<u>CABINET</u>

<u>06 JULY 2016</u>

THE OVERVIEW & SCRUTINY COMMITTEE

11 JULY 2016

GENERAL FUND REVENUE OUTTURN 2015/16

REPORT OF THE HEAD OF FINANCE

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RECENT REFERENCES:

CAB2732: Medium Term Financial Strategy 2016/17 to 2020/21, 21 October 2015

CAB2739: General Fund Budget 2015/16 – Capital and Revenue Considerations, 02 December 2015

CAB2763 (Revised): Budget & Council Tax 2016/17, 18 February 2016

EXECUTIVE SUMMARY:

This report provides an overview of outturn General Fund Revenue expenditure for 2015/16 compared with the Budget and gives details of the Council's Usable Earmarked Reserves.

Proposals to carry forward one-off items of budget for expenditure in 2016/17 are listed at Appendix B.

RECOMMENDATIONS:

That Cabinet:

- 1. Note the General Fund Revenue outturn position as set out in the report;
- Note the transfers to/from the Major Investment Reserve and other earmarked reserves and *approve* the reserves and closing balances at 31st March 2016 (as set out in Appendix D);
- 3. Consider the requests for General Fund carry forward of one-off expenditure budget to 2016/17 for the purposes specified in Appendix B, and confirm the amounts to be supported for carry forward, and recommended to Council for approval in accordance with Financial Procedure Rule 7.9 (noting that these are in addition to the Housing Revenue Account carry forward requests detailed in CAB2808 (HSG), 29 June 2016).

That The Overview & Scrutiny Committee:

1. Considers whether there are any matters of significance which it wants to draw to the attention of Cabinet, or a portfolio holder, or Council.

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1 Introduction

- 1.1 This report provides an overview of the Council's General Fund Revenue outturn compared with budget for the year 2015/16 and explains the main variances and the movements on earmarked reserves.
- 1.2 The Housing Revenue Account (HRA) outturn will be reported to the Cabinet (Housing) Committee on 29 June and the outturn for the Winchester Town Account will be considered in more depth by the Town Forum.
- 1.3 A separate report on capital outturn for 2015/16 (CAB2811) is being considered elsewhere on this agenda.
- 1.4 The Annual Financial Report containing the annual Statement of Accounts for 2015/16 (pre-audit) is due to be published on 30 June. The outturn position in this report is currently fully consistent with the financial statements.

2 <u>General Fund Revenue Outturn</u>

2.1 Appendix A shows how the surplus on the provision of services as reported in the statutory Comprehensive Income and Expenditure Statement compares with the budgeted amounts.

3 General Fund Cost of Services

3.1 The General Fund Cost of Services for 2015/16 was £22.5m against a revised budget of £19.9m, giving a deficit of £2.6m. However, adjusting for year-end downward asset valuations of £4.6m and additional depreciation charges, leaves an adjusted surplus of £3.4m. Of the surplus generated, £1.109m has been requested as budget carried forward due to timing differences in budget and actual delivery time scales (see 6.2 below). However, upon examination of the planned expenditure the Head of Finance is recommending that only £0.684m is rolled forward as the remainder can be met within existing budget allocations in 2016/17. After transfers to other earmarked reserves the residual surplus is to be included in the transfer to the Major Investment Reserve in order to meet future strategic aims. Additional transfers are proposed to Earmarked Reserves (see 4.4 below) of £1.914m, leaving a transfer to the Major Investment Reserve of £1.735m.

3.2 The main variations to the revised budget can be further analysed as follows:

Income Volume of business achieved greater income from fees and charges Other Income	Favourable / (Adverse) £'000 855 903
Expenditure	
Management of staff turnover reduced costs	291
Transport costs less than planned	99
Premises costs less than planned	406
Supplies and Services less than planned	334
Management of Service Contracts reduced planned costs	73
Administration of benefits and related debt reduced net cost	338
Support Services Charges higher than planned charges to HRA	114
Total (Directly controllable)	3,412
Depreciation, Impairments & Revaluation Losses	(6,046)
Cost of Services	(2,633)

- 3.3 Whilst Depreciation, Impairments & Revaluation Losses have an impact on both Cost of Services and the Balance Sheet, it does not impact on the usable reserves available to the Council. Out of the £6m adverse variance within Depreciation, Impairments & Revaluation losses, £4.5m relates to revaluation losses on General Fund Property.
- 4 General Fund Balance and Earmarked Reserves
- 4.1 The consequences of the variations to budget are seen in the movements in reserves.
- 4.2 Cabinet is asked to approve the balances being held in the various earmarked reserves at the year-end as detailed in Appendix D. These are used to support future spending plans for both capital and revenue.
- 4.3 The actual transfer to the Major Investment Reserve is £1.735m compared to a budgeted release of £2.543m; a variance of £4.278m. Out of this £0.559m will be utilised to support budget carry forward requests (see Appendix B) and £3.719m is being applied to replenish the Major Investment Reserve, to support future capital expenditure requirements.
- 4.4 The actual transfers to Earmarked Reserves are £4.530m compared to a budgeted transfer of £2.616m, a variance of £1.914m.
- 4.5 The General Fund Balance has been maintained at £2m, in accordance with both the Financial Strategy and the Budget.

- 4.6 The following earmarked reserves are now fully exhausted at 31st March 2016:
 - Homelessness Gold Standard. This earmarked reserve was created in order to hold Homelessness Gold Standard funding and has now been fully released against planned expenditure.
 - Income Equalisation. This earmarked reserve has now been merged with the Property Asset Management Plans reserve.

5 Non-ring fenced Government Grants

- 5.1 Total Non-ring fenced Government grants of £4.9m were received in the year, an additional £0.2m compared to budget.
- 5.2 Additional New Burdens funding of £0.2m was received in the year. This is made up of a number of different grants most notably a final grant towards Property Searches.

6 Managed Savings and Requests to Carry Forward unspent budgets

- 6.1 The Council's Financial Procedure Rules allow the carry forward to the immediately following financial year of planned under-spends where they do not create an ongoing revenue commitment. These are presented to Cabinet to be assessed against the Council's priorities. Council approval is required because proposals for revenue carry forward exceed £500,000 in total.
- 6.2 Appendix B lists requests for General Fund budget carried forward that are being recommended for approval. The total revenue carry forward requested by Managers was £1.109m, however the Head of Finance is recommending that only £0.684m is rolled forward as the remainder can be met within existing budget allocations in 2016/17. These are in addition to the Housing Revenue Account carry forward requests detailed in CAB2808 (HSG).

7 Winchester Town Account

- 7.1 Appendix C provides a summary of the Winchester Town Account expenditure compared to Budget. Town expenditure in the year was £784,360, which was £132,789 lower than the Revised Budget. The favourable variances have increased the Town Account Earmarked Reserve closing balance to £424,308. The total carry forward request from revenue budgets is £42,652, leaving a net surplus after carry forwards of £90,137. The detail will be considered by the Town Forum when it next considers the budget.
- 8 Business Rates Retention
- 8.1 2015/16 was the third year following the introduction in April 2013 of a fundamental change in the Local Government Finance System regarding the Business Rates Retention Scheme (BRRS). Winchester, as billing authority, collects business rates on behalf of Central Government, Winchester City Council, Hampshire County Council, and Hampshire Fire & Rescue.

- 8.2 Overall our business rates position is one of growth, but we have had to provide for a significant level of appeals. The provision for appeals has increased from £4.8m at the start of 2015/16 to £6.3m as at 31 March 2016. This increase is due to both a continuing increase in the number of appeals awaiting action from the Valuation Office and significantly an outstanding appeal for GP premises against the 2010 Valuation listing.
- 8.3 A planned transfer of £1.2m to the Business Rates Retention earmarked reserve has taken the closing reserve balance to £2.2m. This will be used to fund the budgeted collection fund deficit in 2016/17 and is due to the timing differences between the setting of the business rates forecast for the year in the NNDR1 and the final outturn declared in the NNDR3.
- 8.4 The below table illustrates the Business Rates receivable in 2015/16. The baseline set by Government is £2m, with Winchester receiving an additional £1.7m of the growth in overall rates receivable, giving a total £3.7m for the year.

Business Rates	Central Gov't	Wi	ncheste Counc	•	Hampshire County Council	Hampshire Fire & Rescue	TOTAL	tes
	£000		£000	%	£000	£000	£000	0
Business Rates Income Receivable	28,352	22	,682	40%	5,103	567	56,705	1
Add: Small Business & Empty Property Rate Relief			896					2
Less: NNDR Tariff		(18	398)					3
<u>Less:</u> NNDR Levy		(1	130)					4
Less: Other net adjustments			326)					
Total Net Income Receivable in 2015/16		3	3,724	6.6%			56,705	5

Notes:

1 Winchester receives a 40% share of income receivable

2 Received as a Government Grant as compensation for national policy

3 Tariff is deducted as Winchester only receives a 40% share of growth

4 A Levy of 50% is payable on growth, effectively leaving a 20% share

5 Winchester retains 6.6% of the total income receivable in the District

OTHER CONSIDERATIONS:

9 <u>COMMUNITY STRATEGY AND PORTFOLIO PLANS (RELEVANCE TO)</u>:

- 9.1 Preparation of the budget had regard to the corporate business plan and District Community Strategy. Monitoring of income and expenditure and review of the financial position is an intrinsic part of measuring whether the Strategy's objectives have been achieved.
- 10 **RESOURCE IMPLICATIONS**:
- 10.1 As set out in the body of the report.

11 <u>RISK</u>

11.1 The Budget and Council Tax 2015/16 (CAB2647 App. A) shows the current financial risk assessment. In line with this a number of planned transfers have been made to earmarked reserves in 2015/16. This includes the transfer of £1.2m to the Business Rates earmarked reserve and transfers to the Organisational Development reserve, which were made ahead of the budgeted schedule of 2015/16.

BACKGROUND DOCUMENTS:

None

APPENDICES:

Appendix A - Service outturn compared with Budget - Summary

- Appendix B General Fund Proposed budgets to be carried forward
- Appendix C Winchester Town Account
- Appendix D Earmarked Reserves

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2015/16 Original Budget £000	<u>GENERAL FUND</u>	2015/16 Revised Budget £000	2015/16 Outturn £000	Variance FAV. / (ADV) £000
19,089	General Fund Cost of Services	19,871	22,504	(2,633)
424	Deficit on Trading Accounts	490	27	463
	Other Operating Income & Expenditure			
2,411	Payment of Parish Council Precepts	2,411	2,411	0
156	Council Tax Support Grant to Parishes	156	156	0
	Financing & Investment Income & Expenditure			
(280)	Net Interest receivable	(490)	(514)	24
(2,360)	Investment Properties	(1,790)	(2,153)	363
	Taxation & Non-Specific Grant Income			
(9,084)	Council Tax Income (incl. parish precepts)	(9,247)	(9,187)	(60)
(3,865)	Non-Domestic Rates Income and Expenditure	(4,261)	(3,724)	(537)
(4,629)	Non-Ringfenced Government Grants	(4,727)	(4,893)	166
	Capital Grants & Contributions	(400)	(2,068)	1,668
1,862	(Surplus)/Deficit on Provision of Services	2,013	2,559	(546)
	Adjustments between Accounting basis and Funding basis under regulations			
	Depreciation, Impairments, & Revaluation Losses	(2,263)	(6,518)	4,255
	Reversal of items relating to retirement benefits (IAS19)	(266)	(266)	(0)
335	Statutory provision for the financing of capital investment Collection Fund Adjustment Account:	266	267	(1)
(120)	Council Tax	103	(55)	158
(813)	313) Business Rates		(2,251)	2,324
	Other planned Movements in Reserves			
579	Transfers to or (from) Major Investment Reserve	(2,543)	1,735	(4,278)
832	Transfers to or (from) Earmarked Reserves	2,615	4,404	(1,789)
	Transfers to or (from) Winchester Town Reserve	1	126	(125)
0	DEFICIT / (SURPLUS)	0	0	(0)

General Fund – Proposed budgets to be carried forward

Team	Description	Justification			
1. Expenditure to be carried for	•	£	Funding Source	ustilication	
Community Safety	Delivery of the Prevent agenda - a statutory duty placed on local authorities to roll out training to all frontline staff.	3,500	MIR	The Home Office granted up to £10K as ringfenced funding to all local authorities in support of the delivery of the Prevent agenda. WCC has used the money to roll out frontline training to officers, Members and Contractors. In order to continue to meet the statutory requirement the remaining budgets needs to be carried forward to meet spending requirements in 16/17.	
Economy & Arts	Market Towns Development	13,285	MIR	External grant money received in 15/16 which has been committed to projects taking place in June / July / August 2016	
Economy & Arts	Arts Music / Film Development	4,945	MIR	External partnership funding unspent but plans to spend in place for 2016/17.	
Revenues	Govt funding received in March 2016 for 2016/17 (for RTI and backdating changes)	8,000	MIR	Required to meet additional costs/burden of changes in legislation in 2016/17	
Revenues	Unspent additional DHP funding	3,600	MIR	Required to enable us to increase DHP funding available in 2016/17	
Sport & Physical Activity	Tennis Festival & Membership Campaign	7,500	MIR	This initiative straddles 2 financial years and is a grant from the Lawn Tennis Association.	
Sport & Physical Activity	Park Run	1,000	MIR	This initiative straddles 2 financial years and is a grant from the University of Winchester.	
TOTAL to be CARRIED FORWARD	- External Funding	41,830			
2. Committed / Contracted expension	nditure requiring budget carry forward	-	-		
Community Grants	Community Project Grants	22,320	MIR	Project grants committed in 15/16 and expected to be paid in 16/17.	
Economy & Arts	Chesil Theatre	30,000	MIR	Carry Forward requested of committed £30k grant to Winchester Dramatic Society (Chesil Theatre)	
Estates	Doctor's Surgery	16,187	MIR	Remainder of revenue project budget to be spent in 16/17.	
Landscape & Open Spaces	Seeds and Plants - District	5,830	MIR	Herbaceous borders. Work not completed in 2015/16 due to resourcing issues. Contract now let and payment is due shortly.	
Landscape & Open Spaces	Rubbish Clearance - District	9,952	MIR	Money earmarked for work already committed at Whiteshute but due to resourcing issues project has been delayed.	
Local Economy	Fuel Poverty - hitting the cold spots & HEART schemes	47,852	MIR	Second year of payment to HCC & WinAcc Heart Schemes as recommended by Fuel Poverty ISG - delivery extended due to slow start of project.	
Local Economy	Museums	38,000	ER	Proposed transfer of Museums Publications reserve to the Hampshire Cultural Trust.	
Major Projects	Flood Alleviation Schemes	48,676	MIR	A commitment is in place to contribute £40,000 to Hampshire County Council for our contribution to Park Avenue fees. The remaining £8,676 is to be spent on other flooding initiatives in 16/17.	
Major Projects	Station Approach & Leisure Centre	59,411	MIR	The profiling of the project budget between 15/16 and 16/17 requires a carry forward in order to meet the forecast project costs in 16/17.	
Organisational Development	Apprentices	122,000	MIR	Commitment re current 12 apprentices in post, 1 new starter with a start date in August and 1 extension to pilot a degree apprenticeship. The contract terms for apprentices is not aligned with the budgeting financial year. To part cover a temporary part time post to support the expansion of the WCC apprenticehip scheme and the development of the Hampshire Apprentice Partnership with 5 other District Authorities. To provide further development to the Life skills training programme throughout the year to be run in conjunction with the HAP councils. It is intended that in 2016/17 the Council will employ a total of 18 apprentices, from Level 2-Level 6.	
TOTAL to be CARRIED FORWARD	- COMMITTED / CONTRACTED EXPENDITURE	400,228	l		

General Fund – Proposed budgets to be carried forward								
Team	Description		Justification					
3. Requests to carry forward	unspent budget - Uncommitted		<u> </u>	1				
Economy & Arts	LEADER Project	22,875	MIR		6 but planned to be s in 15/16 requested to nme in 16/17.			
Estates	Bar End Depot Project	75,000	MIR	Archaelogy store re				
Historic Environment	Historic Environment Projects Officer	20,672	WTA	to full strength befo vacant posts have	Over the last year the focus has been on bringing th to full strength before progressing with project work. vacant posts have been been filled and the new Tea will be prioritising this project to ensure that the budg in 16/17.			
Landscape & Open Spaces	Tree Care - Town Forum	21,980	WTA		Works requried but due to severe staff resourcing issues v has been delayed. To be completed 2016/17			
Local Economy	Bury Farm Support	31,477	MIR	Project delayed by ongoing negotiation of S106 Agreemen North Whiteley but work still needed on this initiative.				
Organisational Development	Training	22,000	MIR	Completes the PMT Leadership Peak Performance Prop roll-out. This training was booked in the last financial yee the delivery commenced in April 2016 to be completed i September 2016.				
Strategic Planning	Local Plan Part 2	45,000	ER	Contribution towards consultancy work needed to pr specialist evidence for Local Plan Part 2 and examin				
Strategic Planning	Denmead Neighbourhood Plan	3,200	MIR	Remaining contribution towards publication of final Denmead Neighbourhood Plan.				
TOTAL to be CARRIED FORWA	RD - Uncommitted	242,204	EUN	IDING				
		MIR	<u>Winchester</u> <u>Town</u>	OTHER Earmarked TOTAL Reserves				
		£	£	£	£			
1) Expenditure to be carried for	ward - EXTERNAL FUNDING	41,830			41,830			
2) Expenditure to be carried for	ward - COMMITTED	362,228		38,000	400,228			
3) Expenditure to be carried for	154,552	42,652	45,000	242,204				
TOTAL		558,610	42,652	83,000	684,262			

CAB2812 Appendix C - Winchester Town

WINCHESTER TOWN ACCOUNT - 2015/16 OUTTURN

	2014/15	15 2015/16					
	Outturn	Original	Revised	Outturn	Variance		C/fwd
Cost of Services	£	£	£	£	£		£
Recurring Budgets:							
Recreation Grounds & Open Spaces	598,170	616,324	604,544	526,045	78,499	1	21,980
Maintenance Work to Council Owned Bridges	0	5,500	10,500	0	10,500	2	
Cemeteries	26,905	29,376	30,596	21,246	9,350	3	
Community Wardens (Contribution)	45,000	45,000	45,000	45,000	0		
Grants	59,522	60,000	60,455	59,816	639		
Support Costs for Grant Scheme	2,000	2,000	2,000	2,000	0		
Footway Lighting	23,115	28,964	28,760	21,225	7,535		
Bus Shelter Cleaning / Maintenance / New Provision	9,060	7,600	7,600	11,688	(4,088)		
Town Forum Support	4,798	4,798	4,798	4,798	0		
Christmas Lights	9,068	10,549	10,480	9,667	813		
Allotments	(1,684)	(1,646)	(1,646)	(2,967)	1,321		
Public Conveniences (Contribution)	50,000	50,000	50,000	50,000	0		
Theatre Royal (Contribution)	20,000	20,000	20,000	20,000	0		
Grit Bins	309	1,000	1,000	0	1,000		
Night Bus Contribution	13,408	13,390	13,390	13,274	116		
Community Speed Watch	0	1,000	1,000	0	1,000		
Total Recurring Budgets	859,671	893,856	888,477	781,792	106,685		21,980
One-off Budgets:	,						
20mph Speed Limit	3,390	0	0	0	0		
Cycle Café	3,390 0	1,000	1,000	1,000	0		
Historic Environment Projects Officer	19,064	17,236	20,672	1,000	20,672	4	20,672
Neighbourhood Plans	19,004	0	7,000	1,568	20,072 5,432	4	20,072
Solar PV Study	0	7,500	7,000 0	1,508	5,432 0		
St Maurice's Covert	0	10,000	0	0	0		
Total One-off Budgets	22,454	35,736	28,672	2,568	26,104		20,672
Total Cost of Services	882,125	929,592	917,149	784,360	132,789		42,652
	002,123	929,392	917,149	704,300	132,709		42,032
<u>Funding</u>	(705.004)	(007 000)	(007.000)	(007.000)	0		
Proceeds of Council Tax	(795,261)	(807,299)	(807,299)	(807,299)	0		
Council Tax Support Funding	(68,943)	(55,154)	(55,154)	(55,154)	0		
Council Tax Freeze Funding (prior to 2016/17)	(37,580)	(44,596)	(44,596)	(44,596)	0		
Interest on Balances	(1,758)	(1,487)	(2,601)	(3,117) (910,166)	516		
Total Funding	(903,542)	(908,536)	(909,650)	(910,100)			
<u>Reserves</u>							
(Surplus added to Reserves) / Deficit taken from Reserves	(21,417)	21,056	7,499	(125,806)			
Capital Expenditure funded by Town Reserve	0	77,000	30,000				
Opening Fund Balance (at 1st April)	(277,086)	(197,583)	(298,503)	(298,503)			
Closing Fund Balance (carried forward)	(298,503)	(99,527)	(261,004)	(424,308)			
Closing Reserves forecast as % of net expenditure (Target = 10		11%	29%	54%			

Explanation of Key Variances:

1) Favourable variance of £78,499 caused in part by delays in tree care expenditure due to a temporary staffing shortage (a budget carry forward has been requested) and partly due to a change in the Environmental Services Contract billing from East Hampshire District Council (EHDC). The change in billing, linked to a review of the bill of quantities, is under review at EHDC with the results due back in Q1 16/17.

2) Favourable variance of £10,500

3) Favourable variance of £9,350 is due to a reduction in the costs of grounds maintenance and is linked to the billing review discussed in 1) above.

4) Favourable variance of £20,672 caused by staff shortages in 2015/16 which has caused the project to slip to 2016/17.

			MOV	EMENTS IN 2015/	/16		Net (increase) /			
	Opening Balance	REVE	-	CAPIT		Closing Balance at 31 March		Comment		
	at 1 April 2015 £000	Transfer (to) £000	Transfer from £000	Transfer (to) 1 £000	Fransfer from £000	2016 £000	£000			
Major Investment Reserve	(9,057)	(1,735)			2,926	(7,867)		Remaining surplus transferred to Major Investment Reserve.		
Building Control										
Business Rates Retention	(1,000)	(1,217)				(2,217)	(1,217)	Transfer to reserves in order to fund a transfer to the collection fund in 2016/17 whilst maintaining a risk balance of $\pounds1m$.		
Car Parks Property	(1,178)	(547)	58		141	(1,526)	(348)	Net additional car parking income transferred in to support future major works.		
Community Grants & Commissions	(11)	(162)				(173)	(162)	Transfer in to support economy and communities commissioning plans and grants.		
Community Infrastructure Levy - General Fund	(6)	(532)				(539)	(532)	Balance of General Fund CIL income receivable, to be used to fund CIL projects. CIL strategy due for publication shortly.		
Community Infrastructure Levy - Winchester Town	(1)	(86)				(87)	(86)	Balance of Winchester Town CIL income receivable, to be used to fund CIL projects. CIL strategy due for publication shortly.		
Flood Support Schemes	(105)		15			(90)	15	Remainder of Business Support Grant funding received in 2013/14.		
Homelessness Gold Standard	(1,006)	(115)	1,121				1,006	Government funding fully utilised by the end of 2015/16.		
Homelessness Prevention	(484)	(111)	66			(529)	(45)	Transfer in to support future planned initiatives.		
Income Equalisation	(244)		244				244	Reserve closed and balance transferred to the Property - Asset Management Plans Reserve.		
Information Management and Technology	(215)	(223)	62		52	(324)	(109)	This reserve supports the delivery of the IMT asset plan.		
Insurance	(40)					(40)				
Local Development Framework (LDF)	(173)		27			(146)	27			
Local Elections	(30)					(30)				
Municipal Mutual Insurance	(157)					(157)				
Museums Acquisitions	(8)					(8)				
Museums Publications	(38)					(38)				
Organisational Development	(432)	(1,408)	248			(1,592)	(1,160)	Reserve used to fund the Council's Transformation Programme. The increased closing balance was planned and approved in CAB2763(Revised) and is to be used on a programme of Transformation activities.		
Planning Deposits (Interest)	(91)	(8)	3		3	(92)	(1)	Release to fund open space expenditure in 2015/16.		
Property - Asset Management Plans	(1,938)	(1,839)			68	(3,709)	(1,771)	Reserve used to fund the Council's Asset Management Programme. The increased closing balance will be used to fund the latest Asset Management Plan due for publication shortly and the existing capital programme.		
Winchester Town Reserve	(298)	(126)				(424)	(126)	The higher closing balance results substantially from a favourable variance within the Environmental Services Contract grounds maintenance works.		
sub total	(16,512)	(8,109)	1,844		3,190	(19,588)	(3,075)			
General Fund Balance	(2,000)					(2,000)		Maintained at £2m in accordance with Financial Strategy		
Total	(18,512)					(21,588)	(3,075)			