

	<p>Policy & Resources Committee 23 October 2018</p>
<p style="text-align: center;">Title</p>	<p>Budget Management 2018/19</p>
<p style="text-align: center;">Report of</p>	<p>Chairman of the Policy and Resources Committee</p>
<p style="text-align: center;">Wards</p>	<p>All</p>
<p style="text-align: center;">Status</p>	<p>Public</p>
<p style="text-align: center;">Urgent</p>	<p>No</p>
<p style="text-align: center;">Key</p>	<p>No</p>
<p style="text-align: center;">Enclosures</p>	<p>Appendix A – Capital additions, deletions, slippage & accelerated spend Appendix B – Capital Programme</p>
<p style="text-align: center;">Officer Contact Details</p>	<p>Kevin Bartle – Director of Finance (S.151 Officer) kevin.bartle@barnet.gov.uk</p> <p>Paul Clarke – Head of Finance (Deputy S.151 Officer) paul.clarke@barnet.gov.uk</p>

<p>Summary</p>
<p>This paper seeks approval by Policy and Resources Committee to amend the capital programme in relation to capital additions, deletions, slippage & accelerated spend. Additionally, approval is sought for allocations from contingency over £250,000 in line with the Council’s financial regulations.</p>

Recommendations

The report recommends that the Committee:

- a) Approves the Capital additions, deletions, slippage & accelerated spend contained within Appendix A**
- b) Approves the allocations from contingency contained within section 1.2.19 of this report**
- c) Approves the write offs in excess of £5k contained within section 1.2.5 of this report**
- d) Notes the updated Capital Programme contained within Appendix B**
- e) Notes the update on the capital receipts position outlined in section 1.4.13**

1. WHY THIS REPORT IS NEEDED

1.1 Executive Summary

- 1.1.1 In order to effectively manage the council's financial position it is necessary to, amongst other mechanisms, make decisions relating to debt management, allocations from contingency and adjustments to the capital programme.
- 1.1.2 Write offs of sundry debt are proposed which total £0.04m. These debts have been fully allowed for within a bad debt provision so will not directly impact on the revenue position of the council.
- 1.1.3 Allocations to services from contingency are proposed to fund inflationary and other service related pressures. It is also proposed to utilise £1.4m of unallocated contingency funding towards the eradication of structural budget deficits within the Estates Service. This will leave £0.2m of unallocated contingency to meet additional, unbudgeted costs. It should be noted that the council also maintains a general fund balance and earmarked reserves to meet one off, unforeseen items of expenditure.
- 1.1.4 Capital deletions of £2.7m and net slippage of £45m are proposed. These changes result in an anticipated in year favourable revenue budget variance relating to capital financing charges of £3.9m, however the level and funding method of the proposed capital programme means that this results in an anticipated pressure of £1.3m in 2019/20. This future year budget pressure will be addressed in the 2019/20 budget setting process.
- 1.1.5 The proposed amended General Fund Capital Programme is funded by an assumption of £42.6m in Capital Receipts. For 2018/19 the General Fund Capital Receipts requirement has reduced to £24m. The current balance of receipts is £13.5m. This still means that an additional £10.5m is required to be generated in year to meet the financing requirements of the current Capital Programme. This matter will be kept under constant review during the remainder of the financial year.

1.2 Budget Management 2018/19

- 1.2.1 As part of good financial management practice, there are a number of business as usual processes that the council undertakes to maintain its budgets. This paper seeks Policy and Resources Committee approval to write off debts deemed no longer recoverable and to make in year allocations from the contingency budget.

Write-Offs

- 1.2.2 Debt write offs over £5,000 require the approval of the Policy and Resources Committee. Actions taken to recover debt over £5,000 are as per the council's

Income and Debt Management Policy. If an invoice is raised and remains unpaid, the “dunning” process comes into play as follows:

- Level 1 – a reminder is sent after 21 days; and,
- Level 2 – a second notice is sent after 35 days i.e. a further 14 days.

1.2.3 The Income team have reviewed all Level 2 cases remaining outstanding greater than 49 days (allowing a further 14 days to pay after the Final Notice) to decide whether the debt recovery should proceed.

1.2.4 Depending on the type of debt, customers and circumstances, the use of debt collectors or issuing proceedings in the County Court is considered. Every case is treated individually, hence the circumstances of each debt is assessed prior to taking a decision on the recovery of the debt in conjunction with the delivery unit.

1.2.5 Sundry debt write-off's totalling £44,340.92 are proposed for write off to the Committee. These can be seen in the table below.

Invoice Number	Transaction date	Amount	Reason
0020109148	04-AUG-2016	£9,515.04	Insufficient funds in Estate
0090102407	10-APR-2007	£9,820.20	Insufficient funds in Estate
0090422824	22-JUL-2013	£10,279.76	Insufficient funds in Estate
0020086532	15-Feb-2016	£7,498.64	Insufficient funds in Estate
0090396318	04-Feb-2013	£7,227.28	Insufficient funds in Estate
		£44,340.92	

Allocations from Contingency

1.2.6 The contingency budget is a useful tool in effective financial management of an organisation. It provides a mechanism to allocate additional funding on a temporary or permanent basis during the financial year. This allows the recognition and funding of costs over and above those included within the Council's base budget. It is a more appropriate mechanism than the use of one-off funding, such as reserves, in meeting the costs of pressures as it enables the Council to 'live within its means' both in the short and longer term. Council financial regulations also should prevent expenditure being incurred for which there is no budget provision. Allocations from contingency ensure that the financial regulations can be adhered to when unexpected items occur. This therefore supports the delivery of the organisation's overall financial strategy.

1.2.7 When preparing the budgets, all inflationary and service pressure allocations within the MTFs are held within the contingency budget and are allocated during the year to the service areas when the true costs are better understood. The contingency budget is usually forecast to be fully spent within the financial projections despite containing unallocated elements. This means that any

virements to areas displaying a financial pressure will generally benefit the bottom line of the Council's projected outturn variance.

1.2.8 The constitution requires that any virement from contingency of £250k or above are approved by the Policy & Resources Committee.

1.2.9 The contingency budget for 2018/19, as part of budget preparation, was £14.471m. On the 11th June 2018, Policy & Resources Committee agreed the following:

- to allocate pay inflation to the service areas based on a 2% pay award;
- to recognise an increase in the contingency budget of £1.4m as a result of additional income from London Business Rates Pooling;
- service pressure funding of £1.773m to Family Services; and,
- growth in the Duty and Assessment function within Family Services of £0.6m.

Future Allocations

1.2.10 Within the contingency budget there are a number of permanent allocations which are earmarked for specific purposes. It is proposed that the following methodologies are used to allocate each item.

Item	Method of allocation
Office 365 license costs	£320k based on costing included within the MTFS
Apprenticeship Levy	As per costs and total funding available (£260k)
Non-pay inflation	Based on bids from services up to the total MTFS allocation
Pension contribution	Based on calculation (£403k)
Contractor Pension Costs	Based on actuarial valuations
Organisational Development	£200k as per funding request
Streetscene Pay inflation	Calculation of additional costs in excess of 2%
Streetscene	Calculation based on historical activity

Pension Costs	
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Non-Pay Inflation

1.2.11 The bids received for non-pay inflation are as follows. Overall the totals of the funding requests received fit within the budget available. Policy and Resources Committee are recommended to approve these allocations.

Service Area	Funding request	% increase
Assurance	£51,204	1.4
Housing Needs Resources	£66,486	1.0
Customer Support Group	£1,361,045	4.1
Family Services	£715,230	2.1
Street Lighting	£327,427	1.4
Streetscene	£151,900	1.4
TOTAL	£2,673,292	

1% Pension Increase

1.2.12 The result of the calculation of additional pension costs as a result of the 1% increase in employer contribution rate is shown below. Given the significant level of contractual overtime within Streetscene a separate calculation is being conducted to ensure that those costs are fully funded for the service. The total funding available within contingency is £430k. It is expected the total cost will be contained within that benchmark.

Service Area	£
Adult Services	88,069
Commissioning Group	96,146
Education & Skills	3,783

Family Services	134,129
Streetscene	81,004
Grand Total	403,131

One off allocations

1.2.13 There are a number of one-off allocations from contingency which reduce the in-year sum available but that become available again in the new year. The two most significant one-off allocations are:

- £200k allocation to fund the Council's carbon credits charge. This is allocated across services at year-end and is not suitable for a permanent virement given the variability between years; and,
- £300k to recognise a reprofiling of Environment Committee savings between years.

Remaining Balance

1.2.14 Assuming all items within this report are approved then a balance of £1.6m will remain as an in-year unallocated budget. This unallocated amount has not been forecast as an underspend at this stage. It is proposed that £1.4m of this funding is used to permanently eradicate some of the structural budget deficit in relation to the Estates Service. The budget for this service has not been adjusted to recognise the greater range of properties it supports and the centralisation of statutory testing which has created a budget deficit. This will have a positive impact on the financial forecast of the Council given that the service is showing a financial pressure within the month four financial forecast.

1.2.15 Should this allocation be made then approximately £211k will remain as a truly uncommitted contingency budget. This gives the Council a limited scope to be able to deal with unexpected additional financial pressures up to this value. Should no additional requests for contingency funding occur this budget will show as an underspend and the funding will be available for allocation during 2019/20.

1.2.16 For ease of reference, a full list of prior and proposed allocations is displayed below:

	On Going /One Off	£
Starting Budget	Ongoing	16,094,287
Budget virements already processed		
Commercial Management out of hours	Ongoing	(10,000)
Communications and engagement role	One Off	(40,640)
Children's Safeguarding Board	Ongoing	(80,000)
Pay inflation	Ongoing	(1,436,520)
Family Services Pressure	Ongoing	(1,773,000)
Family Services - Duty and Assessment	Ongoing	(600,000)
Funding for Apprenticeship, trainees and Bursaries- Children's Services	Ongoing	(100,000)
Commissioned services to get young people back to work	Ongoing	(50,000)
Additional post to coordinate employment support	Ongoing	(50,000)
Total posted into the ledger		11,954,127
Proposed Allocations		
Carbon Commitment	One Off	(200,000)
Collection fund reserve – technical movement - one off transfer between Collection Fund and reserves	Ongoing	(4,390,000)
Inflation non-pay	Ongoing	(2,673,292)
Streetscene saving reprofile	One Off	(300,000)
Pension contribution	Ongoing	(440,000)
CSG Pension Costs	Ongoing	(713,000)
Re Pension Costs	Ongoing	(493,000)
Office 365 costs	Ongoing	(320,000)

Apprenticeship Levy	Ongoing	(260,000)
Small value one off allocations	One Off	(32,800)
Organisational Development	Ongoing	(200,000)
Streetscene Pay inflation	Ongoing	(350,000)
Total Funding Remaining		1,582,035
Contribution towards Estates structural deficit		(1,371,000)
Total retained contingency		211,035

1.3 Reserve Drawdowns

1.3.1 Several reserve drawdowns are forecast within the council's period 3 financial forecasts. As the position is subject to change, approval for reserve draw downs will be sought later in the financial year.

1.4 Capital Programme

1.4.1 The Capital Programme agreed by Council in March 2018 totalled £857m including a general fund (GF) borrowing requirement of £319m. Since that point a significant amount of work has taken place to ensure a balance between the financial sustainability of the organisation and the delivery of sufficient infrastructure and assets to deliver the organisation's corporate plan.

1.4.2 The September 2018 an officer group, at the request of the Chief Executive, was set the target of reducing borrowing by a further £20m. Following this review, and subject to approval by the Policy and Resources Committee, the proposed capital programme now totals £644m (including General Fund borrowing of £255m) over the MTFs period to 2024/25. This is a significant reduction from the originally approved plan. Over £97m of reductions were approved at the July 2018 P&R Committee. The additional changes proposed within this report total £2.740m of scheme deletions and slippage to future years of £45.068m.

1.4.3 This work to review the capital programme also sought to maximise the use of alternative funding sources to minimise borrowing. As a result the proposed changes include the increased allocation of CIL towards the Sports and Physical Activity project. This change will reduce the cost of borrowing for 2019/20 by £0.715m.

1.4.4 A summary of the proposed changes can be seen in the table below.

Directorate	Capital Programme	Additions/ (Deletions)	(Slippage)/ Accelerated Spend
		£'000	£'000
Adults	Investment in IT	(300)	(1,050)
Commissioning	Asset management	(1,000)	
Commissioning	Office build		(2,300)
Commissioning	Community Centre fit out	(1000)	
Housing Needs Resources	Empty properties	(1,000)	
Housing Needs Resources	Direct acquisitions		13,820 ¹
Housing Needs Resources	Open door		(31,913) ²
Regional Enterprise	Graham Park community facility		(1,000)
Regional Enterprise	Strategic opportunity fund		(19,300) ¹
Regional Enterprise	Decent Homes		(232)
Regional Enterprise	BXC - Funding for land acquisition		(2,500)
Streetscene	Vehicles		(593)
Streetscene	Green spaces development project	200	
HRA	Moreton close	360	
	Total	(2,740)	(45,068)

¹Neutral revenue impact as assumed to be self-financing

²Negative revenue impact as assumed to contribute 1.25%

1.4.5 Perversely, despite this large value reduction in anticipated borrowing during 2018/19 the revenue position gets slightly worse. This is because a large proportion of the schemes (by value) being slipped are revenue neutral or were planned to contribute positively to the revenue position through the contribution of a premium over and above the cost of borrowing. The slippage of these schemes is not as a result of the targeted reduction in borrowing therefore there is no option to maintain the previous profiling.

1.4.6 The revenue impact of the changes in forecast totals a reduction in planned underspend of £0.257m. This 2018/19 revenue impact purely consists of interest costs as the Minimum Revenue Provision (MRP - akin to a depreciation charge) impact will not appear until the following financial year.

1.4.7 At present no additional external borrowing has been incurred during 2018/19 due to the level of cash balances held (being c£100m). The forecast year end borrowing requirement for the year is £122m however, as part of good treasury management techniques, cash balances would be eroded prior to taking on external debt. Should cash balances be exhausted prior to incurring external

borrowing then the overall revenue variance on capital financing will be £3.780m.

1.4.8 The Council has a revenue budget for interest receivable on its cash deposits totalling £1.694m. Clearly utilising cash balances in full will create a budget pressure on the income line. This adverse variance is expected to be £1.121m at year end. This gives a combined net forecast variance of an underspend of £2.7m. The forecast at month 4 was an underspend of £2.9m.

Proposed Capital Programme

1.4.9 The revised Capital Programme, incorporating all proposed changes is as follows.

Directorate	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	Total
	£000	£000	£000	£000	£000	£000	£000	£000
Adults and Communities	2,850	1,050	-	-	-	-	-	3,900
Commissioning Group	60,974	16,885	-	-	-	-	-	77,859
Education and Skills	37,519	24,981	-	-	-	-	-	62,500
Family Services	13,478	365	-	-	-	-	-	13,843
Housing Needs Resources	50,538	69,076	6,524	-	-	-	-	126,138
Parking and Infrastructure	1,480	1,239	-	-	-	-	-	2,719
Regional Enterprise	77,920	96,337	5,127	20,550	750	250	-	200,934
Street Scene	5,230	1,658	-	-	-	-	-	6,888
Total - General Fund	249,989	211,591	11,651	20,550	750	250		494,781
Housing Revenue Account	41,872	69,835	19,589	18,049	-	-	-	149,345
Total - all services	291,861	281,426	31,240	38,599	750	250		644,126

Capital Financing

Capital Programme Affordability

1.4.10 The proposed changes contained above reduce the capital programme total to £644m, with £495m being from the General Fund. The General Fund

element of this includes borrowing of £255m. The revenue implications of this are set out in the table below.

	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
Variance to budget	(3,870)	1,299	(181)	(1,548)	(2,228)

1.4.11 With the current value of the borrowing requirement there will be a revenue pressure in 2019/20 of £1.299m. This is based on the likely borrowing arrangements and equates to roughly £0.053m financing costs per £1m additional borrowing.

1.4.12 Officers will continue to review the capital programme actively to ensure that the capital programme for 2019/20 is brought within the revenue budget.

Capital Receipts

1.4.13 At the July 2018 Policy and Resources Committee, a risk was highlighted that the level of assumed capital receipts within the Capital Programme may leave a funding deficit which would need to be filled through increased borrowing. The report set out that the shortfall in capital receipts would impact the revenue position of the council to the extent of £0.053m per £1m additional borrowing.

1.4.14 The proposed amended General Fund Capital Programme is funded by an assumption of £42.6m in Capital Receipts. For 2018/19 the General Fund Capital Receipts requirement has reduced to £24m. The current balance of receipts is £13.5m. This means that an additional £10.5m is required to be generated in year to meet the financing requirements of the current Capital Programme. Any decisions on the disposal of council assets will be considered by the ARG Committee, following officer review.

1.4.15 The Capital Receipts position will continue to be monitored closely and regular updates provided to both the Policy and Resources Committee and the Financial Performance and Contracts Committee.

2. REASONS FOR RECOMMENDATIONS

2.1.1 Ongoing budget maintenance in the form of writing off unrecoverable debts and the allocation of contingency funds support strong financial management.

2.1.2 The revisions to the capital programme ensure that the council's financial planning accurately reflects what is happening with scheme delivery. This ensures that the council can make effective decisions on the deployment of its scarce resources.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 3.1.1 The alternative option to writing off the debts and continuing to pursue the debt would result in additional cost with no scope of recovery. Additionally, the council's accounts would be incorrect in the form of overstated debtors' figures.
- 3.1.2 The council could consider alternative options to allocate contingency funding however these could result in service delivery problems or fail to address structural budget deficits.
- 3.1.3 The alternative option to reducing the capital programme would be to make revenue reductions in order to fund the cost of borrowing.

4. POST DECISION IMPLEMENTATION

- 4.1 Following approval of these recommendations, the budget changes will be processed in the financial accounting system and the debtor accounts will be written off.

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

- 5.1.1 This supports the Council's corporate priorities as expressed through the Corporate Plan for 2015-20 which sets out the vision and strategy for the next five years based on the core principles of fairness, responsibility and opportunity, to make sure Barnet is a place:
- Of opportunity, where people can further their quality of life;
 - Where people are helped to help themselves, recognising that prevention is better than cure;
 - Where responsibility is shared, fairly;
 - Where services are delivered efficiently to get value for money for the taxpayer.
- 5.1.2 The Corporate Plan will be refreshed and will align with the updated MTFS period to 2023/24. This update to the corporate plan may significantly change the priorities and performance measures of the Council.

5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

- 5.2.1 The proposed changes to the capital programme reduce the cost of borrowing and therefore support the council's revenue budget.
- 5.2.2 The council's financial regulations require that virements for allocation from contingency for amounts over £250,000 and capital programme additions must be approved by Policy and Resources Committee.

5.3 Social Value

5.3.1 None applicable to this report, however the council must take into account the requirements of the Public Services (Social Value) Act 2012 to try to maximise the social and local economic value it derives from its procurement spend. The Barnet living wage is an example of where the council has considered its social value powers.

5.4 Legal and Constitutional References

5.4.1 Section 151 of the Local Government Act 1972 states that: “without prejudice to section 111, every local authority shall make arrangements for the proper administration of their financial affairs and shall secure that one of their officers has responsibility for the administration of those affairs”. Section 111 of the Local Government Act 1972, relates to the subsidiary powers of local authorities.

5.4.2 Article 7 of the Council's Constitution sets out the terms of reference of the Policy and Resources Committee which include:

- Responsibility for strategic policy finance and corporate risk management including recommending: Capital and Revenue Budget; Medium Term Financial Strategy; and Corporate Plan to Full Council
- To be responsible for the overall strategic direction of the Council including strategic partnerships, Treasury Management Strategy and internal transformation programmes.
- To be responsible for those matters not specifically allocated to any other committee affecting the affairs of the Council.

5.4.3 The council's financial regulations state that amendments to the revenue budget can only be made with approval as per the scheme of virement table below:

Revenue Virements

Virements for allocation from contingency for amounts up to £250,000 must be approved by the Section 151 Officer in consultation with appropriate Chief Officer
Virements for allocation from contingency for amounts over £250,000 must be approved by Policy and Resources Committee
Virements within a service that do not alter the bottom line are approved by Service Director
Virements between services (excluding contingency allocations) up to a value of £50,000 must be approved by the relevant Chief Officer
Virements between services (excluding contingency allocations) over £50,000 and up to £250,000 must be approved by Chief Officer and Chief Finance Officer in consultation with the Chairman of the Policy and Resources Committee and reported to the next meeting of the Policy and Resources Committee
Virements between services (excluding contingency allocations) over £250,000 must be approved by Policy and Resources Committee

Capital Virements

Performance and Contract Management approval is required for all capital budget and funding virements and yearly profile changes (slippage or accelerated spend) between approved capital programmes i.e. as per the budget book. The report must show the proposed:

- i) Budget transfers between projects and by year;
- ii) Funding transfers between projects and by year; and
- iii) A summary based on a template approved by the Section 151 Officer

Policy and Resources Committee approval is required for all capital additions to the capital programme. Capital additions should also be included in the quarterly budget monitoring report to Performance and Contracts Committee for noting.

Funding substitutions at year end in order to maximise funding are the responsibility of the Section 151 Officer.

6. Risk Management

- 6.1 The Council has taken steps to improve its risk management processes by integrating the management of financial and other risks facing the organisation. The allocation of an amount to contingency is a step to mitigate the pressures that had yet to be quantified during the budget setting process.
- 6.2 The allocation of budgets from contingency seeks to mitigate financial risks which have materialised.

7. Equalities and Diversity

- 7.1.1 The Equality Act 2010 requires organisations exercising public functions to demonstrate that due regard has been paid to equalities in:
- Elimination of unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010.
 - Advancement of equality of opportunity between people from different groups.
 - Fostering of good relations between people from different groups.
- 7.1.2 The Equality Act 2010 identifies the following protected characteristics: age; disability; gender reassignment; marriage and civil partnership, pregnancy and maternity; race; religion or belief; sex and sexual orientation.
- 7.1.3 In order to assist in meeting the duty the council will:
- Try to understand the diversity of our customers to improve our services.
 - Consider the impact of our decisions on different groups to ensure they are fair.

- Mainstream equalities into business and financial planning and integrating equalities into everything we do.
- Learn more about Barnet's diverse communities by engaging with them.

This is also what we expect of our partners.

7.1.4 This is set out in the council's Equalities Policy together with our strategic Equalities Objective - as set out in the Corporate Plan - that citizens will be treated equally with understanding and respect; have equal opportunities and receive quality services provided to best value principles.

7.1.5 Progress against the performance measures we use is published on our website at:

www.barnet.gov.uk/info/200041/equality_and_diversity/224/equality_and_diversity

8. Corporate Parenting

7.7.1 In line with Children and Social Work Act 2017, the council has a duty to consider Corporate Parenting Principles in decision-making across the council. There are no implications for Corporate Parenting in relation to this report.

9. Consultation and Engagement

9.1 In terms of service specific consultations, the Council has a duty to consult on proposals to vary, reduce or withdraw services in the following circumstances:

- where there is a statutory requirement in the relevant legislative framework;
- where the practice has been to consult or where a policy document states the council will consult then the council must comply with its own practice or policy;
- exceptionally, where the matter is so important that there is a legitimate expectation of consultation.

9.2 Consultation is also recommended in other circumstances, for example to identify the impact of proposals or to assist with complying with the council's equalities duties. Consultation will take place on individual proposals linked to projects as they are developed, and the outcome of the consultation will need to feed into Committees as decision are taken.

9.3 There are no consultation implications from the decisions recommended within this report.

10. Insight

10.1 None in the context of this report

11. Background Papers

Committee	Item & Agenda	Link
Policy & Resources 19 July 2018	Item 7 Business Planning	http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=692&MId=9725&Ver=4
Policy & Resources 11 June 2018	Item 4 Business Planning	http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=692&MId=9458&Ver=4
Full Council 6 March 2018	Item 12 Business Planning 2018-20	http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=162&MId=9162&Ver=4
Policy & Resources 13 February 2018	Item 13 Business Planning 2018-20	http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=692&MId=8742&Ver=4
Policy & Resources 21 July 2014	Item 6 Finance and Business Planning – Capital programme and review of reserves	http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=692&MId=7860&Ver=4