

Agenda item no. 4a

То:	The Police & Crime Panel for Sussex
From:	The Police & Crime Commissioner for Sussex
Subject:	Revenue and Capital Budget 2015/16
Date:	23 January 2015
Recommendation:	That the Police & Crime Panel note –
	a) the draft revenue budget for 2015/16;
	b) the latest Medium Term Financial Forecast;
	c) the latest savings schedule to 2018/19; and
	d) the draft capital budget for 2015/16 and capital and
	investment programme to 2018/19;

1.0 Introduction

- 1.1 This report sets out the latest draft revenue and capital budget proposals for 2015/16, taking into account the impact of the provisional finance settlement. This includes:
 - the overall funding position and draft budget for 2015/16;
 - spending and saving proposals for the revenue budget 2015/16;
 - capital budget for 2015/16 and capital programme to 2019;
 - Medium Term Financial Forecast (MTFF) and savings projections.
- 1.2 The Panel are provided with this information as background to support the reasoning behind the recommended precept option.

2.0 Grant Settlement

- 2.1 The Chancellor presented his Autumn Statement on 3 December 2014. The provisional police finance settlement was subsequently announced on 17 December 2014. The final settlement is due to be released in February 2015.
- 2.2 There were no further reductions to Home Office funding for 2015/16 as a result of the Autumn Statement 2014 and the Home Office has protected police funding from the additional 1% reduction in funding announced in the Autumn Statement 2013. The total Home Office funding for policing for next year is in line with the Comprehensive Spending Review 2013 settlement. Total funding for policing in 2015/16 is £8.2bn representing a real terms reduction of 4.9% (cash reduction of 3.5%).
- 2.3 Taking into account the protection of funding for counter terrorism and further top slicing of police funding for Police Innovation Fund, Independent Police Complaints Commission (IPCC), Major Programmes and Special Policing Grant the reduction in core funding for individual police force areas is much greater. The level of top slicing has increased nationally by £92m to £177m, set out in Table 1 on the following page.

Home Office Top Slicing	2014/15	2015/16	Variance
	£m	£m	£m
Innovation Fund	50.0	70.0	20.0
Independent Police Complaints Commission	18.0	30.0	12.0
Her Majesty's Inspectorate of Constabulary	9.4	9.4	0.0
College of Policing	2.8	4.6	1.8
Capital City Grant	2.5	3.0	0.5
National Police Co-Ordination Centre	2.0	0	(2.0)
Police Knowledge Fund	0	5.0	5.0
Police Special Grant	0	15.0	15.0
Major Programmes	0	40.0	40.0
Total	84.7	177.0	92.3

- 2.4 The impact of this level of top slicing on the Sussex core policing grant equates to over 2% or nearly £4m.
- 2.5 The current arrangements for damping individual allocations continue in 2015. This means that every individual police force area will face the same percentage reduction in core funding of 5.1% in cash terms.
- 2.6 A summary of the provisional grant settlement for Sussex is set out in Table 2 below.

	2014/15 £'000	2015/16 £'000	Difference £'000	Difference %
Police Core Grant	104,804	98,415	6,389	-6.1%
Formula Funding	56,003	54,191	1,812	-3.2%
Total Core Grant Funding	160,807	152,606	8,201	-5.1%
Legacy CT Freeze Grants	3,062	3,062	0	0
Legacy CT Benefit Support Grant	10,140	10,140	0	0
Total Revenue Funding	174,009	165,808	8,201	-4.7%
Capital Grant	2,200	ТВА		

TABLE 2: Provisional Grant Settlement 2015/2016

- 2.7 The settlement reduces the core revenue grant funding for Sussex by £8.2m (5.1%) on a like for like basis compared to 2014/2015.
- 2.8 Legacy grants relating to Council Tax Freeze for 2011/2012 and 2013/2014 together with the Council Tax Support grant are now included with the baseline Home Office settlement and are allocated as specific grants alongside Home Office core funding. These grant amounts remain unchanged from 2014/2015 and this is expected to continue in future years.
- 2.9 Whilst specific grant figures covering PFI, Counter Terrorism (CT), victims and restorative justice were not announced, it was confirmed separately that the specific and CT grants would be unchanged for next year. Victims and restorative justice grant is expected to increase. This is to be confirmed with the final settlement announcement.

- 2.10 The level of grant reductions announced in the provisional settlement are marginally higher than assumptions included in the latest Medium Term Financial Forecast (MTFF) by 0.1%, due to uncertainty on amounts being included in top-slicing of Home Office police funding.
- 2.11 The impact of the provisional finance settlement announcement is that funding reductions for 2015/16 are ± 0.16 m higher than anticipated in the MTFF. The overall impact of changes on the budget for 2015/16 is set out in Table 3 below.

	Assumed	Provisional Settlement	Increa (Decre	-
	£′000	£′000	£′000	%
Police Grant and Formula Funding	152,767	152,606	(161)	(0.1)
Legacy CT Freeze Grants	3,062	3,062	0	0
Legacy CT Benefit Support Grant	10,140	10,140	0	0
Total Core Funding	165,969	165,808	(161)	(0.1)

TABLE 3: Grant Change Impact on Assumptions

- 2.12 The total Home Office capital grant has remained unchanged but individual force allocations will be subject to top slicing for Communications Capabilities Development Programme and the replacement for Airwave. This will mean a reduction in the current £2.2m capital grant.
- 2.13 For future years, we continue to plan for a cash reduction in police funding of 3% per annum up to 2018/19. This is based on advice from ACPO Finance and Business Area formed from Home Office and HMIC guidance to plan for circa 20% real terms funding reductions over the next four year Comprehensive Spending Review period.

3.0 Precept Funding

3.1 Draft Tax Base and collection fund estimates have been received from billing authorities and show a small growth across Sussex. The deadline for billing authorities to provide the final position is 31 January 2015. The latest estimates have been included in the draft revenue budget 2015/16.

4.0 Draft Revenue Budget 2015/16

- 4.1 The draft revenue budget has been updated based on the provisional settlement, estimated Tax Base position, outcomes from the Star Chamber budget reviews, and other new cost pressures and commitments identified from the budget setting process.
- 4.2 The core grant funding and estimated precept income (based on a 0% precept increase and associated freeze grant) would provide resources for a draft revenue budget of £248.8m. A summary of the draft revenue budget is attached at Appendix A.

TABLE 4: Draft Total Police Fund Revenue Budget 2015/16

	£'000
Base Budget 2014/15	255,365
Base Budget Adjustments	(1,218)
Pay Related Costs	4,078
Price Inflation and Other Additional Costs	475
Cost Pressures and Commitments	3,507
Full year impact of new Investments agreed in 2014-15 *	500
Savings Requirement	(13,872)
Draft Revenue Budget 2015/16	248,835

*Assumes no change to current Band D precept (£141.12 per year)

- 4.3 In addition to the grant changes notified in the provisional settlement a number of changes identified since the last report to the Panel are included in the draft revenue budget:
 - ill health and injury pension costs (£0.5m);
 - additional bank holiday overtime (£0.2m);
 - new Domestic Violence Orders (£0.08m);
 - national IT system charges (£0.25m);
 - identification of a number of operational delivery cost pressures during the budget planning process (£0.8m);
 - one year funding for an implementation team to deliver the initial phase of new four year savings and improvement programme (funding from one off collection fund surplus in 2015-16 only (£0.8m).
- 4.4 The draft budget only includes unavoidable cost pressures and commitments identified and assessed as part of the budget setting process, i.e. a standstill budget with no new investment proposals. This requires the delivery of cashable savings of nearly £14m with any improvements and new policing demands and risks managed within the current level of resources.
- 4.5 The separate precept options report being presented to the Police & Crime Panel outlines proposals for investment to meet current operational demands and risks that would require up to a 1.98% precept increase. This additional cost is not included on the current forecast.

5.0 Medium Term Financial Forecast (MTFF)

5.1 The impact of the latest MTFF assumptions is a savings requirement of \pm 57m for the next four years as set out in table 5 below.

	2015/16	2016/17	2017/18	2018/19
	£'000	£'000	£'000	£'000
Savings Requirement	13,872	16,557	13,383	12,950

TABLE 5: Estimated Annual Savings to 2015/19

- 5.2 In preparing the draft budget for 2015/16 the Chief Constable, Chief Executive, and Chief Financial Officers consider the implications for future years of the commitments set out in the budget, on-going levels of grant funding and potential new commitments and cost pressures. The latest MTFF and planning assumptions are set out at Appendix B.
- 5.3 The grant settlement for 2015/16 was as anticipated but there remains significant uncertainty on the level of funding for future years. The Autumn Statement indicated that government departments will be subject to further austerity pressure. The impact on police funding is almost certain to worsen.
- 5.4 Funding for 2016 onwards is subject to the next Comprehensive Spending Review (CSR) and possible changes to the police funding formula from 2016/17. Sussex's grant is still dependent on protection provided by the grant floor. Without this protection, £1.4m of grant funding is at risk.
- 5.5 In addition, there is significant cost (\pounds 4.6m) anticipated as a result of increased employer contributions to the local government pension scheme and increases to employer National Insurance contributions in 2016/17.

6.0 Risks and Issues

- 6.1 New and significant risks emerging for the medium term are set out below.
- 6.2 Transfer of **Forensic Medical Examiners (FME) service provision** from policing to NHS will be done by way of a top-slice of police grant funding. It was previously expected that it was likely to be by negotiation with each force based on current spend/requirements. The risk is that top slice bears no relationship to current costs and that it will be based on new NHS requirements which will be greater than current provision. For Sussex the additional risk is that as this is part of a long term PFI contract the full buyout costs may not be reimbursed.
- 6.3 The introduction of the single-tier state pension and the ending of the state second pension mean the ending of 'contracting out' by occupational schemes. That will result in **additional NI contributions** in 2016/17 for employers and employees, who will no longer be able to pay NI contributions at a reduced rate. This will have an impact on Sussex (£4.6m) in the same way as others in the public sector and all employers will have to absorb this burden. Indeed this is always the case with tax changes, as set out in HM Treasury's Consolidated Budgeting Guidance.
- 6.4 The recent agreement of a two year 2.2% **pay increase** for Local Government staff could impact on our assumptions of a 1% increase in 2015/16. The risk for Sussex is that each 0.1% increases the annual police staff pay bill by £0.07m.
- 6.5 There are continuing risks surrounding **Police IT systems** nationally. The PCC Police ICT Board was made aware that all police forces and other law enforcement agencies will now be required to individually purchase particular products in the future previously funded by the Home Office. For example replacement of i2 suite of products could double the costs for Sussex.

- 6.6 Emergency services mobile communications programme (ESMCP) is replacing the current **Airwave system** with a new Network to run over commercial 4G networks. ESMCP is a cross government departmental programme, all three emergency services and a wide range of other users across Great Britain. ESMCP is a multi-billion pound programme, with bids now being evaluated for a final business case by April.
- 6.7 Whilst there will be substantial cash savings it is certain that there will also be significant transition costs, mainly related to the need to continue keeping the Airwave system going while mobilising and transitioning to Emergency Services Network. Some of these transition costs are non-core, purchase and installation of devices by forces, for example.
- 6.8 In both cases, the costs will outweigh what forces or the Home Office will have in business as usual budgets. A collective bid for the next CSR will be made to the Treasury but it would be optimistic to assume all the transition costs will be met through a successful bid.

7.0 Saving Proposals

7.1 The Chief Constable's saving plans have been based on the programme of change to deliver improvements in policing and realised cashable savings. A summary of the savings achieved to date and planned up to 2018/19 are set out in Table 6 below.

Work streams	2015/16	2016/17	2017/18	2018/19	Total
	£000	£000	£000	£000	£000
Support Services	3,316	1,138	288	0	4,742
Specialist Crime	976	0	0	0	976
Operations	2,632	0	0	0	2,632
Business Enablement	298	-165	700	0	833
Contact & Deployment	648	475	10	0	1,133
Other Savings Initiatives	3,790	675	500	500	5,465
Total Savings	11,660	2,123	1,498	500	15,781
Savings b/f from prior year	2,361	149	-14,285	-26,170	2,361
Total Savings in Year	14,021	2,272	-12,787	-25,670	18,142
Savings Requirement	13,872	16,557	13,383	12,950	56,762
Savings Gap/(Surplus)	(149)	14,285	26,170	38,620	38,620
Savings Risk Rating					
Red	250	1,332	1,488	500	3,570
Amber/Red	4,994	10	0	0	5,004
Green	6,416	781	10	0	7,207

TABLE 6: Latest Savings Proposals

7.2 Nearly £50m of savings will have been delivered over the four year period up to March 2015. This is over and above the savings required for this period by £2.4m. These overachieved savings from prior years plus further planned new savings of £11.7m will enable the savings requirement of £13.9m to be met in 2015/16.

- 7.3 The planned new savings for 2015/16 are based on:
 - existing programmes of work previously started under the Serving Sussex 2015 programme (Contact Centre; Smarter Systems (Niche); Estates and Future Workplace) - £2m;
 - new Policing Together Programme (collaboration with Surrey Police) including Operations; Specialist Crime; HR, Finance and IT; Fleet and Procurement functions - £5m;
 - non pay and smaller savings initiatives from each Division and Department from annual star chamber budget review process - £2m; and
 - increases in the vacancy management assumptions for police officer and police staff posts – increase in the holding of vacant posts during next phase of organisational change- £2m.
- 7.4 Due to the complexities of implementing the Policing Together Programme and the scale and complexity of designing the Sussex only saving plans alongside collaboration, a number of the change programmes planned for 2015/16 have either been delayed or the final level of savings delivery has not yet been confirmed. The implication for savings in 2015/16 is a higher level of risk to delivering the savings required to achieve a balanced budget. Based on the savings assessed as amber and red for 2015/16 the Director of Finance estimates that the level of risk could be up to £2m.
- 7.5 A number of contingency measures and alternatives will be put in place to manage vacancy levels and commitments during the year to ensure any delays or reductions in savings can be managed within the overall budget. In addition consideration will be given to setting aside a specific provision from reserves or any budget surplus in 2014/15 to cover in year shortfalls in delivering savings. In addition a savings target will be set for the first phase of changes agreed as part of Sussex Target Operating Model (TOM) design work.
- 7.6 There is still a significant savings requirement up to 2019, and level of savings still to be identified, to achieve a balanced budget over this period. Plans are being developed to identify and deliver further new savings through Policing Together Programme and Sussex TOM. The Sussex TOM design work started in November 2014 with the objective of designing an efficient and affordable model of policing that can be implemented in full by 2020 within the estimated funding available. This excludes services within the scope of the Policing Together Programme but will be designed to enable functioning of Sussex-only services alongside joint Surrey/Sussex delivered services. The Sussex TOM design is expected to be completed in early 2015.

8.0 Capital Programme

8.1 The draft capital programme totals £84.9m of expenditure over the next three years. The proposed funding is summarised in Table 7 below:

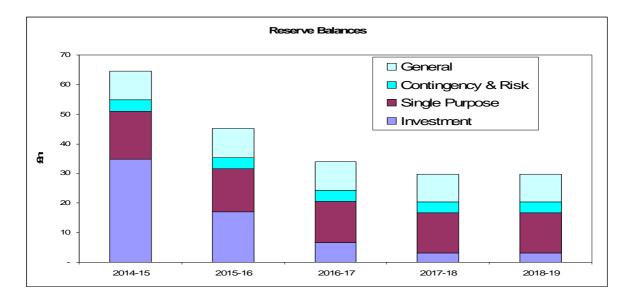
	2014/15 £'000	2015/16 £'000	2016/17 £'000	2017/18 £'000	2018/19 £'000	Total £'000
Home Office Capital Grant	2,200	1,760	1,760	1,760	1,760	9,240
Revenue Contribution	2,000	2,000	2,000	2,000	1,798	9,798
Reserves and Receipts	18,211	21,531	15,482	10,664	52	65,949
Total Capital and Investment Programme	22,421	25,291	19,242	14,424	3,610	84,987

TABLE 7: Draft Capital and Investment Programme and Financing

- 8.2 The draft capital budget of £25.3m for 2015/16 includes provision for the revised estates, fleet and IT Asset Management Plans and the latest proposed transfer of funding for specific capital schemes from 2014/15 to 2015/16 following capital reviews throughout the year.
- 8.3 The capital and investment plans to 2019 require no additional borrowing. The forecast residual balance of capital and investment reserves provides a small amount of funding headroom for further new investment requirements. The reduced forecast investment reserve means the current borrowing strategy may have to be revisited before 2019.
- 8.4 The draft capital and investment budget for 2015/16 and programme to 2018/2019 are set out in Appendix C.

9.0 Reserves

- 9.1 Reserves are a key part of budget setting and financial planning. The forecast level of reserves up to 2019 is set out in Appendix D.
- 9.2 The following movements in reserves are included in the draft revenue and capital budgets for 2015/16:
 - funding from capital and investment reserves and capital receipts to fund the draft capital budget (£20.2m);
 - funding from the SSRP reserve to fund SSRP specific capital investments (£0.3m);
 - funding from the Delegated Budget Holder reserve for the annual subscription for the annual Microsoft Enterprise Agreement payment (£0.45m) and contribution to agreed 2014-15 policing investments.
- 9.3 The graph below shows the total forecast level of reserves at 31 March 2019 as £29.7m. This includes general balances of £9.3m (4.0% of net budget requirement, in line with the PCC's Reserves Policy of 4% of Net Revenue Expenditure).



9.4 The forecast level of uncommitted investment reserves by 2019 is £3.2m. The actual level of investment reserves remaining at 31 March 2019 will depend on achievement of capital receipts in line with Estates Strategy and any revenue budget surplus in 2014/15 and beyond which may be transferred to investment reserves.

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Appendices

- A. Draft Revenue Budget 2015/16
- B (i). Total Police Fund Medium Term Financial Forecast
- B (ii). Medium Term Financial Forecast Planning Assumptions
- C. Draft Capital Programme 2014/19
- D. Use of Reserves

Draft Revenue Budget 2015/2016

Appendix A

Spend Area	£'000
Employees	
Police Officer pay	116,947
Overtime	3,835
Pension Employers Contribution	24,710
Total Police Pay	145,492
Police Staff Pay	64,145
LGPS pension deficit lump sum	1,223
PCSO Pay	11,045
Total Police Staff Pay	76,413
Other Employee costs	7,348
Ill Health Pensions	2,855
Total Pay Costs	232,108
Buildings And Premises	12,589
Transport Costs	8,546
IT and Communications	10,392
Supplies and Services	23,662
Other Expenditure	11,428
Depreciation	(6,911)
Total Non Pay	59,704
Chief Constable Gross Budget	291,812
Income	(23,230)
Specific Grants	(8,692)
Chief Constable Net Budget	259,890
Savings Target	(13,872)
Operational Delivery Budget	246,018
	1.104
Office of PCC Budget	1,184
Community , victims and res justice Financial Provisions	3,133
	2,098
Transfers to/(from) Earmarked Reserves Grant income (CT freeze, Victims)	(1,300)
Total PCC retained Budget	(2,298)
Total PCC retained Budget	2,817
Total Police Fund	248,835
Eineneed by a	
Financed by :	
Police Grant	98,415
DCLG Grant	54,191
CT Transitional Support Grant	10,140
Legacy CT Freeze Grants	3,062
Collection fund surplus/(deficit)	800
Precept Total Financing	82,227
Total Financing	248,835

	2014/15	2015/16	2016/17	2017/18	2018/19
	£000	£000	£000	£000	£000
Base Budget	256,607	255,365	248,835	243,664	239,429
Pay costs	4,117	4,078	5,323	6,615	6,824
Price Inflation	972	475	978	1,255	1,267
Cost Pressures	2,093	3,508	4,259	840	768
New Investments	1,100	500		0	0
Total cost Increases	8,282	8,561	10,559	8,710	8,859
Financial Provisions/Reserves(NR)	(696)	(500)	850	450	0
Changes in Grants	4,287	(800)	0	0	0
Base Budget Adjustments	(2,147)	82	(24)	(11)	(10)
Gross Budget requirement	266,333	262,707	260,421	252,812	248,278
Annual Savings Requirement	(10,968)	(13,872)	(16,557)	(13,383)	(12,950)
Net Budget requirement	255,365	248,835	243,664	239,429	235,328
Home Office Grant	160,807	152,606	148,029	143,588	139,280
CT Transitional Support Grant	10,140	10,140	10,140	10,140	10,140
Legacy CT Freeze Grants	3,062	3,062	3,062	3,062	3,062
Collection fund surplus/(deficit)	685	800	0	0	0
Taxbase Improvement	2,490	1,555	206	206	207
Base Precept	78,181	80,672	82,227	82,433	82,639
Total Funding	255,365	248,835	243,664	239,429	235,328

Assumption	2014/15	2015/16	2016/17	2017/18	2018/19
Core funding changes	-4.8%	-5.1%	-3%	-3%	-3%
Specific Grants change	No Change	No Change	No Change	No Change	No Change
Council Tax Support Grant	£10.140m	No Change	No Change	No Change	No Change
Legacy Council Tax Freeze Grants	£3.062m	No Change	No Change	No Change	No Change
Council Tax Freeze Grant (15/16)	N/A	£0.8m	£0.8m	£0.8m	£0.8m
Tax Base increase	1.21%	1.9%	0.25%	0.25%	0.25%
Collection Surplus/(Deficit)	£0.68m	£0.80m	0	0	0
Pay award (Sept average)	1.00%	1.00%	1.60%	2.00%	2.00%
Pay Increments	0.50%	0.50%	0.50%	0.50%	0.50%
Police staff pension contributions	1%	1%	1%	1%	1%
Precept	1.95%	0%	0%	0%	0%
General Price inflation	2.00%	2.00%	2.00%	2.00%	2.00%
Fuel and Utilities Inflation	5.00%	2.00%	5.00%	5.00%	5.00%
Investment Interest Returns	0.40%	0.40%	0.40%	0.40%	0.40%
NI Increase	N/A	N/A	£4.5m	N/A	N/A

Funding Source	2014-15	2015-16	2016-17	2017-18	2018-19	Capital and Investment Programme
	Proposed £'000	Proposed £'000	Proposed £'000	Proposed £'000	Proposed £'000	2014-19 £'000
ICT Strategy	6,163	4,285	2,143	2,810	365	15,765
Fleet Strategy	2,817	2,889	2,675	2,636	3,143	14,160
Operational Investments	814	823	339	329	102	2,405
Major Change Initiatives	5,171	2,769	2,200			10,140
Estates Strategy	7,110	13,507	11,549	8,649		40,815
Asset Replacement	346	1,019	336			1,701
Total Investments	22,421	25,291	19,242	14,424	3,610	84,987
Home Office Capital Grant	2,200	1,760	1,760	1,760	1,760	9,240
Revenue Contribution	2,000	2,000	2,000	2,000	1,798	9,798
Capital and Investment Reserve	11,029	14,760	10,868	3,860		40,517
Capital Receipts	7,110	6,456	4,325	6,525		24,416
Other Reserves	82	315	289	279	52	1,016
Total Capital & Investment Financing	22,421	25,291	19,242	14,424	3,610	84,987

Appendix C

	I	investment	t		Single purpose	urpose		Contingency and Risk	y and Risk	General	
	Capital and Investment Reserve	Capital Receipts	capital grants and contributions unapplied	Asset Seizures	Delegated Budget holder Reserve	Sussex Safer Roads Partnership	PFI	Insurance	Operational	General Reserve	Total Reserves
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Audited Balance at 31 March 2014	40,590	5,966	0	516	4,286	1,656	12,794	1,256	2,450	9,807	79,321
2014-15											0
Approved contributions											0
Other Estimated Contributions		5,200			(1,038)						4,162
Planned Commitments	(10,683)	(7,110)		(210)	(800)	(82)					(18,885)
Transfers Between Reserves	883				(698)	(185)					0
Estimated balance at 31 March 2015	30,790	4,056	0	306	1,750	1,389	12,794	1,256	2,450	9,807	64,598
2015-16											0
Approved contributions											0
Other Estimated Contributions		2,400			(850)						1,550
Planned Commitments	(13,741)	(6,456)			(450)	(315)					(20,962)
Transfers Between Reserves	0										0
Estimated balance at 31 March 2016	$17_{r}049$	0	0	306	450	1,074	12,794	1,256	2,450	$9_{r}807$	45,186
2016-17											0
Approved contributions											0
Other Estimated Contributions		4,325									4,325
Planned Commitments	(10,532)	(4,325)			(450)	(289)					(15, 596)
Transfers Between Reserves	250									(250)	0
Estimated balance at 31 March 2017	6,767	0	0	306	0	785	12,794	1,256	2,450	9,557	33,915
2017-18											1
Approved contributions		6,525									6,525
Other Estimated Contributions	(3,860)	(6,525)									(10, 385)
Planned Commitments						(279)					(279)
Transfers Between Reserves	250									(250)	0
Estimated balance at 31 March 2018	3,157	0	0	306	0	507	12,794	1,256	2,450	9,307	29,777
2018-19											
Approved contributions											0
Other Estimated Contributions											0
Planned Commitments Transfers Retween Reserves						(22)					0
Estimated halance at 31 March 2019	3.157	-	-	306	-	455	12,794	1.256	2.450	9.307	29,725
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Use of Reserves

Appendix D