

# Capital Strategy

August 2005



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1. INTRODUCTION AND CONTEXT

1.1 WHAT IS THE CAPITAL STRATEGY?

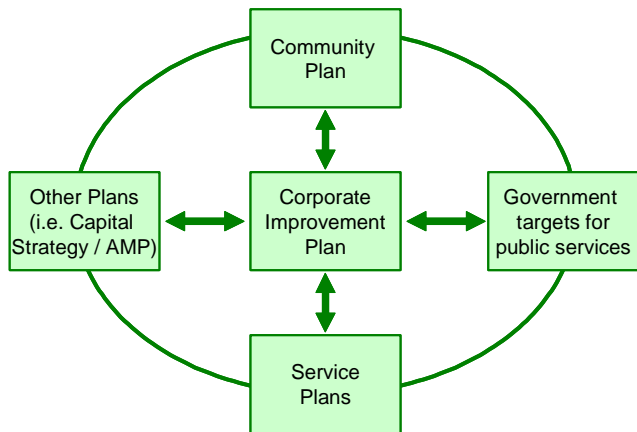
This Capital Strategy is a high level summary of the Council's approach to capital investment and lays out the rules against which capital schemes are evaluated and monitored.

The Capital Strategy plays an important role in the Council's Service Planning and Budget Process. It provides a robust framework for evaluating proposed capital schemes to ensure that the Council's limited resources are allocated to schemes that help deliver our Corporate Objectives through the acquisition, maintenance and development of the Council's assets.

Complying with best practice guidance, the strategy also provides a framework to consider the full financial implications of capital schemes (both individually and collectively). The strategy provides a process so that the different funding options for schemes are fully considered, and also ensures that any financing costs (eg, the cost of borrowing money or investment returns foregone) are properly identified and accounted for in the Council's revenue budget and Medium Term Financial Strategy.

1.2 HOW DOES THIS STRATEGY LINK TO STATUTORY AND CORPORATE PLANS?

The following diagram illustrates the linkages between the Council's main statutory and corporate plans.



The Council's Corporate Improvement Plan explains what the Council is planning for the future and how it has performed in the past. The Corporate Priorities that are set out in the Improvement Plan are used as part of the evaluation criteria of the Capital Strategy (see section 2.4).

The Community Plan and Service Plans serve to help develop and deliver the Corporate Improvement Plan.

Other Plans (such as this Capital Strategy and the Asset Management Plan) help to deliver the Corporate Improvement Plan whilst also ensuring that the Council has a robust process to meet various statutory requirements.

The Capital Strategy has a very close alignment to the Council's Asset Management Plan (and also the Housing Strategy / Business Plan - and action plan for the achievement of the Decent Homes Standard). It provides a framework from which the key actions of these other plans and strategies can be delivered in a controlled and effective manner.

### 1.3 HOW DOES THIS STRATEGY LINK TO THE PROCUREMENT STRATEGY?

The Council is a member of a procurement consortium with two neighbouring authorities. As such it has access to a collective pool of knowledge and expertise greater than would be the case if it were operating in isolation. The Council is also represented at board level on the East Midland Regional Centre of Excellence.

The consortium arrangements have resulted in a number of procurement savings over the past two years and further savings are anticipated in future years. Such savings contribute to the national efficiency target that the Council is required to contribute to i.e. the Government's efficiency drive following the Gershon Review in 2004.

The Council is currently developing a new procurement strategy. The strategy will provide a framework from which the Council will be able to clearly demonstrate that it is securing goods and services that represent the best value for money for the Council through utilising the collective buying power from the consortium and also from developing and using e-procurement solutions through the new IT systems that the Council has recently implemented / is developing.

The project evaluation process (see section 2.4) provides a mechanism for identifying and reviewing the proposed procurement route for specific schemes. The evaluation process ensures that the proposed procurement solution is appropriate.

The Council updated its Financial Procedure Rules and Contract Standing Orders in December 2004. These provide the framework against which goods and services are procured including reference to relevant legislation and guidance. The new procurement policy will also provide specific references to legislation and best practice as appropriate.

## 2. CAPITAL INVESTMENT PROCESS

### 2.1 BACKGROUND

Before the Council is asked to approve a capital project, a full evaluation will have taken place. Amongst other things the evaluation will consider: what the project is, when it will take place, how does it contribute to key commitments, how much it will cost, how will it be funded, and can the council afford it.

The Capital Strategy provides a framework for such an evaluation to take place in a robust and transparent fashion.

### 2.2 HOW DO WE PAY FOR OUR CAPITAL SCHEMES?

Capital schemes are funded in an entirely different way to that of everyday Council services.

Capital schemes are funded from a limited number of sources that include:

- Capital Receipts / Reserves – from the sale of council assets
- Specific Grants – usually for specific projects and provided by the Government
- Contributions – contributions from partners and third parties
- Borrowing – where the Council has insufficient funds it is allowed to take out a loan(s).

Each year as part of the Council's Service & Budget Process, internal bids are invited (through the various service units) for prospective capital schemes. Following an evaluation and provisional ranking of the bids by the Council's Corporate Asset Management Team (CAMT), Members will consider what is **affordable** to the Council at the time of considering the Authority's annual revenue budget. Unless a scheme is wholly funded by grants or external contributions, there is a direct financing cost that the Council must take account of when setting both its revenue and capital budgets.

If a scheme is funded through the use of capital receipts, the Council effectively loses the opportunity to earn investment income from investing the receipts – this represents a 'real' cost to the authority and needs to be identified. Likewise, if a scheme is funded from taking out a loan – the financing costs of the loan need to be taken into account.

Financing costs fall on the council's revenue account and therefore have a direct impact on the level of Council Tax that the council charges. The Council also needs to consider any other one-off or ongoing revenue costs associated with capital schemes (e.g., annual running costs, licenses, etc...). The capital bid process captures all of the relevant financial information in relation to the bid so that officers and members can carry out a proper evaluation.

In recent years, the Council has been able to finance the Capital Programme without entering into any external borrowing (since March 2004 the Council has held no long-term debt). When approving the current capital programme,

Members carefully analysed the capital bids that had been submitted together with the estimate of capital resources available and decided that the Council could take out some long term borrowing during the financial year if required. The financing costs of doing this were discussed, identified and accounted for in the Council's revenue budget.

It is likely that in future years, the Council will become more reliant upon external funding to support its capital expenditure. The Prudential System of borrowing allows the Council to do this in a more flexible environment than was the case a few years ago. Annually the Council sets a number of statutory prudential indicators that set potential borrowing parameters and provide an estimate on the Authority's level of Council Tax.

When making capital investment decisions, the Council must ensure that it fully considers whether the expenditure is affordable (in terms of any impact on the Council Tax) whilst also considering the Council's Medium term Financial Position and any Government penalties that may arise (eg, Council Tax Capping).

In recent years the Council has enjoyed considerable success in attracting external funding to help meet / offset the costs of capital schemes. Specific examples include the £1.8m the council was awarded for its recycling scheme, £2.2m for a fit for market scheme in Desborough and £0.7m for a new travellers site in the District.

## 2.3 HOW ARE CAPITAL SCHEMES ASSESSED ?

Difficult choices often have to be made between competing priorities. Accordingly, the Council uses a flexible / broad approach when evaluating capital scheme proposals. The evaluation process considers how the proposed scheme contributes to the Council's key commitments and then proceeds to consider the financial implications of the scheme along with procurement and service delivery options.

The proposed Capital Programme is considered by Members (in conjunction with the Revenue Budget) in February of each year. Prior to that, capital scheme bids are invited, evaluated and ranked to assist members with their decision-making.

## 2.4 CRITERIA FOR EVALUATING CAPITAL SCHEMES

Early in the Service Planning & Budget Process, capital scheme bids are invited from the Council's service units.

Pro-forma's are used to help capture all salient information to allow a proper evaluation / project appraisal to take place. An example of the project scheme pro-forma is included at Appendix A.

The assessment process uses a number of steps to provide an initial ranking of the capital bids to assist members with their decision-making.

- **Step 1**

Capital Scheme Bids are initially returned to the accountancy section on the proper pro-forma's

- **Step 2**

The scheme bids are evaluated / ranked by Corporate Asset Management Team (using a pre-determined assessment marking criteria). The scheme must normally meet at least one of the Council's key commitments to be taken forward for member consideration. The assessment will also include include statutory, legislative or health and safety requirements, (e.g. compliance with Disability Discrimination Act, direct improvement in service outcomes for customers, making a significant contribution to the aims of the Local Strategic Partnership, external funding opportunities, delivery of the national agenda on E-government, contribution to service convergence / town centre regeneration / local growth agenda issues, and arising out of stakeholder consultation.

- **Step 3**

The provisional list of schemes will be reported to Members for consideration (including relevant financial and budgetary implications)

- **Step 4**

After consideration, Members approve a capital programme.

### 3. MANAGEMENT, MONITORING & MEASUREMENT

#### 3.1 HOW DO WE MANAGE OUR CAPITAL SCHEME?

Each individual capital scheme has a budget holder / manager assigned who is responsible for the successful delivery of the project – on time and on budget. Larger schemes / projects may also have a project sponsor from senior management.

During summer 2005, the Council launched a new Project Management Methodology for use on all major schemes. The new project management approach has been developed to be sufficiently flexible for use on a wide range of projects and will be applied on a more progressive basis to capital schemes during 2005 and 2006. This will help to ensure that the improvements that the Council has seen in recent years (re: better delivery of its capital projects) are further built upon.

#### 3.2 HOW DO WE MONITOR OUR CAPITAL SCHEMES?

The Council has a robust system of performance management across all projects, budgets and approved performance indicators.

Every month, capital projects that fall within the remit of a service unit are reported as part of a performance clinic to Strategic Management Team (SMT) and subsequently to Corporate Management Team (CMT). Each committee cycle, the main elements of these reports are included in the Key Performance Booklet that is reported to Members.

At its 6 – 8 weekly meetings, CAMT review performance against each scheme and that of the capital programme as a whole.

The Council's Financial Rules (included in the Council Constitution) require all budget holders to take pro-active action to monitor and manage their respective budgets. This includes making full use of the Council's new financial management system where 'real-time' budget information is easily available.

#### 3.3 HOW DO WE MEASURE OUTPUTS?

Corporate Asset Management Team reviews each capital scheme during the year and also at and shortly after the conclusion of the scheme.

Each scheme is required to be delivered on time and on budget (with the concessions provided in the financial rules applied to make this properly workable).

The specific milestones and targets set for schemes within each project plan are used in the monitoring process. These targets include: -

- The percentage of the scheme delivered within the time parameters set out in the project plan
- The percentage of spend compared to estimate

Once the scheme is completed - the outcomes and outputs achieved by the scheme compared to those included in the original proposal.

Each scheme should have 'SMART' targets in relation to the key deliverables – this is fully covered in the project management guidance and is therefore not expanded upon further in this document.

## 4. CONSULTATION AND PARTNERSHIPS

### 4.1 WHAT CONSULTATION ROUTES EXIST?

The Council consults with people in many different ways – using modes of consultation such as the peoples panel, user-groups, focus groups, questionnaires, community events, satisfaction feedback and contra-indicators such as complaints.

A number of established mechanisms are in place to do this, from extensive consultation on key issues such as the Community Plan and the Local Plan, to groups such as our People's Panel, our Student Council, geographical fora for the market towns, Kettering Town and the rural community, and specific customer groups such as the Tenants Forum.

The Council's Asset Management Plan, and Housing Strategy include specific comments / proposals in relation to consultation on the majority of areas where this capital strategy will be applied.

The Council also consults users (and where appropriate non-users) at all key stages of service design and delivery – from identifying need, through to service design and monitoring and evaluating implementation.

Individual schemes and proposals that come forward for inclusion within the capital programme once they have met the criteria and aims set out within the Capital Strategy may be the subject of further consultation if appropriate.

### 4.2 HOW ARE PARTNERSHIPS PROMOTED?

Through the Corporate Improvement Programme, Community Plan and other associated plans and policies the Council actively looks to work with partners to the

benefit of our residents and to deliver efficient and effective services (details are included within those documents).

This strategy promotes the investigation of partnership working through the capital scheme evaluation form and accordingly, credit will be given to scheme that promote / encourage partnership working through the annual evaluation process.

We work closely with our partners and our communities to develop projects that make a contribution to our community plan, and that meet our criteria for investment. Schemes that do not require direct capital investment from the Council but need revenue support are also considered during the budget process where our criteria for investment are met.

Wherever possible, the appropriateness of revenue rather than capital funding, and vice versa are considered to maximise capital and revenue funds and the effective use of our scarce resources.

### FURTHER INFORMATION

For further information in relation to this strategy please contact:

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[www.kettering.gov.uk](http://www.kettering.gov.uk)



**CAPITAL SCHEME BID FORM**

**APPENDIX A**

**1. SCHEME DETAILS**

	<b>Please provide all relevant details below</b>	
Scheme Title		
Brief Scheme Description		
Scheme Manager	Name:	
Head of Service	Name:	Agreed to the Bid: Yes / No
Portfolio (Please Insert):	PFH Name:	Agreed to the Bid: Yes / No
Will the scheme create a new asset?	Yes / No	
Will the scheme replace or enhance an existing asset?	Yes / No	
Does the scheme cost exceed £6,000? (if not the scheme does not qualify as 'capital' – please refer to your accountancy contact before proceeding any further)	Yes / No	

**2. SCHEME JUSTIFICATION**

	<b>Please provide all relevant details below</b>
Why is the scheme necessary?	
Is it required for legal and/or health & safety reasons?	
What risk is involved if the project does not proceed? Why now?	
How will it improve service for the public?	
Please outline any environmental impact	
Does the scheme protect assets / reduce potential claims against the Council?	

**3. LINK TO COUNCIL'S KEY COMMITMENTS**

	<b>Please Tick / Provide Details</b>
1 Improve the quality of life in the borough and reduce poverty	
2 Protect and enhance the environment	
3 Ensure effective economic regeneration and encourage a healthy and thriving economy	
4 Ensure effective local involvement in decision making	
5 Maximise the equality of opportunity and improve access to services	
6 Ensure integrity and make best use of the resources that the Council has available	

**4. USE OF RESOURCES**

	<b>Please provide all relevant details below</b>
What alternative service delivery options been considered	
What external funding opportunities been identified?	
Have all relevant costs been identified?	
What financial risks exist?	
Is the scheme deliverable & realistic?	
When will the scheme commence (Month / Year)	
When will the scheme be complete (Month / Year)	

ESTIMATED <b>CAPITAL</b> SCHEME COSTS / PROFILE	<i>Financial Year</i>		
	2006/07 £000	2007/08 £000	2008/09 £000
Total External Scheme Costs			
Internal Staff Time allocation			
<b>Scheme Expenditure</b>			
External Contributions			
Grants			
<b>Scheme Income</b>			
<b>Net Scheme Cost to KBC</b>			

Where external funding has been identified in the previous table, please provide the following additional information

External Funding Organisation	Amount (£000)	Confirmed (Yes / No)

ESTIMATED <b>REVENUE</b> SCHEME COSTS / PROFILE	<i>Financial Year</i>		
	2006/07 £000	2007/08 £000	2008/09 £000
<i>Please state any operational costs and state whether one-off or on-going in nature</i>			
Financing Costs (initially use 5% of capital scheme cost pro-rata for time period in the year)			
<b>Revenue Expenditure</b>			
Please state any income generation			
<b>Revenue Income</b>			
<b>Net Revenue Cost</b>			
Will the above cost be met from within existing revenue budgets?	Yes / No	Yes / No	Yes / No
If no – how do you propose to meet the cost ?			

Please liaise with your accountancy contact when completing the capital and revenue tables to ensure that they are completed correctly and in accordance with other competing capital bids.

**5. CONSULTATION**

<i>Is the scheme being proposed as a result of stakeholder comments</i>	
<i>What consultation has been carried out</i>	
<i>What consultation is planned</i>	

**6. SUBMISSION DETAILS**

<i>Name of officer completing this form</i>	
<i>Service Unit</i>	
<i>Date Submitted</i>	

## DETAIL OF KBC'S APPROVED CAPITAL PROGRAMME 2005 - 2008

Scheme	2005/06 Estimate			2006/07 Indicative			2007/08	Link to key Commitment
	Scheme Cost	Ext Contrib'n	Cost to KBC	Scheme Cost	Ext Contrib'n	Cost to KBC	Indicative Estimate	
	£000	£000	£000	£000	£000	£000	£000	
<b>A. HOUSING REVENUE ACCOUNT</b>								
<b>1. Kitchen &amp; Bathroom Renewal</b>								
Contract 8 - Weekley Glebe Estate - Ph 2	11	0	11					1
Contract 9 - Grange Estate - Phase 1	7	0	7					1
Contract 9 - Grange Estate - Phase 2	400	0	400	13	0	13		1
Contract 9 - Grange Estate - Phases 3 & 4	371	0	371	571	0	571	22	1
Contract 10 - Pytchley Road Estate - Ph 1	33	0	33	6	0	6		1
Contract 10 - Pytchley Road Estate - Ph2	372	0	372	9	0	9		1
Contract 11 - Burton Latimer - Phase 1 & 2	15	0	15					1
Contract 12 - Villages - Phase 1	389	0	389	100	0	100	11	1
Contract 12 - Villages - Phase 2	0	0	0	489	0	489	11	1
<b>2. Sheltered Accommodation Upgrading</b>								
Hazeland House, Desborough	10	0	10					1
<b>3. Window Renewal Programme</b>								
Naseby Rd Est - Phase 1	366	0	366	8	0	8		1
Phase 2 - Misc Dwellings	371	0	371	224	0	224	5	1
<b>4. Central Heating</b>								
Contract 11 - Burton Latimer/Villages - Ph 2	4	0	4					1
Contract 14 - Villages - Phase 1	8	0	8					1
Contract 14 - Villages - Phase 2	14	0	14	10	0	10		1
Contract 15 - Miscellaneous Dwellings	3	0	3					1
Ad-hoc central heating installations	75	0	75					1
<b>5. Re-Roofing</b>								
Grange Estate - Phase 1	269	0	269	6	0	6		1
<b>6. Others</b>								
Disabled Facilities Works	40	0	40	40	0	40		1
Unallocated Capital Budget for Future Years				1,324	0	1,324	2,651	1
<b>Sub Total</b>	<b>2,848</b>	<b>0</b>	<b>2,848</b>	<b>2,800</b>	<b>0</b>	<b>2,800</b>	<b>2,700</b>	
<b>B. GENERAL FUND</b>								
<b>1. Private Sector Housing Improvement</b>								
<b>Rolling Programme:</b>								
Renovation Grants	425	90	335	425	90	335	425	1,2
Social Housing Grants	250	0	250	250	0	250	250	1,2,3
<b>Sub Total</b>	<b>675</b>	<b>90</b>	<b>585</b>	<b>675</b>	<b>90</b>	<b>585</b>	<b>675</b>	
<b>2. Investment &amp; Repair Programme</b>								
<b>Repair / Replacement:</b>								
Fit for Market Purchase (fully grant funded)	700	700	0					1, 2, 3, 6
Pastures C/van Site - Surfacing/Fencing	180	135	45				0	1
Municipal Offices/Depot - Various Works	15	0	15	15		15	15	1
Crematorium - Reline	35	0	35				0	2
Pay & Display Machines	40	0	40				0	6
<b>Enhancements / Improvements:</b>								
DDA Works	20		20				0	5
Crematorium - Overflow Car Park	40		40				0	5
KCLL Building Improvements	42		42	42		42	20	1, 5
Crematorium - Road Enhancements	20		20	20		20	20	1, 5
Crematorium - Remembrance Room Refurb.				20		20	0	1, 5
Crematorium - Block Paving Memorial Garden				20		20	20	1, 5
Upgrade Perimeter Fence - King George V				16		16	0	1
<b>Sub Total</b>	<b>1,092</b>	<b>835</b>	<b>257</b>	<b>133</b>	<b>0</b>	<b>133</b>	<b>75</b>	
<b>3. Community Project Schemes</b>								
<b>Repair/Replacement:</b>								
KLV Athletics Track - Respray & Relining				107		107		1, 3
KLV Synthetic Pitch - Replacement	165		165					1, 3
Ise Valley - Multiplay Resurface	35		35					1, 3
<b>Enhancements / Improvements</b>								
Borough Wide - Recycling Project	799	464	335	694		694		1, 2, 6
Young Peoples Play Equipment in Rural Areas	31	15	16	16		16	16	1, 3
Mawsley Community Play Areas				40		40		1, 3
UDF - Laurences factory redevelopment	30		30					3, 6
Synthetic Sports Surface - North Park Kettering	48	24	24					1, 3
New Leisure Centre - Desborough	22		22					1, 3
Rothwell Pool Refurbishment				255		255		1, 3

Scheme	2005/06 Estimate			2006/07 Indicative			2007/08	Link to key Commitment
	Scheme Cost	Ext Contrib'n	Cost to KBC	Scheme Cost	Ext Contrib'n	Cost to KBC	Indicative Estimate	
	£000	£000	£000	£000	£000	£000	£000	
Rothwell Arts & Heritage Centre - Purchase / Refurb.	25		25					1
Rothwell One Stop Shop	150		150					1, 5, 6
Voluntary Sector One-Stop Shop Accommodation				110		110		1, 5, 6
Desborough Town Bowls Club - Extension				43	40	3		1
Kettering Indoor Tennis Centre - N'ton Rd	360	235	125	540	540			1, 3
Rothwell Environmental Improvements	15		15					2
King George V Rec Improvements	61	20	41					2
Desborough Public Realm/Enhancement	40		40					2, 3
Mansfield Close - Resurface Car Park Area				62		62		1, 5
Burghley Close Desborough - Block Paving				50		50		1, 5
Infrastructure and cultural provision	150	50	100	100	30	70		1, 3
Kettering Public Realm Enhancement	40		40	40		40		2, 3
New Play Area - West of Desborough				53		53		1, 3
Play Area - Improvements	68		68	83		83	32	1, 3
Verge Hardening - Rolling Provision				50		50	50	2
Weekley Glebe - Referee Room	16	8	8					1
Art Gallery / Museum - Toilet	12	5	7					1, 5
Village Hall Grants	20		20	20		20	20	1, 4
Mawsley Water Feature				35		35		1
Burton Latimer - Urban Design	25		25					1, 3
Planning 'Quick Win' Schemes	200		200					1, 3, 6
Desboro Community - UDF One Stop Facility				30		30		1, 5, 6
Kettering Town Centre Frontage Scheme	10		10	10		10	10	1, 3
Desborough Frontage - Improvement Scheme	10		10	10		10	10	1, 3
Litter Bins Provision	10		10					1, 2
Upgrade Christmas Lights	15		15					1
Hall Lane - Footpath Link	10		10					1
Grange Place - Enhancement	10		10					1
<b>Sub Total</b>	<b>2,377</b>	<b>821</b>	<b>1,556</b>	<b>2,348</b>	<b>610</b>	<b>1,738</b>	<b>138</b>	
<b>E-government investment programme</b>								
<b>Rolling Programme:</b>								
Infrastructure / Flexi & Remote Working	70		70	60		60	60	4, 5, 6
IEG / CRM / Next Steps	250	150	100					4, 5, 6
<b>Repair/Replacement:</b>								
F.M.S. / Bacs	50		50					6
Council Tax / NNDR								6
Corporate GIS	65		65					6
Payroll / Pickwick upgrades								6
Councillors Laptop Replacement	50		50					4, 6
Replacement burial & crem System								6
<b>Enhancements / Improvements:</b>								
Remote Working								6
Corporate Document Management System incl scanners & printers	150	30	120					6
Security Testing								6
Planning System								4, 5, 6
Housing/Depot System	80		80	70		70		6
Network Improvements								6
Website/Intranet Development								6
Telephone Handset - Upgrade	35		35					5, 6
<b>Sub Total</b>	<b>750</b>	<b>180</b>	<b>570</b>	<b>130</b>	<b>0</b>	<b>130</b>	<b>60</b>	
<b>F. Invest To Save Projects</b>	<b>100</b>		<b>100</b>	<b>50</b>		<b>50</b>		1, 2, 3, 4, 5, 6
<b>CAPITAL PROGRAMME TOTAL</b>	<b>7,842</b>	<b>1,926</b>	<b>5,916</b>	<b>6,136</b>	<b>700</b>	<b>5,436</b>	<b>3,648</b>	

**Council's Key Commitments:**

1. Improve the quality of life in the borough and reduce poverty.
2. Protect and enhance the environment
3. Ensure effective economic regeneration and encourage a healthy and thriving economy
4. Ensure effective local involvement in decision making
5. Maximise the equality of opportunity and improve access to services
6. Ensure integrity and make best use of the resources that the Council has available