Wellbeing	Disabled Facilities Grants	0.55	0.55	0.55	0.00	0.00	0.00
	Adult Social Care Projects	2.55	2.10	2.00	0.00	0.00	0.00
	Community Safety	0.00	0.00	0.00	0.00	0.00	0.00
	Estate Improvements	1.16	0.79	0.00	0.00	0.00	0.00
Enabling Services	Digital & IT (including Data)	2.87	7.85	4.12	1.97	0.00	0.00
Growth & Prosperity	Bridges Programme	0.73	3.93	0.00	0.00	0.00	0.00
	Highways Programme	4.90	4.60	2.40	2.40	2.40	2.40
	Integrated Transport	9.49	9.08	2.47	2.39	2.39	2.39
	Transforming Cities	16.85	0.00	0.00	0.00	0.00	0.00
	Future Transport Zone	5.14	3.12	0.00	0.00	0.00	0.00
	Local Electric Vehicle Infrastructure (LEVI)	0.00	1.63	0.00	0.00	0.00	0.00
	Arts & Heritage	3.54	5.29	2.66	2.24	2.10	0.00
	Corporate Assets Decarbonisation (CADS)	0.87	3.53	0.00	0.00	0.00	0.00
	River Itchen Flood Alleviation (RIFAS)	0.00	0.50	4.50	4.20	1.00	0.00
	Corporate Council Buildings	0.73	0.00	0.00	0.00	0.00	0.00
	Coastal Erosion & Flood Measures	0.32	0.00	0.00	0.00	0.00	0.00
	Regeneration Fund	0.00	8.00	8.00	8.00	8.00	0.00
Resident Services	Sport & Leisure	2.65	31.98	2.50	0.00	0.00	0.00
	Emergency Accommodation	0.00	3.00	0.00	0.00	0.00	0.00
	Materials Recycling Facility	0.00	1.60	2.25	1.60	0.00	0.00
	Fleet Investment	0.61	1.00	1.00	0.00	0.00	0.00
	Parks Development Works	1.16	7.25	1.00	0.00	0.00	0.00
	Play Area Improvements	0.54	0.79	0.00	0.00	0.00	0.00
	Car Park Infrastructure	0.14	0.50	0.00	0.00	0.00	0.00
	Waste Reform	0.00	1.80	0.00	0.00	0.00	0.00
	Coastal Erosion Measures	0.00	0.00	0.00	0.00	0.00	0.00
	Other	0.90	0.42	0.00	0.00	0.00	0.00
Strategy & Performance	Transformation Programme	8.13	0.00	0.00	0.00	0.00	0.00
	TOTAL	75.00	121.83	62.79	26.55	18.93	7.83

NB: Table includes rounded numbers

56.	CAPITAL RESOURCES																												
57.	<p>The resources which can be used to fund the capital programme are as follows:</p> <ul style="list-style-type: none"> • Council Resources – Borrowing, • Council Resources - Capital Receipts from the sale of HRA assets, • Council Resources - Capital Receipts from the sale of General Fund assets, • Contributions from third parties, • Central Government Grants and from other bodies, and • Direct Revenue Financing. 																												
58.	<p>It should be noted that the revised General Fund Capital Programme is based on prudent assumptions of future Government Grants to be received. Most of these grants relate to funding for schools and transport and are non-ring fenced; however, those grants have been passported to these areas. These assumptions will be monitored closely, and any updates reported as part on the monthly monitoring process; should any grants not materialise then the projects affected will need to be reconsidered.</p>																												
59.	<p>The forecast for borrowing costs in 2024/25 is £21.60M, of which £6.78M relates to the HRA. This is expected to rise to £41.50M (£11.78M HRA) by 2028/29 to accommodate the capital programme, utilisation of reserves, EFS and refinancing of borrowing. More information can be found at section 2.4.11 of the Capital Strategy. The proportion of the revenue budget allocated to capital financing will increase from 8.95% for 2024/25 to 13.75% for 2028/29.</p>																												
60.	Table 6 shows the current level of available resources.																												
61.	<p><u>Table 6 – Available GF Capital Funding</u></p> <table border="1"> <thead> <tr> <th>Resource</th> <th>Balance B/Fwd. £M</th> <th>Received to Date 2024/25 £M</th> <th>Allocated to Current Programme £M</th> <th>Debt Repay £M</th> <th>Available Funding £M</th> <th>Anticipated Receipts 2024/25 £M</th> </tr> </thead> <tbody> <tr> <td>Capital Receipts</td> <td>(14.69)</td> <td>(10.59)</td> <td>10.77</td> <td>9.50</td> <td>(5.01)</td> <td>(1.40)</td> </tr> <tr> <td>CIL</td> <td>(4.48)</td> <td>(0.92)</td> <td>7.44</td> <td>0.00</td> <td>0.00</td> <td>(0.10)</td> </tr> <tr> <td>S106</td> <td>(6.19)</td> <td>(1.04)</td> <td>4.19*</td> <td>0.00</td> <td>(3.04)</td> <td>(0.10)</td> </tr> </tbody> </table> <p>*Includes allocation for revenue purposes (mainly TRO's)</p>	Resource	Balance B/Fwd. £M	Received to Date 2024/25 £M	Allocated to Current Programme £M	Debt Repay £M	Available Funding £M	Anticipated Receipts 2024/25 £M	Capital Receipts	(14.69)	(10.59)	10.77	9.50	(5.01)	(1.40)	CIL	(4.48)	(0.92)	7.44	0.00	0.00	(0.10)	S106	(6.19)	(1.04)	4.19*	0.00	(3.04)	(0.10)
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S106	(6.19)	(1.04)	4.19*	0.00	(3.04)	(0.10)																							
62.	Table 6 shows that the largest resource is capital receipts, due to the recent activity of ADDP. Capital receipts are currently being used to fund transformation projects which are being capitalised as per the Council's EFS application.																												
63.	<p>There is currently more Community Infrastructure Levy (CIL) funding allocated to the programme than receipts received to date, but this is based on prudent assumptions about future developments within the city and therefore future CIL receipts. The balance of S106 receipts available is due to projects still being in development. S106 monies must be spent on the purpose set out in the planning agreement and are therefore not available to spend on the existing programme. Projects will come forward throughout the year, and approval sought.</p>																												
64.	Table 7 below shows the previous and current capital receipt assumptions, together with the actual receipts received in year for the General Fund. There has been £12.00M movement since the last reported position due to the additional year added to the five-year programme. The value of future receipts																												

	will be updated as the programme progresses and there is confirmation of which assets will be disposed of and currently consists of a very high-level estimate of what could be achieved.								
65.	Table 7 – General Fund Capital Receipts Estimates								
	Forecast	B/Fwd. £M	2024/ 2025 £M	2025/ 2026 £M	2026/ 2027 £M	2027/ 2028 £M	2028/ 2029 £M	2029/ 2030 £M	Total £M
	Latest	(13.06)	(12.00)	(15.00)	(15.35)	(15.00)	(15.00)	(15.00)	(100.41)
	Previous	(13.06)	(15.00)	(15.00)	(15.35)	(15.00)	(15.00)	0.00	(88.41)
	Variance	0.00	3.00	0.00	0.00	0.00	0.00	(15.00)	(12.00)
66.	<u>FLEXIBLE USE OF CAPITAL RECEIPTS STRATEGY</u>								
67.	<p>Since 2015 local authorities have been allowed to spend up to 100% of capital receipts (excluding Right to Buy receipts) on the revenue costs of reform projects (transformation). This flexibility has been extended until 2029/30 to give more stability to deliver long term transformation projects.</p> <p>To use the Direction, the Council must maintain a Flexible Use of Capital Receipts Strategy and include this as part of the annual budget setting report.</p>								
68.	The cost of the transformation is currently built into the MTFs assumptions and costs in 2024/25 and 2025/26 have been included as part of the councils Exceptional Financial Support (EFS) capitalisation direction. The Flexible Use of Capital Receipts Strategy is at Appendix 7 to this report, for use in the event that the EFS carry forward application is not approved by government.								
69.	<u>Exceptional Financial Support (EFS)</u>								
70.	In February 2024 the government confirmed it was minded to provide Exceptional Financial Support (EFS) to the council of up to £121.58M in the form of a capitalisation direction to fund revenue expenditure and other potential liabilities.								
71.	The exceptional support is in the form of a ‘capitalisation direction.’ It is important to note that this is not additional funding. Capitalisation is how the government permits local authorities to treat revenue costs as capital expenditure. It is a relaxation of the rules that require revenue costs to be met from revenue resources only and that councils should not “borrow” to fund revenue expenditure. Obviously, a local authority does not have to borrow to fund the capitalised expenditure as it can legitimately use capital receipts to do.								
72.	The original EFS offer applied to one year only (2024/25). The council has applied to government to allow it to use up to £121.58M of EFS flexibly over 2024/25 and 2025/26.								
73.	Any borrowing taken out to fund EFS must be repaid over 20 years. Normal PWLB borrowing rates apply, with the government removing the previous 1% premium. Budget provision for the capital financing costs for using EFS to meet the revenue deficit in 2024/25 (based on the month 9 forecast), part of the transformation programme costs and equal pay costs (assumed at the level of the EFS application) has been built into the MTFs.								
74.	The Asset Disposal and Development Programme will continue to generate capital receipts over several years and these receipts will be used to contribute								

	to the costs of the transformation programme and to fund part of the capitalisation direction instead of borrowing.
RESOURCE IMPLICATIONS	
<u>Capital/Revenue</u>	
75.	There is a revenue cost of providing the capital programme, through the interest cost of borrowing and the minimum revenue provision (MRP). MRP is the calculated annual charge to the revenue account to repay debt incurred in respect of capital expenditure financed by borrowing or other long term credit arrangements (such as PFI). It is charged over a period that is commensurate with the benefits of capital expenditure. The cost of the current capital programme forms part of the Medium-Term Financial Strategy and is monitored and reported as part of the revenue financial monitoring.
76.	A key indicator is the ratio of Capital Financing to the Net Revenue Budget of the council. The council has a ceiling for the above indicator, set at a maximum of 15% of Net Revenue Budget.
77.	The capital implications are detailed within the report.
<u>Property/Other</u>	
78.	There are no specific property implications arising from this report other than the schemes already referred to within the main body of the report.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
79.	The General Fund Capital Programme update is prepared in accordance with the Local Government Acts 1972 – 2003.
80.	It is important that Members are fully aware of the full legal implications of the entire budget and council tax making process when they consider any aspect of setting the council's Budget. Formal and full advice to all Members of the council protects Members, both in their official and personal capacity, as well as the council. If Members have received the appropriate professional legal and financial advice and act reasonably, generally the courts will not interfere in their decisions.
81.	The first and overriding legal duty on Members is their fiduciary duty to weigh the needs of service users against the interests of local taxpayers. In planning the budget, Members are under a fiduciary duty to act prudently, responsibly, in a business-like manner and in their view of what constitutes the best interests of the general body of local taxpayers. In deciding upon expenditure, the council must fairly hold a balance between recipients of the benefits of services provided by the council and its local taxpayers. Members should note that their fiduciary duty includes consideration of future local taxpayers as well as present local taxpayers.
82.	It is appropriate for Members to consider their own position as some Members may have expressed support publicly for policies/projects that are not policies of the council. Political documents do not represent a legal commitment on behalf of the council. To treat any political document as a legal commitment by the council would be illegal. Where there is a valid choice before Members, then, at that stage and only at that stage, Members may take political documents into account.

<u>Other Legal Implications:</u>	
83.	The Medium-Term Financial Strategy and the Budget are key parts of the Policy Framework of the Council and a budget and council tax for 2025/26 must be proposed by Cabinet for consideration by the full Council under the Constitution. The update of the Capital Programme forms part of the overall Budget Strategy of the Council.
RISK MANAGEMENT IMPLICATIONS	
84.	The council maintains a financial risk register which details the key financial risks that face the council at a given point in time and is reported via the Revenue Financial Monitoring report. It is from this register that the level of balances and reserves is determined, including a small reserve for capital funding. The main risks effecting the capital programme are: <ul style="list-style-type: none"> • Interest rates underestimated, resulting in a higher cost of borrowing to fund the programme, • Slippage in capital receipts or grants not secured, resulting in a funding gap, • Inflation, impacting on construction costs and availability of suppliers.
POLICY FRAMEWORK IMPLICATIONS	
85.	The update of the Capital Programme forms part of the overall Budget Strategy of the Council.

KEY DECISION?	Yes/No
WARDS/COMMUNITIES AFFECTED:	All
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Capital Strategy 2025/26
2.	Minimum Revenue Provision (MRP) Strategy 2025/26
3.	Non-Treasury Investment Strategy 2025/26
4.	Treasury Management Strategy 2025/26
5.	Variations to the General Fund Capital Programme
6.	General Fund Capital Programme – Scheme Details
7.	Flexible Use of Capital Receipts Strategy
Documents In Members' Rooms	
1.	
2.	
3.	
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	No

Data Protection Impact Assessment		
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.		No
Other Background Documents		
Other Background documents available for inspection at:		
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)	
1.		
2.		