

CABINET Agenda

Date Monday 20th October 2025

Time 6.00 pm

Venue JR Clynes Building Ground Floor meeting room

- Notes
1. DECLARATIONS OF INTEREST- If a Member requires advice on any item involving a possible declaration of interest which could affect his/her ability to speak and/or vote he/she is advised to contact Alex Bougatef or Constitutional Services at least 24 hours in advance of the meeting.
 2. CONTACT OFFICER for this agenda is Constitutional Services – email: constitutional.services@oldham.gov.uk
 3. PUBLIC QUESTIONS - Any Member of the public wishing to ask a question at the above meeting can do so only if a written copy of the question is submitted to the contact officer by 12.00 noon on Wednesday, 15th October 2025.
 4. FILMING - The Council, members of the public and the press may record/film/photograph or broadcast this meeting when the public and the press are not lawfully excluded. Any member of the public who attends a meeting and objects to being filmed should advise the Constitutional Services Officer who will instruct that they are not included in the filming.

Please note that anyone using recording equipment both audio and visual will not be permitted to leave the equipment in the room where a private meeting is held.

MEMBERSHIP OF THE CABINET

Councillors M Ali, Brownridge, Dean, Goodwin, F Hussain, Jabbar, Mushtaq, Shah (Chair) and Taylor

Item No

- 1 Apologies For Absence
- 2 Urgent Business
Urgent business, if any, introduced by the Chair
- 3 Declarations of Interest

To Receive Declarations of Interest in any Contract or matter to be discussed at the meeting.

4 Public Question Time

To receive Questions from the Public, in accordance with the Council's Constitution.

5 Minutes (Pages 5 - 16)

The Minutes of the meeting of the Cabinet held on 22nd September 2025, are attached for approval.

6 Revenue Monitor and Capital Investment Programme 2025/26 - Month 5 (Pages 17 - 48)

Report of the Director of Finance

7 Sites of Biological Importance Update (Pages 49 - 66)

To consider a report of the Deputy Chief Executive (Place) that seeks the designation of a new Site of Biological Importance (SBI) and to adopt changes that have occurred to other SBI boundaries within the borough.

8 Temporary Accommodation Procurement Exercises - Nightly-Paid and Emergency Accommodation (Pages 67 - 78)

A report of the Deputy Chief Executive (Place) that details current arrangements in relation to key elements of temporary accommodation provision and to present options to ensure the Council has adequate access to accommodation for homeless households.

9 Extend the contract term for the Delivery of Accommodation Based Services (Pages 79 - 88)

A report of the Director of Communities to extend the contract term of each of the contracts referenced in the submitted report, in accordance with the terms and conditions of each contract.

10 Approval of Grant Funding Agreement with GMCA for the provision of Community Accommodation Service (Pages 89 - 94)

A report of the Director of Communities that seeks approval to enter into a grant agreement with GMCA to fund the continued delivery of the Community Accommodation Service Tier 3 2025/27 scheme.

11 Oldham Active - Agency Model (Pages 95 - 118)

A report of the Director of Public Health seeking confirmation to finalise the move to an agency model for our leisure services delivery model.

- 12 Property Acquisition - Oldham Town Centre (Pages 119 - 122)

Report attached

- 13 Pride in Place Impact Fund Grant Acceptance (Pages 123 - 136)

- 14 Exclusion of the Press and Public

To consider that the press and public be excluded from the meeting for the following three items of business, pursuant to Section 100A(4) of the Local Government Act 1972 on the grounds that discussions may involve the likely disclosure of exempt information, under paragraph 3 as defined in the provisions of Part 1 of Schedule 12A of the Act, to the Local Government Act 1972 and public interest would not be served in publishing the information.

- 15 Extend the contract term for delivery of Accommodation Based Services (Pages 137 - 152)

To consider confidential recommendations

- 16 Approval of Grant Funding Agreement with GMCA for the provision of Community Accommodation Service (Pages 153 - 158)

To consider confidential recommendations

- 17 Oldham Active - Agency Model (Pages 159 - 182)

To consider confidential recommendations

- 18 Property Acquisition - Oldham Town Centre (Pages 183 - 186)

To consider confidential recommendations

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CABINET
22/09/2025 at 6.00 pm

Present: Councillor Shah (in the Chair)
Councillors M Ali, Brownridge, Dean, Goodwin, F Hussain,
Jabbar, Mushtaq and Taylor

1 APOLOGIES FOR ABSENCE

There were no apologies for absence received.

2 URGENT BUSINESS

There were no items of urgent business received.

3 DECLARATIONS OF INTEREST

There were no declarations of interest received.

4 PUBLIC QUESTION TIME

Question received from Mr Matthew Broadbent:

In 2024, a photo published in the press showed Cllr Marc Hince wearing an army uniform decorated with Nazi swastikas, which he called a one-off. A later video emerged on social media in which he wears the same uniform, and four others captured him making statements such as, 'Vote right, keep white', calling foreigners 'savages', and joking about Black people shining shoes. Does the Leader retain confidence in Cllr Hince as planning committee chair, per the Seven Principles of Public Life, and why was he chosen over experienced Labour councillors to chair the committee?

Councillor Shah, Leader of the Council and Cabinet Member for Growth replied, that it wasn't her role to explain for the behaviour and actions of members who were not in her group. The actions detailed in Mr Broadbent's question occurred many years before Councillor Hince became an elected Member of Oldham Council. It was suggested that if the questioner had issues with Councillor Hince, in this regard, that he takes them up directly with him.

5 MINUTES OF PREVIOUS MEETINGS

Resolved:

That the minutes of the meetings of the Cabinet held on 21st July 2025 and 8th September 2025, be approved as correct records.

**6 REVENUE MONITOR AND CAPITAL INVESTMENT
PROGRAMME 2025/26**

The Cabinet considered a report of the Director of Finance that provided members with an update, as at 30th June 2025 (end of Quarter 1 2025/26) of the Council's 2025/26 forecast revenue budget position, the financial forecast of the Dedicated Schools Grant and the Housing Revenue Account (at Annex 1, to the submitted report) alongside the financial position of the capital programme together with the revised capital programme 2025/26 to 2029/30 (at Annex 2, to the submitted report).

In terms of the Revenue Position, the forecast overspend position for 2025/26 at the end of Quarter 1 was estimated to be

£20.822m without any mitigation to bring expenditure down. As this financial monitoring report reflected the financial position at the end of Quarter 1, it could be regarded as an early warning of the potential year end position if no further action was taken to reduce net expenditure. As with previous early period monitoring reports, a cautious approach is generally taken when preparing forecasts. In particular, assumptions were made that vacant positions will be filled successfully, which as the year progresses did not always transpire. The management actions initiated in 2024/25 across all service areas had continued into 2025/26 with further mitigations to reduce the in-year pressure identified. Details were included in Annex 1 to the submitted report. These mitigations had been, or were in the process of being, implemented and it was anticipated that by the financial year end, the current outturn deficit position should have reduced.

Information on the forecast year end position of the Dedicated Schools Grant (DSG), and Housing Revenue Account (HRA) was also outlined in the submitted report.

Regarding the Capital Position, the submitted report outlined the most up to date capital spending position for 2025/26 to 2029/30 for approved schemes. The revised Capital Programme budget for 2025/26 was £116.579m, at the close of Quarter 1. The actual expenditure to 30th June 2025 was £10.553m (9.05% of the forecast outturn).

Options/Alternatives:

- a. To consider the forecast revenue and capital positions presented in the report including proposed changes.
- b. To propose alternative forecasts

The Preferred Option was Option a.

Resolved:

That the Cabinet:

1. Notes the contents of the report.
2. Notes the forecast revenue position, at the end of Quarter 1 2025/26, at £20.822m with mitigations in place to reduce expenditure as detailed at Annex 1, of the submitted report.
3. Notes the forecast positions for the Dedicated Schools Grant and Housing Revenue Account.
4. Approves the revised Capital Programme for 2025/26, including the proposed virements and the forecast for the financial years to 2029/30 as at the end of Quarter 1 as outlined in Annex 2 of the submitted report.

7

ASYLUM DISPERSAL GRANT

The Cabinet considered a report of the Assistant Director of Community Safety and Cohesion, that sought approval to formally accept an £898,800 award from the Home Office in Asylum Dispersal Grant for the period 2025/26.

The Cabinet was advised that the Council had been awarded £898,800.00 in respect of Asylum Dispersal Grant. This was an annual payment for the financial year 1st April 2025 to 31st March

2026 and was paid by the Home Office to local authorities to facilitate Local Authorities to assist with costs of supporting Asylum Seekers.

The Asylum Dispersal Grant is a 'burdens' grant to mitigate the pressure of asylum dispersal and therefore does not have to be spent specifically or solely for expenditure on asylum seekers.

Options/Alternatives considered:

Option 1 - to Accept the grant award of £898,800. This will enable the council to mitigate the pressure on services and provide further funding to increase capacity in services to support Oldham residents.

Option 2 – Do not accept the grant award of £898,800. At a time of increasing pressures on services this would mean that the option to provide additional capacity in services would be lost.

Option 1 was the preferred Option.

Resolved:

That Cabinet agrees to accept the Asylum Grant Dispersal award of £898,800, from the Home Office, that will enable the council to mitigate the pressure on services and provide further funding to increase capacity in services to support all Oldham residents.

8

YOUNG PEOPLE'S SUBSTANCE MISUSE AND SEXUAL HEALTH SERVICE CONTRACT EXTENSION

The Cabinet received a report of the Director of Public Health that was seeking approval to enact an option to extend the contract for the Young People's Sexual Health and Substance Misuse Service by a period of two years, from 1st April 2026 to 31st March 2028, as per the provision made in the original award of the contract for the delivery of the service.

The Cabinet was informed that having a high functioning sexual health and substance misuse offer for young people was an essential component of the range of activity required to achieve better health amongst the general population and to reduce demand on health and social care services. As per Public Health funding conditions and mandated responsibilities, we are required to deliver drug and alcohol services and ensure access to sexual health services for young people.

In January 2021, the contract for the provision of Young People's Sexual Health and Substance Misuse Service was awarded to Early Break (in partnership with HCRG Care Group and The Proud Trust) for an initial period of three years (from 1st April 2021 to 31st March 2024) with an option to extend for a further period of two years plus two years dependent on performance, achievement of key performance indicators (KPIs), continued funding and local need. A contract extension of two years was subsequently approved for 1st April 2024 to 31st March 2026.

The provider had been delivering the service to the requirements, as set out in the specification and meeting the specified performance requirements. They had received positive feedback from service users and professional partners.

It was proposed that the cabinet approve the option to extend the contract with the current provider by a final two years (up until 31st March 2028) to ensure the continuation of high-quality service provision for our local young people. The total value of the proposed two-year extension would be £940,500 (£470, 250 per year).

Options/Alternatives considered:

Option 1: To enact the provision to extend the current contract for a period of 2 years from 1st April 2026 to 31st March 2028 (to complete a total contract length of 7 years).

Option 2: To extend the current contract by three months from 1st April 2026 to 30th June 2026, to allow for a competitive tendering process to be undertaken.

Option 3: To not extend the current contract or conduct a further tendering exercise and no longer have a specific young people's sexual health and substance misuse service but instead combine these elements into existing adults'/all age provision.

Option 1 was the preferred Option.

Resolved:

That the Cabinet agrees to the proposal, detailed in the submitted report, to enact the provision to extend the current contract for a period of two years from 1st April 2026 to 31st March 2028. This would ensure that there was continued delivery of drug and alcohol services and ensure continued access to sexual health services for young people in the borough, in line with the Council's public health funding conditions and mandated responsibilities.

9

FUTURE COMMISSIONING ARRANGEMENTS FOR CARE AT HOME, EXTRA CARE SUPPORT, NIGHT PROVISION SUPPORT SERVICES

The Cabinet considered a report of the Director of Adult Social Care/DASS which explained that the Council's current contractual arrangements for the delivery of Care at Home, Extra Care and Specialist Care at Home Flexible Purchasing System had commenced on 1st April 2019 and, following the use of a two-year extension option, were due to expire on 31 March 2026.

Care at Home services were a critical component of the Council's statutory duties under the Care Act 2014, providing essential care and support to adults in Oldham with eligible needs. These services enabled some of the borough's most vulnerable residents to live independently and safely in their own homes.

To ensure continuity of service delivery beyond March 2026 and to meet statutory obligations, a full open tender process was to be undertaken in line with the Council's Contract Procedure

Rules. This would allow the Council to establish new contractual arrangements which reflected current and future service requirements, market conditions, and strategic objectives.

Recommissioning the service through a full competitive process would also support improvements in service quality and provide alignment with both local priorities and best practice in home care provision.

Approval was sought from the Cabinet, to proceed with the procurement process for the re-tendering of Care at Home services, with the implementation of new arrangements effective from 1st April 2026. The proposed procurement would follow a compliant route in accordance with both the Council's Contract Procedure Rules and PA23 Regulations and were designed to reflect current and future demand, market capacity, and best practice in domiciliary care.

These commissioning and procurement activities were critical to ensure the Council can continue to meet its statutory duties under the Care Act 2014, delivering timely, person-centred care that promotes independence and supports the wider health and social care system in Oldham.

Options/Alternatives considered:

Option 1: to allow the existing Care at Home contract to cease on 31st March 2026 and continue with current providers delivering Care at Home and related services through ad hoc commissioning without retendering or establishing a new contractual agreement.

Option 2: Proceed with a full procurement exercise for the delivery of Care at Home and associated services in Oldham via an Open Tender process using the Open or Competitive Flexible Procedure model. This will replace the current Flexible Purchasing System (FPS), which expires on 31 March 2026. And Delegate authority to the Director of Adult Social Services and Community Commissioning to award the final contracts following the completion of the procurement process.

Option 3: Allow the existing Care at Home contract to expire on 31 March 2026 without replacement.

Option 2 was the preferred Option.

Resolved:

1. That the Cabinet grants approval for the Director of Adult Social Care Services/DASS, on behalf of the Council, to proceed with a full procurement exercise to establish a new framework agreement for Care at Home and related services, including Care at Home, Extra Care support and night provision (Night Van). This Framework will replace the existing Flexible Purchasing System which is due to expire on 31st March 2026.
2. That the Cabinet delegates authority to approve the service specification to the Director of Adult Social Services and Community Commissioning and to award to successful providers after the tender outcome.
3. That the Cabinet acknowledges it no longer has access to using a Dynamic Purchasing System (DPS) or Flexible Purchasing

System (FPS) under the current procurement regulations, as these have been replaced by Dynamic Marketplaces which do not permit below-threshold call-offs (under £663,540). On this basis, authority is granted to procure under the PA23 Open or Competitive Flexible Procedure.

4. That the Cabinet grants approval to allow for future changes to service providers, if required, to ensure continuity of provision. Any such changes would remain within the existing financial envelope and would solely involve provider substitution to address service delivery gaps.
5. That the Cabinet grants approval to commence the re-tender for a new Care at Home service to start in April 2026 for a period of four years with the option to extend for one year plus one year, at a cost of approximately £19m a year.

10

INTRODUCTION OF ARTICLE 4 DIRECTION FOR HOUSES OF MULTIPLE OCCUPATION

The Cabinet received a report of the Executive Director of Place/Deputy Chief Executive which set out the current issues and position regarding Houses in Multiple Occupation (HMOs) across the borough. The report was presented in response to recent motions that were presented to full Council, on 16th July 2025, regarding this matter and the report also provided information to Members on the options available to introduce a boroughwide Article 4 Direction, to remove the permitted development right allowing the conversion of dwelling houses (Use Class C3) into HMOs for up to six residents (Use Class C4).

Over the last few years, and more recently through council motions, members have highlighted their concern with the number of Houses of Multiple Occupancy (HMOs) that are currently being introduced across the borough. It is recognised that HMOs provide a much-needed source of housing for various groups in need within the borough, including young people, students, and single person households. However, poorly managed and maintained HMOs, especially where clusters of HMOs arise in one place, can have a detrimental impact on local areas.

To address these concerns, where appropriate, the Council can adopt an Article 4 Direction to remove the permitted development rights that enable a C3 dwelling to be converted to a C4 “small” HMO. This would require such conversions to first apply for planning permission for the change of use. Requiring the submission of a planning application for such proposals will not necessarily reduce the number of C4 HMOs being created, but it does allow for the proper consideration of the effects of a proposed HMO on an area's amenity and local community, before issuing any planning permission and, in doing so, we are able to influence the quality of the HMO through the planning process.

The submitted report:

- Outlined the recent motions presented at council on the 9 April and subsequently 21 July 2025 on the introduction of an Article 4 Direction for HMOs.
- Sets out the legislation regarding Article 4 Directions and the process for implementation.
- Outlines the current position and evidence regarding HMOs across the borough.
- Identifies the options available for the introduction of an Article 4 Direction for HMOs, specifically whether it focuses on specific areas or is boroughwide.

The Cabinet was advised that informed by the evidence presented in the submitted report, the preferred option was to introduce a Non-Immediate Article 4 Direction on Houses of Multiple Occupation that would be implemented on a borough-wide basis. If this was to be agreed, a period of consultation from 29th September to 9th November 2025 for six weeks will take place, after which the Cabinet Member for Neighbourhoods would then be requested to consider whether to confirm the Direction and bring it into effect on 1st January 2026, having considered all consultation comments received.

Further to the recommendations that were presented in the submitted report, the meeting was advised of an update to recommendation three to read as follows: 'Consider that a further report be brought back to a meeting of the full Council at the first available opportunity to consider the outcome of the consultation, as well as Cabinet, to determine if the Article 4 Direction should be confirmed'.

Options/Alternatives considered:

Option 1 – a Non-Immediate or Immediate Article 4 Direction. The main benefit of an immediate direction is that the Council would gain control over the issue and respond to members and communities' concerns from day one the direction is acknowledged. However, it is considered that:

- Introducing a Non-Immediate Article 4 Direction with a period of six weeks consultation will raise awareness that the implementation of the Direction is forthcoming. This can help to reduce the risk associated with introducing the Direction and minimising potential exposure to compensation claims, as the Council's decision to introduce the Direction and the date on which this is to be confirmed will be in the public domain at the earliest opportunity.
- In addition, the introduction of an Immediate Article 4 Direction has a substantially higher evidence threshold whereby the local planning authority would be required to demonstrate that the development to which the direction relates would be prejudicial to the proper planning of the area or constitute a threat to the amenities of the area. It is not considered that this higher evidence threshold is currently being met anywhere in the borough.

Option 2 - Borough-wide. Evidence showed that, whilst there are several potential clusters beginning to form within and around

inner Oldham, along key transport routes (e.g., the A62 corridor connecting Oldham to Failsworth and Manchester - and Ashton Road) and within and around several district centres, there is still a general spread of HMOs across many areas of the borough, as shown in figure 1 above. We are therefore unable to clearly define those areas disproportionately affected.

Furthermore, whilst our monitoring processes are much improved, we cannot be certain that our evidence has captured all three and four person HMOs in the borough.

In addition, other authorities in Greater Manchester are using Article 4 Directions to have greater control on the location and quality of HMOs. This includes the introduction of borough-wide Article 4 Directions to address concerns of displacement that area-specific Article 4 Directions might cause. In Wigan, for example having introduced an Article 4 Direction in Swinley and central Leigh in 2020, they are finding evidence of a displacement effect where restrictions on HMOs in one area are leading to an increase of HMOs in neighbouring areas of borough. Salford City Council is also increasing the footprint of its current Article 4 Direction on HMOs to cover a much broader area, in response to a similar displacement effect, and Bolton Council has also just been through the process of introducing a borough-wide Article 4 Direction.

Therefore, given concerns around the proliferation of HMOs in various parts of Oldham, and that these are spread across many of areas of the borough, if Cabinet consider that the evidence does justify an Article 4 Direction, it is felt prudent to apply that Direction borough-wide. This will avoid any effects of displacement as witnessed by other GM districts and ensures a consistent approach going forward.

If Cabinet do decide to make an Article 4 Direction for HMOs in Oldham, planning applications for the conversion of C3 dwellings to C4 HMOs will, for the time-being, be considered on the same policy basis that planning applications for HMOs are already considered, having regard to issues such as amenity, character and highway safety. However, through the proposed new Local Plan for Oldham, updated policies will be included that allow a more nuanced approach to planning for HMOs in the borough, particularly geared toward avoiding clusters of HMOs on any given street and ensuring that the space and design standards of rooms in HMOs are adhered to, to avoid over-crowding and poor living conditions.

Option 3 - Area-specific. As evidenced, the data identifies several areas where clusters of HMOs appear to be forming within and around inner Oldham, along key transport routes and within and around several district centres. However, there is still a general spread of HMOs across many areas of the borough, and we are unable to clearly define those areas disproportionately affected. Coupled with concerns of potential displacement, it is considered an area-specific Article 4 Direction would not provide the consistency and control required to ensure that HMOs do not negatively impact on the amenity of our local communities and the character of the borough.

Option 4- No Article 4 Direction. Having no Article 4 Direction in place would mean that small HMOs would continue to come forward as they do at present as permitted development. The

council would therefore have limited control as to how and where these come forward. The council would still have some control over those HMOs that are for 5 to 6 people though as, whilst planning permission is not required for these, they would need to have a HMO Licence.

An Article 4 Direction would not stop HMOs coming forward in the borough, but it would mean that the Council is able to assess the impact of all HMOs on a case-by-case basis, having regard to the individual circumstances and location of the development. A Direction would enable the Council to better manage HMO concentration and prevent the formation of imbalanced communities, as well as reduce any negative impact on local amenity. It would also give residents a voice and a transparent process to ensure that their views are heard. Option 1 was the preferred Option.

Resolved:

1. That the Cabinet consider the evidence presented in this report and the information provided in respect of the options for the introduction of a boroughwide Article 4 Direction for Houses in Multiple Occupation (HMOs).
- 2 That the Cabinet make a Non-Immediate Article 4 Direction to remove permitted development rights for the change of use from Use Class C3 (dwelling houses) to Use Class C4 (small houses in multiple occupation) on a boroughwide basis, in line with the details set out in the report and the Article 4 notice presented at Appendix 5, of the submitted report.
- 3 That the Cabinet consider that a further report be brought back to a meeting of the full Council at the first available opportunity to consider the outcome of the consultation, as well as Cabinet, to determine if the Article 4 Direction should be confirmed.

11

GRANT ACCEPTANCE: CITY REGION SUSTAINABLE TRANSPORT SETTLEMENT (CRSTS) - REPRIORITISATION OF CRSTS1 FUNDING

The Cabinet received a report of the Executive Director of Place/Deputy Chief Executive that requested Members to formally accept capital grant funding of £7.3m from CRSTS1 towards the delivery of two Oldham projects:

- Oldham Edge and Higginshaw Active Travel Link
- Oldham Town Centre Sustainable Connectivity Links

The Greater Manchester Combined Authority (GMCA) had agreed to reprioritise £190 million of CRSTS1 capital funding to address underspend and delivery challenges. This strategic adjustment supports the Bee Network, active travel and integrated transport goals across the region.

As part of this process, 35 local authority-led schemes have been identified across GMCA, totalling £89.5 million in reprioritised funding. For Oldham, funding has been awarded for the development of Outline and Full Business Cases (OBC/FBC) for:

- Oldham Edge and Higginshaw Active Travel Link

- Oldham Town Centre Sustainable Connectivity Link

These schemes were aligned with Oldham's strategic transport objectives and growth and supported wider GMCA ambitions for sustainable mobility and inclusive growth.



The allocation of funding was intended to enable detailed design work and the commissioning of professional services to meet funding conditions and ensure readiness for future delivery stages. Cabinet approval is sought to integrate this additional resource into the transport capital programme and proceed with procurement and scheme development.

Furthermore, they complemented Oldham's current CRSTS1 schemes, that have already received funding:

- St Mary's Way
- Mumps
- Broadway to Rochdale Canal Link
- Park Road / Kings Road

Options/Alternatives considered:

Option 1 - That the grant offer from the CRSTS1 for the two schemes referred to, in the submitted report, be accepted, that a Grant Funding Agreement be entered into with TfGM for this funding and scheme development and that the additional funding is incorporated into the Transport Capital Programme for 2025/26 onwards and utilised to support council teams and procure external support to deliver the two schemes.

Option 2 – That the grant offer from the CRSTS1 for the two schemes referred to, in the submitted report, be not accepted. If the funding were not accepted and utilised in accordance with the subsequent Grant Funding Agreement and timescales of CRSTS1, the two schemes would not be able to be delivered. Acceptance of the funding now was crucial to allow progress with the design development and business case preparation.

Option 1 was the preferred Option.

Resolved:

1. That the grant offer from the City Region Sustainable Transport Settlement (CRSTS), for delivery of an outline/full business case (OBC/FBC) for the schemes at Oldham Edge and Higginshaw Active Travel Link and Oldham Town Centre Sustainable Connectivity Link, be accepted.
2. That approval is granted to enter into a Funding Delivery Agreement with TfGM in relation to the proposed schemes.
3. That the intention to bring the additional resource into the transport capital programme in 2025/26 and complete development of the scheme in the appropriate timescales be noted.
4. That approval is granted to procure and make tender awards relating to the necessary external support required to develop the outline/full business case

(OBC/FBC) and design development, and that this is delegated to the Deputy Chief Executive (Place).

5. That approval is granted to use part of this resource to support Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham.
6. That approval to the Director of Legal Services or his nominated representatives be granted to execute and complete any contractual documents.

12

HIGHWAYS MAINTENANCE FRAMEWORKS CONTRACTS

The Cabinet considered a report of the Executive Director of Place/Deputy Chief Executive which sought approval to establish new frameworks and contracts to deliver and facilitate Highways Maintenance in Oldham. The previous framework (Construction and Highways Works and Services Framework) expired in October 2024.

A review of the delivery of the Construction and Highways Works and Services Framework had identified that new agreements needed to be established.

The proposal, presented to the Cabinet, was to establish a mix of new frameworks and contracts that are required to cover the Council's highways maintenance work requirements. The Council needs to ensure that all procurement activity is compliant with Oldham Council Contract Procedure Rules and the Procurement Act 2023.

Option 1 – To approve the report and allow Oldham Council Procurement to establish new frameworks and contracts to cover all highway maintenance delivery. This will ensure that delivery complies with Oldham Council Contract Procedure Rules and the Procurement Act 2023, whilst also delivering the best value for money.

Option 2 – Not to approve the report, which is not considered viable, as the consequence of this will leave the Council in breach of Oldham Council Contract Procedure Rules, unless each scheme is individually quoted or tendered for, which is considered an inefficient procurement method, and would not provide best value.

Option 1 is the preferred Option.

Resolved:

That Cabinet approval is given to establish new frameworks and contracts, as outlined in Option 1 (paragraph 3.1 of the submitted report) Option 1, thereby allowing Oldham Council's Procurement Service to establish new frameworks and contracts to cover all highway maintenance delivery, which will ensure that delivery complies with Oldham Council Contract Procedure Rules and the Procurement Act 2023, whilst also delivering the best value for money.

The meeting started at 6.00pm and ended at 6.18pm

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Report to Cabinet

Revenue Monitor and Capital Investment Programme 2025/26 Month 5 – August 2025

Portfolio Holder: Councillor Abdul Jabbar MBE, Deputy Leader and Cabinet Member for Finance, Corporate Services and Sustainability

Officer Contact: Lee Walsh, Director of Finance

Report Author: Vickie Lambert, Finance Manager

20 October 2025

Reason for Decision

The report provides Cabinet with an update as at 31 August 2025 (Month 5) of the Council's 2025/26 forecast revenue budget position (at Annex 1) alongside the financial position of the capital programme together with the revised capital programme 2025/26 to 2029/30 (at Annex 2).

Executive Summary

Revenue Position

The forecast adverse position for 2025/26 at the end of Month 5 is estimated to be £23.209m (£20.822m at the end of Quarter 1).

The details within this revenue monitoring report for Month 5 follows on from the Qtr 1 report previously presented and outlines the general direction of travel for this financial year, highlighting any significant areas of concern which may not just impact on the current year, but also when preparing future budgets. A forecast adverse position based on the Month 5 revenue controllable budget is £23.209m which is an unfavourable movement of £2.387m from the position previously reported.

The increasing need for support of the Council's services from residents and businesses, the complexity of the support needed, and inflationary costs continue to put pressure on service budgets and is demonstrated by the Month 5 forecast outturn position. These pressures, in the main driven by escalating costs in essential statutory services supporting the most vulnerable residents, reflects the broader challenges the Council and numerous Councils across the country are facing. This is particularly acute in statutory and heavily inspected services where there is little flexibility to mitigate rising costs, for example increasing pressures on social care budgets due to the support needs of vulnerable children

and complexity in the needs of adult requiring support. There is also an increasing need to support children with Special Educational Needs (SEND) and whilst significant work has been done in the last 12 months, homelessness presentations and use of temporary accommodation is still of concern given the numbers accessing this service.

Since the last report was presented to this meeting, the Executive Team have implemented enhanced controls on expenditure with future revenue monitoring reports expected to show the positive impacts of these management actions. Details on these controls are included in Annex 1 of this report.

Given, the in-year financial position of the Council, the level of reserves available and the budgetary gaps already within the MTFs, the outcome of the Local Government Finance Settlement for 2026/27 and future years will have a significant influence on the financial sustainability of the Council and the Council's ability to set a balanced budget over the short term. The budget pressures the Council has faced in recent years cannot continue to be mitigated without significant action both to reduce projected spend in year and to reduce costs over years to come. Further details of mitigations underway is included at Annex 1.

Capital Position

The report outlines the most up to date capital spending position for 2025/26 to 2029/30 for approved schemes. The revised Capital Programme budget for 2025/26 is £122.222m at the close of Month 5. Actual expenditure to 31 August 2025 was £20.042m (16.4% of the forecast outturn).

Recommendations

That Cabinet:

1. Notes the contents of the report.
2. Notes the forecast revenue position at the end of Month 5 at £23.209m with mitigations in place to reduce expenditure as detailed at Annex 1.
3. Approves the revised Capital Programme for 2025/26 including the proposed virements and notes the forecast for the financial years to 2029/30 as at the end of Month 5 as outlined in Annex 2.

Revenue Monitor and Capital Investment Programme 2025/26 Month 5 – August 2025**1 Background**

- 1.1 The Authority's 2025/26 revenue budget was approved by Council on 6 March 2025 at a sum of £322.928m to be met by Government grants, Council Tax and Business Rates. This report sets out the updated revenue financial position at the end of Month 5.
- 1.2 As the year progresses the monthly and outturn projections will reflect the evolving position of the impact of management actions put in place to mitigate in-year pressures, new developments and changes in the profile of planned expenditure and any additional grants that are announced from the Government.

2 Current Position

- 2.1 This revenue monitoring report for the period to the end of August 2025 highlights significant areas of concern which may not just impact on the current year, but also when preparing future budgets. A projected adverse position based on the Month 5 controllable budget is £23.209m. Close financial management continues at all levels of the organisation with early actions being undertaken by the Executive Team to mitigate this position and to ensure that there is minimal impact on setting the budget for 2026/27 and the limited general revenue reserves available.
- 2.2 The main areas of concern identified within this monitoring report are:
- Adult Social Care with a forecast unfavourable position for the reporting period of £12.191m,
 - Children's Services with an estimated adverse position of £5.266m; and
 - Place with a forecast adverse position of £5.921m.
- 2.3 Following the previous report presented to this meeting, further management mitigations have been implemented. These mitigations are detailed in Annex 1 and are essential to support the financial resilience of the Council. The Council must continue its efforts to reduce the forecast variance by the year end to mitigate any potential impact on the 2026/27 budget.
- 2.4 The Local Government Act 1988 specifies that a Local Authority must set and maintain a balanced budget. Failure to do so results in the Council's Section 151 officer having to issue a Section 114 notice to indicate that a Council's forecast income is insufficient to meet its forecast expenditure for that year.
- 2.5 Where Local Authorities are unable to finance their day to day to expenditure and before a Council issues a Section 114 notice, Government can provide temporary assistance by way of Exceptional Financial Support (EFS). EFS is temporary financial assistance provided by the government to Councils that are facing severe financial difficulties.
- 2.6 The Council awaits the Policy Statement from Government on the Settlement and the full Settlement itself which is due by the end of the calendar year. Meanwhile, the Council is undertaking an assessment of the likely gap based on current and

projected demand and costs in order to determine any possible requirement for support.

- 2.7 The original Capital Programme for 2025/26 totalled £108.501m. The revised capital programme as at Month 5 taking into account any approved carry forwards, approved new funding, new schemes and variations and proposed variations/ re-phasing gives projected revised expenditure of £122.222m. Actual expenditure at the end of Month 5 was £20.042m (16.4% of the forecast outturn). Further details of expenditure and schemes within the capital programme can be found in Annex 2.
- 2.8 The Annual Review of the capital programme will be undertaken during this financial year. This is likely to lead to further reprofiling of planned expenditure and the realignment of capital resources between schemes. Its findings and recommendations will be reported within a future report.

3 Options/Alternatives

- 3.1 The options that Cabinet might consider in relation to the contents of this report are;
- a) agree the recommendations
 - b) to not agree the recommendations and propose alternative forecasts

4 Preferred Option

- 4.1 The preferred option is that the Committee considers the forecasts and changes within this report; option (a) at 3.1.

5 Consultation

- 5.1 Consultation with the services within the Council and the Director of Finance.

6 Financial Implications

- 6.1 The full financial implications are detailed in the report.

7 Legal Services Comments

- 7.1 There are no legal issues at this time.

8 Co-operative Agenda

- 8.1 Improving the quality and timeliness of the financial information available to citizens of Oldham supports the co-operative ethos of the Council.
- 8.2 The revenue budget and capital strategy/ programme have been prepared so that they embrace the Council's co-operative agenda with resources being directed towards projects that enhance the aims, objectives and co-operative ethos of the Council. Ongoing budget monitoring is key to ensuring this objective is met.

9 Human Resources Comments

- 9.1 There are no Human Resource implications.

10 Risk Assessments

- 10.1 The risk is that the proposed management actions are not achieved in full. Should this be the case then alternatives will be sought and implemented.

11 IT Implications

- 11.1 There are no IT implications.

12 Property Implications

- 12.1 There are no Property implications.

13 Procurement Implications

- 13.1 There are no Procurement implications.

14 Environmental and Health & Safety Implications

- 14.1 There are no Environmental and Health and Safety implications.

15 Equality, Community Cohesion and Crime Implications

- 15.1 There are no Equality, Community Cohesion and Crime implications.

16 Implications for Children and Young People

- 16.1 There are no direct implications for Children and Young People

17 Equality Impact Assessment Completed

- 17.1 An equality impact assessment has been included at Annex 3.

18 Key Decision

- 18.1 Yes

19 Key Decision Reference

- 19.1 FCR-08-25

20 Background Papers

- 20.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act:

File Ref: Revenue Background Papers are contained in Annex 1 including, Appendices 1

Officer Name: Lee Walsh and Vickie Lambert

Contact: lee.walsh@oldham.gov.uk / vickie.lambert@oldham.gov.uk

File Ref: Capital Background Papers are contained in Annex 2 including Appendices A to I

Officer Name: James Postle

Contact No: james.postle@oldham.gov.uk

21 Appendices

Annex 1 Revenue Budget Monitoring Report 2025/26 Month 5 - August 2025

Appendix 1 2025/26 Directorate Summary Financial Positions at 31 August 2025

Annex 2 Capital Investment Programme Report 2025/26 Month 5 – August 2025

Appendix A SUMMARY – Month 5 - Community Health & Adult Social Care

Appendix B SUMMARY – Month 5 - Children's Services

Appendix C SUMMARY – Month 5 - Communities

Appendix D SUMMARY – Month 5 – Heritage, Libraries & Arts

Appendix E SUMMARY – Month 5 - Place

Appendix F SUMMARY – Month 5 – Housing Revenue Account (HRA)

Appendix G SUMMARY – Month 5 – Corporate / Information Technology

Appendix H SUMMARY – Month 5 – Capital, Treasury and Technical Accounting

Appendix I SUMMARY – Month 5 – Funding for Emerging Priorities

Annex 3 Equality Impact Assessment- Financial Monitoring 25-26 (Mth 5)

REVENUE BUDGET MONITORING REPORT 2025/26**Month 5 – August 2025****1 Background**

- 1.1 The Authority's 2025/26 revenue budget was approved by Council on 6 March 2025 at a sum of £322.928m to be met by Government grants, Council Tax and Business Rates. This report sets out the updated revenue financial position at the end of Month 5.
- 1.2 Under established budget procedures all services are required to monitor and review their approved budgets during the financial year. As part of this process, a forecast of the year-end position has been prepared by all services. The services forecasts include all known commitments, issues, and any planned management actions required.

2 Outlook and Budget Context

- 2.1 The challenging economic and fiscal conditions experienced nationally and locally over the last few years continued to have an impact when setting the 2025/26 revenue budget. The lingering impact of the Covid 19 pandemic and the ensuing cost of living crisis has meant that locally demand for services and the cost of providing those services has been increasing since 2020 which has placed significant strain on the Council's budgetary position. In addressing these pressures, the Council approved savings of £26m to help balance the need to provide services and to set a balanced budget. 2025/26 was the first revenue budget for some time that did not rely upon the application of a budgeted use of general revenue reserves to balance the position, protecting the Council's financial resilience.
- 2.2 At the 7 August Monetary Policy Committee (MPC) meeting, the Bank of England voted to cut the Base rate by 0.25% from 4.25% to 4.0%. The Bank of England has continued its policy of cutting the base rate first commenced in August 2024. This latest cut comes 12 months after the MPC lowered the base rate from 5.25% to 5.0%. Since August 2024, the MPC has cut the base rate by 0.25% every three months which leaves the current rate at 4.0%. Even though inflation rose to 3.6% in June 2025, the MPC decided to cut the rate with the aim to help boost the economy and encourage growth. Many commentators and market analysis expect further cuts later in the financial year however, the MPC will need to strike a careful balance between supporting growth and controlling inflation and if inflation remains high in September 2025 any future cuts to the base rate may need to wait until inflation gets closer to the target of 2%. Whilst inflation is still significantly lower than previous highs and does bring a slight relief to households and business within the borough, that have been struggling with higher mortgage costs and debt repayments, future interest rate cuts in the short term remain uncertain. Given the latest inflation data and as previously mentioned, many commentators are now indicating that the pace of previously anticipated cuts will ease and a more gradual approach to reducing the Bank Rate could be taken by the Bank of England. Markets are now expecting that the base rate is more likely to be 3.75% at the end of 2025 as opposed to the previous forecast of 3.5%,

therefore indicating any changes will be slower and more measured. Moreover, the impact of high inflation on the cost of utilities, fuel and food is such that these costs remain significantly higher than they were a couple of years ago which presents an ongoing challenge in boroughs like Oldham where high levels of deprivation are widespread. The pressures are unlikely to reduce, and the impact is such that these will continue to affect budget setting for future years.

- 2.3 There remains significant uncertainty and volatility across the financial landscape for Local Government with sector leaders indicating that the national funding gap could be £3.9 billion for 2026/27. The delivery of a multi-year finance settlement based on distributing resources to high needs and low taxbase authorities will be key for the financial sustainability of the authority. The Local Government Finance Settlement is expected the week commencing 15 December 2025.

3 Current Position

- 3.1 The current net controllable revenue budget of £322.928m remains unchanged from that which was agreed at Budget Council in March 2025.
- 3.2 The details within this revenue monitoring report for Month 5 follows on from the Qtr 1 report previously presented and outlines the general direction of travel for this financial year, highlighting any significant areas of concern which may not just impact on the current year, but also when preparing future budgets. A forecast adverse position based on the Month 5 revenue controllable budget is £23.209m which is an unfavourable movement of £2.387m from the position previously reported. It is critical that the Council delivers a balanced budget to avoid any unnecessary drawdown from its limited reserves. A projected outturn position at this level demonstrates that close financial management is needed during 2025/26 considering the already significant budget gap in the Medium Term Financial Strategy for 2026/27 and 2027/28 and the limited Earmarked Reserves.
- 3.3 Management actions implemented during 2024/25 such as a recruitment restrictions and controls on discretionary expenditure have been continued into 2025/26, and the impacts of these actions are included within this revenue forecast position.
- 3.4 Since the last position was reported to this meeting, early action has been taken by the Executive Team with further management actions agreed and implemented. This includes a recruitment freeze with limited exemptions for critical areas such as social work staff, front line services or those roles that contribute to the delivery of a saving. There has also been further enhancement of spending controls previously implemented with all non-exempt spend being approved at Director level or above. Spend is to be monitored on a regular basis by the Executive Team.
- 3.5 The effectiveness of these management actions will continue to be closely monitored by the Executive Team throughout the financial year. As the forecast adverse position at the end of Month 5 remains at a significant level, further management actions will be explored to mitigate the pressures being reported if this position does not improve. Any further management actions implemented will be reported to Members through the regular financial monitoring reports submitted to Cabinet during the remainder of this financial year.
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- 3.6 The Local Government Act 1988 specifies that a Local Authority must set and maintain a balanced budget. Failure to do so results in the Council's Section 151 officer having to issue a Section 114 notice to indicate that a Council's forecast income is insufficient to meet its forecast expenditure for that year.
- 3.7 Where Local Authorities are unable to finance their day to day to expenditure and before a Council issues a Section 114 notice, Government can provide temporary assistance by way of Exceptional Financial Support (EFS). EFS is temporary financial assistance provided by the government to Councils that are facing severe financial difficulties. This support, which is not additional revenue funding provided by Government, is typically used to help a Council meet its financial obligations, continue to deliver essential services and avoid the need to issue a 'Section 114'.
- 3.8 In recent years there has been an increase in the number of Councils being awarded EFS. In 2025/26, 30 Councils were awarded EFS, and it is expected that this will increase further for 2026/27. EFS has ongoing implications and enhanced monitoring requirements for Councils and should only be entered into when absolutely necessary. The Council is not yet making an application for EFS and awaits the Policy Statement on the settlement from the Government and the final Settlement itself which is due by the end of the calendar year, before exploring support available to Local Authorities.
- 3.9 The forecast revenue position at the end of Month 5 is detailed in the table below. Demand for Council services with increased complexity of need continues to have an impact on the projected position despite the continuation of previously implemented management actions. Officers are continuing to seek out and implement further actions wherever possible to reduce this gap with service mitigations detailed within this report. These mitigations will be monitored regularly with an expectation that this work will reduce the overall revenue adverse position for this financial year. Non-delivery of these mitigations would have an impact on the budget gap for the 2026/27 financial year and the level of general revenue Earmarked Reserves and therefore the overall financial resilience of the Council and should be avoided.
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Table 1 – Summary of Month 5 Forecast Revenue Budget Position

Directorate	Annual Budget £000	Annual Forecast £000	Annual Variance reported at Month 5 £000	Annual Variance reported at Quarter 1 £000	Change in Variance between periods £000
Adult Social Care	82,630	94,822	12,191	10,165	2,026
Children's Services	85,377	90,643	5,266	5,011	255
Public Health	23,515	23,287	(228)	(227)	(1)
Place	73,042	78,963	5,921	5,789	132
Corporate Services	33,107	33,166	59	84	(25)
Capital, Treasury and Technical Accounting	25,256	25,256	-	-	-
NET EXPENDITURE	322,928	346,137	23,209	20,822	2,387
Financed By:					
Locally Generated Income	(181,158)	(181,158)	-	-	-
Government Grants	(142,800)	(142,800)	-	-	-
Collection Fund Deficit	1,030	1,030	-	-	-
TOTAL FINANCING	(322,928)	(322,928)	-	-	-
OVERALL PROJECTED VARIANCE	-	23,209	23,209	20,822	2,387

Significant revenue variances by Directorate

Table 2 – Summary of Month 5 Revenue budget variance analysis

3.10 There are significant variances contained within the projected net adverse position and a breakdown of these across type of variance is shown below.

Directorate	Non-Delivery of Savings (Red & Amber) £000	Expenditure Variance £000	Income Variance £000	Annual Variance reported at Month 5 £000
Adult Social Care	3,703	7,750	738	12,191
Children's Services	3,144	2,198	(76)	5,266
Public Health	-	(218)	(10)	(228)
Place	431	1,816	3,674	5,921
Corporate Services	143	271	(355)	59
NET EXPENDITURE	7,421	11,817	3,971	23,209

3.11 As reported over the last two financial years, there are three areas which continue to forecast significant pressures;

- Adult Social Care is reporting a pressure of £12.191m at the end of Month 5 (£10.165m at the end of Quarter 1).
- Children's Services is reporting a pressure at the end of Month 5 at £5.266m (£5.011m at the end of Quarter 1).
- Place is reporting a pressure of £5.921m at the end of Month 5 (£5.789m at the end of Quarter 1).

3.12 Approved at Budget Council in March 2025, significant growth was added to the revenue base budget at £43.185m of which Adult Social Care was allocated £15.264m (35%) and Children's Services was allocated £16.831m (39%). At the same Council meeting budget savings were approved across all Directorates. When these savings are applied, the overall net increase was £6.776m for Adult Social Care and £13.170m for Children's Services.

Adult Social Care adverse variance at the end of Month 5 at £12.191m (Qtr 1 at £10.165m)

3.13 As shown at Table 2, the forecast adverse position for this directorate can be broken down as follows:

- | | |
|--|---------|
| • Non- Delivery of Budget Reductions (Red and Amber) | £3.703m |
| • Expenditure Variance | £7.750m |
| • Income Variance | £0.738m |

Further details for the expenditure and income variances are included in the following paragraphs, with details on budget reductions included at Section 4.

3.14 The Community Health and Adult Social Care service is reporting significant pressures forecast to be £5.307m at the end of this reporting period (£4.905m at the end of Quarter 1). These pressures predominantly relate to clients with physical disabilities accessing care at home (£2.180m), short stays following a hospital stay (£0.756m), costs for supported living placements (£0.971m), clients with nursing placements (£0.336m) and under-recovery of contributions (£0.505m).

3.15 The Learning Disability service is reporting a year end forecast unfavourable position of £3.531m at the end of Month 5 (£3.224m at the end of June 2025). The largest contributing areas to this forecast position are Care at Home which is forecasting an adverse position of £1.376m with £1.821m for Supported Living. There are two high-cost placements which are driving an adverse variance against the budget for residential care and direct payments with other smaller variances across this divisional area.

3.16 The Mental Health service is reporting an estimated adverse position of £1.095m by the end of the financial year at the end of August 2025 (£2.020m at the close of Quarter 1) with costs for Supported Living being the largest contributing factor to this position (£1.272m). There are other smaller variances for nursing, residential and short stay placements which

drive the overall position which are being offset by favourable variances due to vacant posts and additional income across this service area.

3.17 While activity levels across the Directorate have remained broadly consistent with the previous year, costs continue to rise. This is driven by:

- Increasing complexity of care packages
- Constrained availability within the care market
- A growing number of double-cover care packages, particularly for those supporting hospital discharges

3.18 These trends indicate a higher level of acuity among individuals requiring care.

Adult Social Care – Planned Mitigations

3.19 There are planned mitigations that are in the process of being developed and / or embedded to reduce the forecast adverse position for this directorate. A summary of these are as follows:

- Client Finance project focusing on clearing backlogs, timely assessments and improved income recovery
- Optimise Oldham Total Care by utilising its bed base to repatriate clients back to the borough
- Review of short stay provision to ensure timely assessments are completed for people discharged from hospital and to reduce those in temporary care placements for extended periods of time
- The Transitions Hub is now in place and actively working with young adults. Additionally, an ASC based Transitions team has been created
- Develop an Assistive Technology offer to support care provision and enhance digitalisation
- Review the provision for Learning Disability & Mental Health placements including future proofing through the capacity and demand work programme
- Engagement of external provider to clear significant assessment backlog with expected benefits to be realised from Quarter 3.

3.20 Work continues to implement planned mitigations and it is expected that these will have a positive impact on the adverse variance with the expected unfavourable position to be reduced by the end of Quarter 3. The pace of implementation needs to be continued to ensure this position can be mitigated as much as possible by the end of the financial year. It should be noted that the complexity of need for clients accessing this statutory service remains high and whilst the directorate is working hard to reduce this adverse variance, other factors such as demand and need could impact future forecasts.

Children's Services adverse variance at the end of Month 5 at £5.266m (£5.011m at the end of June 2025)

3.21 The forecast unfavourable position for this directorate area as at the end of August 2025 can be broken down as follows:

-
- Non- Delivery of Budget Reductions (Red and Amber) £3.144m
 - Expenditure Variance £2.198m
 - Income Variance (£0.076m)

Further details for the expenditure and income variances are included in the following paragraphs, with details on budget reductions included later within this report.

- 3.22 Children's Services are reporting a £5.266m forecast adverse variance for the financial year as at the end of Month 5 of which £3.144m is due to the non-delivery of budget reductions, namely the Children's Investment Plan (£2.921m).
- 3.23 The remaining pressure is mainly due to additional costs for Children with Disabilities short breaks, additional legal costs and the loss of Continuing Health Care (CHC) income due to the change in cohort and those children who are eligible for this funding. Pressures are being mitigated by slippage on vacant posts across the division.

Children's Services – Planned Mitigations

- 3.24 There are planned mitigations that are in the process of being developed and / or embedded to reduce the forecast unfavourable position for this directorate. A summary of these are as follows:
- Continued work on reducing agency staffing engagements
 - Continued review of placements particularly for those that are high cost
 - Placements review for the Children with Disabilities service
 - Service review of legal fee commitments
 - Review of School insurance contract to mitigate emerging issue
 - Progression of charging policy
 - Reviewing operating model for the Music Service

Public Health favourable variance of (£0.228m) as at the end of Month 5 ((£0.227m) at the end of Qtr 1)

- 3.25 Public Health is projecting a favourable position by the financial year end of £0.228m. This position is due to vacancies held across Public Health and Leisure services.

Place Directorate is reporting adverse variance by year end of £5.921m (£5.789m at the end of Qtr 1) as at the end of August 2025

- 3.26 The forecast unfavourable position for this directorate area as at the end of Month 5 can be broken down as follows:
- Non- Delivery of Budget Reductions (Red and Amber) £0.431m
 - Expenditure Variance £1.816m
 - Income Variance £3.674m
-

Further details for the expenditure and income variances are included in the following paragraphs, with details on budget reductions included later within this report.

Environment

- 3.27 The Environment service area is forecast to be in an adverse position of £2.304m (£2.207m as reported at Qtr 1) by the financial year end. Expenditure pressures across the division for staffing costs including agency and additional fleet costs are being forecast in this area. There are also several income targets not expected to be achieved across each area particularly security and response services which are driving this forecast adverse position. Favourable variances in other areas such as parking, street lighting, environmental health and traffic management are offsetting these main pressures

Growth

- 3.28 The Growth Division is reporting a £3.889m projected adverse variance by the financial year end (£3.568m previously forecast). Decisions adversely affecting the recoupment of income across the economic estate alongside additional running costs for the corporate estate are having the largest impact. Pressures across the repairs and maintenance budget and the impact of additional costs due to delays in the disposal of assets are further impacting the position. Favourable variances in other areas such as Development Control and Housing Delivery are dampening the pressures noted above.

Communities

- 3.29 The Communities division is forecasting a favourable position by the end of the financial year of (£0.272m) which is due to additional housing benefit income offsetting placement costs and slippage from vacancies across all areas of the division.

Place - Planned Mitigations

- 3.30 There are planned mitigations that are in the process of being developed and / or embedded to reduce the forecast adverse position for this directorate. A summary of these are as follows:
- Review in train of the fleet replacement timelines and issues with equipment not lasting within the expected timeframe
 - Continued transfer of agency workers from off contract engagements to on contract provider / permanent or fixed term recruitment
 - Reports being progressed around asset transfers to reduce maintenance costs and generate rental income
 - Maximisation of income streams wherever possible including grant income and attracting external income i.e. for events, new trade customers
 - Minimise the gap between an assets useful economic life and its replacement to reduce / remove additional hire costs

Corporate Services forecast adverse variance at the end of Month 5 of £0.059m (£0.084m previously reported)

3.31 The forecast adverse position for this directorate area as at the end of August 2025 can be broken down as follows:

- Non- Delivery of Budget Reductions (Red and Amber) £0.143m
- Expenditure Variance £0.271m
- Income Variance (£0.355m)

Further details for the expenditure and income variances are included in the following paragraphs, with details on budget reductions included at Section 4.

3.32 The key driver for this forecast unfavourable position is additional agency costs for services across the Directorate, but within legal services, and constitutional services in particular. There are also pressures within the ICT service due to licence costs. These additional costs are being offset by vacancies across other service areas such as Audit, Transformation and HR services.

Corporate Services – Planned Mitigations

3.33 There are planned mitigations that are in the process of being developed and / or embedded to reduce the forecast adverse position for this directorate. A summary of these are as follows:

- Continued transfer of agency workers from off contract engagements to on contract provider / permanent or fixed term recruitment
- Review of webcast services for Council meetings once moved to the new Home of Democracy
- Review of all ICT Licences, software contracts and ways of working for the organisation

Capital, Treasury and Technical Accounting – no variance

3.34 The Capital, Treasury and Technical Accounting directorate holds the budgets associated with the Council's Treasury Management activities including interest payable on borrowing and interest receivable on investments and is reporting no variance as at the end of August 2025.

3.35 A detailed revenue table is attached at Appendix 1.

4 Progress on the delivery of the 2025/26 Approved Budget Savings

4.1 Table 3 below presents the progress on the delivery of the 2025/26 approved Budget savings which has been updated to reflect the position at the end of Month 5. For savings rated as Red and Amber, work is ongoing to achieve the saving or alternative delivery and in year mitigations are being identified to cover any potential shortfalls which may occur. It is imperative that all 2025/26 approved budget savings **must** be delivered given the limited Earmarked Reserves availability.

- 4.2 In terms of savings, £19.163m (£17.952m at Qtr 1) of the £26.584m approved budget reduction targets are either delivered or on track to be delivered (Green) representing 72% of the total savings target. 8% are off track but with targeted work could be achieved (Amber) and a further 20% or £5.206m (£6.615m at Qtr 1) with a high risk of not being achieved within this financial year (Red). The table below summarises the progress by Directorate:

Table 3 – Summary on progress on delivery of 2025/26 Approved Budget Reductions

2025/26 Impact of Approved Budget Reductions	Green £000	Amber £000	Red £000	Total £000
Adult Social Care	(4,785)	(2,078)	(1,625)	(8,488)
Children's Services	(3,438)	(86)	(137)	(3,661)
Place	(3,682)	0	(431)	(4,113)
Public Health	(465)	0	0	(465)
Corporate	(4,251)	(51)	(92)	(4,394)
Capital, Treasury & Technical Accounting	(4)	0	0	(4)
TOTAL	(16,625)	(2,215)	(2,285)	(21,125)
Children's Investment Plan	(2,538)	0	(2,921)	(5,459)
TOTAL	(19,163)	(2,215)	(5,206)	(26,584)
Qtr 1 Position	(17,952)	(2,017)	(6,615)	(26,584)

Significant Budget reduction variances by Directorate

Adult Social Care

- 4.3 Of the £8.488m of budget savings approved for the Adult Social Care Directorate, £1.625m of them are rated Red and off track. Four budget savings drive this variance as follows:

- Achieving Better Outcomes £0.500m
- Adults, Health & Wellbeing £0.145m
- Focused Transitions Team £0.500m
- Assistive Technology £0.480m

Children's Services

- 4.4 As can be seen in the table above, £3.058m (£4.128m at Qtr 1) of Children's Services budget reductions are rated Red with 96% relating to the Children's Investment Plan. The non-delivery of the Children's Investment Plan is predominately due to pressures around the reduction of high-cost placements and release of agency staff. The other Red rated saving of £0.137m relates to Social Work Services.

Place

4.5 For this Directorate, 10% of the total approved budget reductions for this area are rated Red as follows:

- Environment - Service Review / Income Generation £0.373m
- Highways Operations - (potholes and gulleys) £0.058m

Corporate Services

4.6 There are two approved budget savings for 2025/26 where a proportion are rated as off track. These are:

- Review of Governance function £0.042m
- Centralisation of Business Intelligence functions £0.050m

Mitigations / Planned Actions for non-delivery of budget reductions

4.7 During the last financial year, a Financial Sustainability Delivery Board (FSDB) chaired by the Leader of the Council was established to provide additional scrutiny and challenge to the organisation around the non-delivery of agreed savings.

4.8 The organisation implemented a new budget delivery template at the start of the financial year requiring services to identify clear and measurable mitigations for all Red rated budget reductions. These documents are shared with FSDB on a regular basis with Directors required to present achievement of milestones for the required mitigations. Any slip against timelines is explored and challenged with a requirement for actions to be brought back on track to ensure the delivery of the saving.

4.9 All approved budget reductions must be delivered in full by the end of the financial year to ensure there is no further impact on the Council's financial resilience.

5 Mitigation of Current forecast Budget Position

5.1 Throughout this report, corporate and service mitigations have been detailed with the aim of reducing the forecast adverse variance from the position reported, with enhancement of these controls implemented as an early action by the Executive Team to bring down the forecast position. Whilst the position at Month 5 has worsened since the position previously reported, it is expected that a positive movement will be shown at the end of the next reporting period as these controls take effect.

5.2 As the financial year progresses and dependent of the revenue position at the end of the Quarter 2 period, further management actions may be required as a matter of urgency. Services continue to review their ways of working, their structures and costs to reduce spend wherever possible.

5.3 The effectiveness of all management and corporate actions will continue to be closely monitored by the Executive Team. Current indications are that the overall adverse variance

at the end of Quarter 2 will be reduced but work needs to continue at pace to embed mitigations and bring forward a balanced position by the end of the financial year. Further updates will also be included within future monitoring reports presented to this meeting.

6 Reserves and Balances

- 6.1 On 1 April 2025, general reserves totalled £33.774m, split between Earmarked Reserves of £31.564m and Revenue Grant Reserves of £2.210m. The General Fund Balance stood at £18.865m.
- 6.2 Reserves and Balances are a key element of the Council's financial resilience and it is important that their use is kept to an absolute minimum.
- 6.3 As at the end of August 2025, Earmarked Reserves totalling £0.402m and Revenue Grant Reserves totalling £0.030m have been requested and reviewed by the Chief Executive and the Section 151 Officer in line with the approved reserves policy. Use of these reserves will reduce the general reserve total to a projected year end balance of £33.342m.
- 6.4 It should be noted by Members, that whilst there are a number of management actions being implemented to address the projected in year deficit and the delivery of all budget reductions, to the extent that mitigations do not cover the deficit, there would need to be a further unbudgeted call on reserves. Any additional use of reserves to offset any unmitigated forecast deficit in year will adversely impact the financial resilience of the Council and is not sustainable.

7 Summary

- 7.1 The current projected position as at the end of Month 5, shows a potentially significant adverse position by the end of the financial year which has worsened from the position previously reported. This remains a serious concern for the Council and early actions have been taken by the Executive Team to address this position with work continuing across the whole organisation to reduce the position wherever possible. With the reduced level of reserves held by the Council it is important that this position continues to be addressed as a priority and must be reduced by year end to limit the impact it has on the financial sustainability of the Council.
- 7.2 Whilst 80% of savings delivered or with the potential to deliver after targeted intervention, given the overall financial pressures facing the Council, the uncertainty around the deliverability of the remaining 20% of savings is of grave concern. Any non-achievement of savings not only impacts the current year position but has implications on future years budgets. Delivery of all budget reductions must be achieved for 2025/26 to ensure no unbudgeted use of general revenue reserves are required. This will continue to be closely monitored through the monthly Delivery Board meetings.
- 7.3 The increasing need for use of the Council's services from residents and businesses, the complexity of the support needed, and inflationary costs continue to put pressure on service budgets and is demonstrated by the Month 5 forecast outturn position. These pressures, in the main driven by escalating costs in essential statutory services supporting

the most vulnerable residents, reflects the broader challenges the Council and numerous Councils across the country are facing. This is particularly acute in statutory and heavily inspected services where there is little flexibility to mitigate rising costs, for example increasing pressures on social care budgets due to the support needs of vulnerable children and complexity in the needs of adult requiring support. There is also an increasing need to support children with Special Educational Needs (SEND) and whilst significant work has been done in the last 12 months, homelessness presentations and use of temporary accommodation is still of concern given the numbers accessing this service.

- 7.4 This position is not specific to Oldham. Councils across the country continue to warn of financial distress and the risk of bankruptcy if insufficiency of funding and areas of budget pressure are not addressed by government. The numbers of Councils expected to request temporary assistance by way of Exceptional Financial Support (EFS) is expected to increase dramatically as part of the setting of the budget for 2026/27 and future years.
- 7.5 Given, the in-year financial position of the Council, the level of reserves available and the budgetary gaps already within the MTFS, the outcome of the Local Government Finance Settlement for 2026/27 and future years will have a significant influence on the financial sustainability of the Council and the Council's ability to set a balanced budget over the short term. The budget pressures the Council has faced in recent years cannot be mitigated indefinitely given the resources available.
- 7.6 Alongside this the Council will also need to consider how it continues to deliver local services. This will require Members to make challenging decisions. Without this combination of a national and local approach the Council's longer term financial robustness and resilience will be impacted, and the medium-term financial challenge will become increasingly difficult to manage and mitigate.
- 7.7 In view of the adverse variance reported it is important that mitigations are continued to be found and implemented to address the in-year position but also to reduce any impacts on the 2026/27 position.

APPENDIX 1 – 2025/26 Directorate Summary Financial Positions at 31 August 2025

DIRECTORATE	SERVICE AREA	Mth 5 Annual Budget £000	Mth 5 Annual Forecast £000	Annual Forecast Variance £000
Adult Social Care	Commissioning	15,795	15,845	49
	Community Business Services	886	831	(55)
	Clusters	3,265	3,411	146
	Community Health & Social Care	30,861	36,168	5,307
	Director Adult Social Care	1,623	3,701	2,078
	Learning Disability	17,829	21,360	3,531
	Mental Health	11,513	12,607	1,095
	Safeguarding	859	899	40
Adult Social Care Total		82,630	94,822	12,191
Children's Services	Children in Care	53,170	58,780	5,610
	Childrens Safeguarding	3,557	3,312	(245)
	Fieldwork & Family Support	11,664	12,129	465
	Children's Services Intergration	2,441	2,214	(227)
	Central Education Services	847	847	0
	Community / Adult Learning	300	300	(0)
	Inclusion Service	(429)	(431)	(1)
	Learning Services	253	253	0
	Learning Services - Early Years	(194)	(194)	(1)
	Post 16 Service	44	44	0
	School Support Services	75	36	(38)
	SEND Services	7,922	7,991	69
	Skills and Employment	84	80	(4)
	Early Help	3,711	3,443	(269)
	Troubled Families	1,932	1,839	(93)
	Schools	0	0	0
Children's Services Total		85,377	90,643	5,266
Public Health	Public Health (Client and Delivery)	20,137	19,946	(191)
	Leisure Services	3,378	3,341	(37)
Public Health Total		23,515	23,287	(228)
Place	Building Control	68	384	316
	Strategic Planning	18,014	18,006	(8)
	Development Control	68	(76)	(144)
	Housing Delivery	296	278	(18)
	Facilities Management	604	757	153
	Corporate Estates	31	1,425	1,394
	Property Services	(1,103)	(1,014)	88
	Town Centre	567	2,676	2,108
	Investment / Marketing / Events	0	0	(0)
	Creating a Better Place	(254)	(254)	0
	Structures	141	141	0
	Operations	1,910	1,967	58
	Traffic Management & Maintenance	1,871	1,840	(30)
	Parking Admin & Enforcement	(988)	(1,067)	(79)
	Health & Safety	290	296	6
	Environmental Health	1,023	968	(56)
	Licensing & Trading Standards	(8)	28	36
	First Response	(158)	812	970
	Street Lighting	4,316	4,268	(47)
	Waste & Cleansing	24,647	25,914	1,266
	Parks / Ground Maintenance	4,941	5,070	129
	Arboriculture	587	577	(11)
	Emergency Planning	62	125	64
	Fleet	(254)	(256)	(2)
	Community Safety & Cohesion	649	560	(90)
	Districts	1,168	1,100	(68)
	Culture	6,387	6,376	(11)
	Youth Services	846	868	23
	Housing Needs	7,321	7,195	(126)
Place Total		73,042	78,963	5,921

DIRECTORATE	SERVICE AREA	Mth 5 Annual Budget £000	Mth 5 Annual Forecast £000	Annual Forecast Variance £000
Corporate Services	Partnership Support (Borough and GM)	1,829	1,829	0
	Strategic Customer Service	298	298	0
	Chief Executive Management	2,231	2,215	(16)
	Communications and Research	714	647	(67)
	Customer Services	1,859	1,859	(0)
	ICT	5,941	6,142	200
	Democratic and Civic Services	323	351	28
	Audit	2,541	2,466	(75)
	Commissioning and Procurement	631	475	(157)
	Democratic and Civic Services	471	449	(22)
	External Funding	(27)	(27)	(0)
	Finance	2,455	2,492	37
	Housing Benefit Payments	393	393	0
	Revenues and Benefits	4,391	4,391	(0)
	Transformation and Reform	257	(74)	(331)
	HR Strategy	2,843	2,619	(224)
	Organisational Development	416	416	0
	Democratic and Civic Services	2,400	2,447	47
	Legal	1,859	2,522	664
	Registrars	(87)	(156)	(69)
	Strategy and Performance	1,366	1,410	44
Corporate Services Total		33,107	33,166	59
Capital Treasury and Technical Accounting	Corporate Expenses	12,548	12,548	0
	Interest and Investment Expenditure and Income	11,305	11,305	0
	Corporate and Democratic Core	1,003	1,003	0
	Parish Precepts	400	400	0
Capital Treasury and Technical Accounting Total		25,256	25,256	0
Grand Total		322,928	346,137	23,209

CAPITAL INVESTMENT PROGRAMME 2025/26- 2029/30 & 2025/26 MONITORING REPORT Month 5 August 2025

1 Background

- 1.1 The original capital programme for 2025/26 reflected the priorities outlined in the Capital Strategy as approved at Cabinet on 17 February 2025 and confirmed at the Council meeting on 6 March 2025.
- 1.2 The position at the end of Month 5 (August 2025) is highlighted in this report.
- 1.3 For the remainder of the financial year, the programme will continue to be monitored and revised to take account of any new developments and changes in the profile of planned expenditure.

Current Position

- 2.1 Table 1 below shows the capital programme for 2025/26 and a further four years to 2029/30, and reflects the priorities outlined in the Capital Strategy.

Table 1 – 2025/30 Capital Strategy

Directorate Budget	2025/26 £000	2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000	Total £000
Community Health and Adult Social Care	4,106	3,000	3,000	-	-	10,106
Children's Services	10,482	3,151	2,000	-	-	15,632
Communities	338	-	-	-	-	338
Place	80,617	14,997	15,501	2,055	-	113,170
Housing Revenue Account (HRA)	3,193	206	210	215	219	4,043
Corporate/Information Technology (IT)	3,165	3,123	2,595	1,877	-	10,760
Capital, Treasury & Technical Accounting	3,600	2,628	4,373	2,500	5,000	18,101
Funding for Emerging Priorities	3,000	2,885	2,000	-	-	7,885
Total Expenditure	108,501	29,990	29,680	6,647	5,219	180,037

(subject to rounding – tolerance +/- £1k)

Funding	2025/26 £000	2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000	Total £000
Grant & Other Contributions	(60,800)	(9,736)	(9,558)	(780)	-	(80,874)
Prudential Borrowing	(39,855)	(17,480)	(17,660)	(3,343)	(3,000)	(81,338)
Revenue Contributions	(3,193)	(206)	(210)	(215)	(219)	(4,043)
Capital Receipts	(4,653)	(2,567)	(2,252)	(2,309)	(2,000)	(13,781)
Grand Total	(108,501)	(29,990)	(29,680)	(6,647)	(5,219)	(180,037)

(subject to rounding – tolerance +/- £1k)

- 2.2 Following the 2025/26 Q1 report which was approved at Cabinet on 22 September 2025, the 2025/26 Capital Programme has been revised to reflect any additional funding and/or anticipated reprofiling.

New Funding

2.3 Since the last published Q1 report, additional funding streams across the 2025-2030 programme represent an increase of £5.445m from £212.981m in Q1 to a total programme of £218.426m in M5 (movement of £0.405m from M4-M5). This additional funding across all years is identified below, and Table 2 shows the revised profile of the 5 year programme.

- £4.454m - New Transport Investment
 - £0.241m - New S106 Funding for Moston Brook
 - £0.216m - Additional Allocation of Devolved Formula Capital Grant
 - £0.128m - New Smaller grant allocations and contributions
 - £0.606m – New United Utilities Grant –
 - (£0.200m) - Removal of Road Safety Budget in Aug
- £5.445m Total**

Rephasing & Acceleration of Schemes

2.4 In addition to new funding streams there has been some rephasing of Active Travel Budget of £135k from the current financial year to 2026/27 & 2027/28, and acceleration of £377k of funding on IT Projects (each in Month 4).

2.5 The revised capital programme for 2025/26 to 2029/30, considering all the above amendments in arriving at the revised forecast position, is shown in Table 2 together with the projected financing profile.

Table 2 – 2025/26 to 2029/30 Current Capital Programme (all years)

Directorate Budget	2025/26 £000	2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000	TOTAL £000
Community Health and Adult Social Care	4,620	3,000	3,500	-	-	11,120
Children's Services	6,573	7,786	6,456	2,184	-	22,999
Communities	245	-	-	-	-	245
Heritage, Libraries and Arts	491	-	-	-	-	491
Place	101,334	17,737	15,531	1,955	-	136,558
Housing Revenue Account (HRA)	1,403	7,195	2,220	215	219	11,252
Corporate/Information Technology (IT)	3,956	2,137	2,595	1,877	-	10,565
Capital, Treasury & Technical Accounting	3,600	63	4,373	5,077	5,000	18,113
Funding for Emerging Priorities	-	2,577	2,000	2,506	3,411	7,084
Grand Total	122,222	45,072	34,676	11,237	5,219	218,426

(subject to rounding – tolerance +/- £1k)

Funding	2025/26 £000	2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000	TOTAL £000
Grant & Other Contributions	(81,148)	(21,344)	(16,114)	(780)	-	(119,386)
Prudential Borrowing	(34,026)	(18,970)	(16,260)	(7,933)	(3,000)	(80,189)
Revenue Contributions	(1,486)	(2,195)	(210)	(215)	(219)	(4,325)
Capital Receipts	(5,562)	(2,563)	(2,092)	(2,309)	(2,000)	(14,527)
Grand Total	(122,222)	(45,072)	(34,676)	(11,237)	(5,219)	(218,426)

(subject to rounding – tolerance +/- £1k)

- 2.6 This leaves the revised 2025/26 capital programme at £122.222m compared with the Q1 position presented to Cabinet of £116.579m, an increase of £5.643m between Q1 and M5 (£5.238m M3-M4) all of which have been approved as part of other decision processes within July and August – as below:

Schemes/Funding 2025/26 only	£m
New Transport Investment	4.454
New S106 Funding for Moston Brook	0.241
Additional Allocation of Devolved Formula Capital Grant	0.216
New DFG Contributions	0.038
New RCCO Contributin for Public ROW	0.004
New Funding for Oldham Music Service purchase of instruments	0.041
New United Utilities Grant towards Snipe Gardens Drainage	0.606
Removal of Road Safety schemes to be delivered by TFGM	(0.200)
New Funding Total	5.400
Rephased Active Travel into future years	(0.135)
Acceleration of IT Projects	0.378
Reprofiling Total	0.243
Overall Total	5.643

- 2.7 As a result of the approved movements since the last reporting period the current 2025/26 Programme is presented in Table 3 by Directorate below.

Table 3 – Current year

Directorate Budget	Capital Strategy 2025-30 £000	Revised Budget (M03) £000	Approved Virements (M04& M05) £000	Proposed Virements (M04 & M05) £000	Current Budget (M05) £000	Spend to M05 £000
Community Health and Adult Social Care	4,106	4,582	38	-	4,620	1,080
Children's Services	10,482	6,357	216	-	6,573	394
Communities	338	245	-	-	245	-
Heritage, Libraries and Arts	-	449	42	-	491	250
Place	80,617	96,364	4,970	-	101,334	17,921
Housing Revenue Account (HRA)	3,193	1,403	-	-	1,403	1
Corporate/Information Technology (IT)	3,165	3,579	377	-	3,956	395
Capital, Treasury & Technical Accounting	3,600	3,600	-	-	3,600	-
Funding for Emerging Priorities	3,000	-	-	-	-	-
Grand Total	108,501	116,579	5,643	-	122,222	20,042

(subject to rounding – tolerance +/- £1k)

- 2.8 Given that this is the position as at Month 5 and in view of the current challenges being faced including the pressure caused by the economic position, there must remain an element of uncertainty about the forecast position. A further breakdown of Table 3 on a service-by-service area basis is shown at Appendices A to I.
- 2.9 Actual expenditure to 31 August was £20.042m (16.4% of the proposed forecast outturn). This spending profile is lower than last year's (23.5%). The position will be kept under review and budgets will be managed in accordance with forecasts.

Capital Receipts

- 2.10 The capital programme requires the availability of £5.562m of capital receipts in 2025/26 for financing purposes. This includes £2.600m to support transformational activity in the General Fund using the flexibility allowed by Government.

The total net usable capital receipts currently received in year is £0.480m, the first call being the £2.600m outlined above.

- 2.11 The capital receipts position as at 31 August 2025 is as follows:

Table 4 – Capital Receipts 2025/26

	£000	£000
Capital Receipts Financing Requirement		5,562
Usable Capital Receipt b/fwd.	-	
Actual capital receipts received to date	(480)	
Identified in year capital receipts	(4,520)	
Anticipated shortfall in 2025/26		562

(subject to rounding – tolerance +/- £1k)

- 2.12 Given the significant amount of capital receipts needed to finance the capital programme in this and future years it is imperative that the capital receipts/disposal schedule is adhered to. This is monitored at the monthly Capital Receipts meeting and will be subject to on-going review throughout the year. It is of course recognised that the ongoing economic instability with high interest rates and the impact on borrowing costs, coupled with the increase cost of living will continue to impact on business/economic activities making capital disposals more challenging.
- 2.13 The Capital Strategy and Capital Programme 2025/30 incorporates an expectation of the level of receipts that is anticipated in each of the respective years and therefore an estimate as to the resultant level of over or under programming in order to present a balanced budget. As can be seen below, the most recent review has produced a forecast which is below the financing projections included in Table 2. Should the currently estimated position prevail then the position would be as illustrated in the table below:

Table 5 – Capital Receipts 2025/26 to 2029/30

Capital Receipts	2025/26 £000	2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000
Capital Receipts Carried Forward	-	562	(4,465)	(4,913)	(2,860)
Identified Capital Receipts	(4,520)	(7,590)	(2,540)	(256)	-
Received in year	(480)				
Total Receipts	(5,000)	(7,028)	(7,005)	(5,169)	(2,860)
Capital Receipts Financing Requirement	5,562	2,563	2,092	2,309	2,000
Over/(Under) programming	562	(4,465)	(4,913)	(2,860)	(860)

(subject to rounding – tolerance +/- £1k)

- 2.14 The capital receipts forecast is currently higher than the required amount, given that this is the month 4 position and there is the opportunity for the forecast to change, at this stage it is considered appropriate to retain the original forecast and review this during the course of the current year. The consequence should the level of capital receipts fall is either, a corresponding increase in the level of prudential borrowing and hence an impact on the revenue budget, or a reduction in the overall capital programme.

Annual Review of the Capital Programme

- 2.15 In accordance with previous practice, there is once again a review of the capital programme during the financial year. This is examining any further opportunities to reallocate, decommission or reprofile resources. It will also include an in-depth analysis of capital receipts to support a revised forecast.

3 Conclusion

- 3.1 Whilst the current projected position is showing the outturn to match the budget, a detailed review of the capital programme (the Annual Review) is being undertaken to establish if there are any surplus resources that can be realigned or any further re-profiling required. It is therefore likely that there will be further rephasing across all years to reflect developments relating to individual projects/schemes.

- 3.2 The capital programme is being continually monitored and is reported to Members on a regular basis.

4 **Appendices**

- 4.1 Appendix A - SUMMARY – Month 5 - Community Health and Adult Social Care
Appendix B - SUMMARY – Month 5 - Children's Service
Appendix C - SUMMARY – Month 5 - Communities
Appendix D - SUMMARY – Month 5 - Heritage, Libraries and Arts
Appendix E - SUMMARY – Month 5 - Place
Appendix F - SUMMARY – Month 5 - Housing Revenue Account (HRA)
Appendix G - SUMMARY – Month 5 - Corporate/Information Technology
Appendix H - SUMMARY – Month 5 - Capital Treasury and Technical Accounting
Appendix I - SUMMARY – Month 5 - Funding for Emerging Priorities

SUMMARY – Month 5 (August 2025) - Community Health and Adult Social Care

APPENDIX A

Service area	Original Budget	Revised Budget (M03)	Approved Virements (M04 & M05)	Proposed Virements (M4 & M05)	Revised Budget (M04 & M05)	Expend to M05
Adult Services	4,106	4,582	38	-	4,620	1,080
Community Health and Adult Social Care Total	4,106	4,582	38	-	4,620	1,080

(subject to rounding – tolerance +/- £1k)

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SUMMARY – Month 5 (August 2025) – Children’s Service

APPENDIX B

Service area	Original Budget	Revised Budget (M03)	Approved Virements (M04 & M05)	Proposed Virements (M4 & M05)	Revised Budget (M04 & M05)	Expend to M05
Children, Young People and Families (CYPF)	1,000	1,378	-	-	1,378	216
Schools - General Provision	6,473	2,368	-	-	2,368	107
Schools – Primary	-	994	208	-	1,202	71
Schools – Secondary	3,009	1,608	-	-	1,607	1
Schools – Special	-	10	8	-	18	-
Schools – New Build	-	-	-	-	-	-
Children’s Service Total	10,482	6,357	216	-	6,573	394

(subject to rounding – tolerance +/- £1k)

SUMMARY – Month 4 (August 2025) – Communities

APPENDIX C

Service area	Original Budget	Revised Budget (M03)	Approved Virements (M04 & M05)	Proposed Virements (M4 & M05)	Revised Budget (M04 & M05)	Expend to M05
Local Investment Fund	338	245	-	-	245	-
Communities Total	338	245	-	-	245	-

(subject to rounding – tolerance +/- £1k)

SUMMARY – Month 5 (August 2025) – Heritage, Libraries and Arts

APPENDIX D

Service area	Original Budget	Revised Budget (M03)	Approved Virements (M04 & M05)	Proposed Virements (M4 & M05)	Revised Budget (M04 & M05)	Expend to M05
Heritage, Libraries and Arts	-	449	42	-	491	250
Heritage, Libraries and Arts Total	-	449	42	-	491	250

(subject to rounding – tolerance +/- £1k)

SUMMARY – Month 5 (August 25) – Place

APPENDIX E

Service area	Original Budget	Revised Budget (M03)	Approved Virements (M04 & M05)	Proposed Virements (M4 & M05)	Revised Budget (M04 & M05)	Expend to M05
Asset Management – Corporate Premises	2,670	4,336	-	-	4,336	840
Asset Management - Education Premises	1,148	1,707	-	-	1,707	37
Boroughwide Developments	28,177	24,896	2,008	-	26,904	7,736
Boroughwide District Projects	17	27	-	-	27	-
Cemeteries and Crematorium	-	-	-	-	-	7
Countryside	80	39	-	-	39	2
Parks	13	656	241	-	897	421
Playing Fields & Facilities	-	49	-	-	49	-
Parks & Playing Fields	11	11	-	-	11	-
Private Housing	5,677	12,246	-	-	12,246	38
Strategic Acquisitions	1,647	2,147	-	-	2,147	851
Town Centre Developments	27,593	29,820	(2,008)	-	27,812	6,147
Accident Reduction	744	1,143	(130)	-	1,013	144
Bridges & Structures	4,107	7,779	1,705	-	9,484	390
Fleet Management	175	248	-	-	248	-
Highway Major Works/Drainage schemes	8,498	10,683	2,990	-	13,673	1,232
Minor Works	60	469	163	-	632	63
Miscellaneous	-	109	-	-	109	11
Place Total	80,617	96,364	4,970	-	101,334	17,921

(subject to rounding – tolerance +/- £1k)

SUMMARY – Month 5 (August 2025) - Housing Revenue Account (HRA)

APPENDIX F

Service area	Original Budget	Revised Budget (M03)	Approved Virements (M04 & M05)	Proposed Virements (M4 & M05)	Revised Budget (M04 & M05)	Expend to M05
Housing Revenue Account	3,193	1,403	-	-	1,403	1
HRA Total	3,193	1,403	-	-	1,403	1

(subject to rounding – tolerance +/- £1k)

- - - - -

SUMMARY – Month 5 (August 2025) – Corporate/Information Technology (IT)

APPENDIX G

Service area	Original Budget	Revised Budget (M03)	Approved Virements (M04 & M05)	Proposed Virements (M4 & M05)	Revised Budget (M04 & M05)	Expend to M05
Information Technology	3,165	3,579	377	-	3,956	395
Information Technology Total	3,165	3,579	377	-	3,956	395

(subject to rounding – tolerance +/- £1k)

SUMMARY – Month 5 (August 2025) – Capital Treasury and Technical Accounting

APPENDIX H

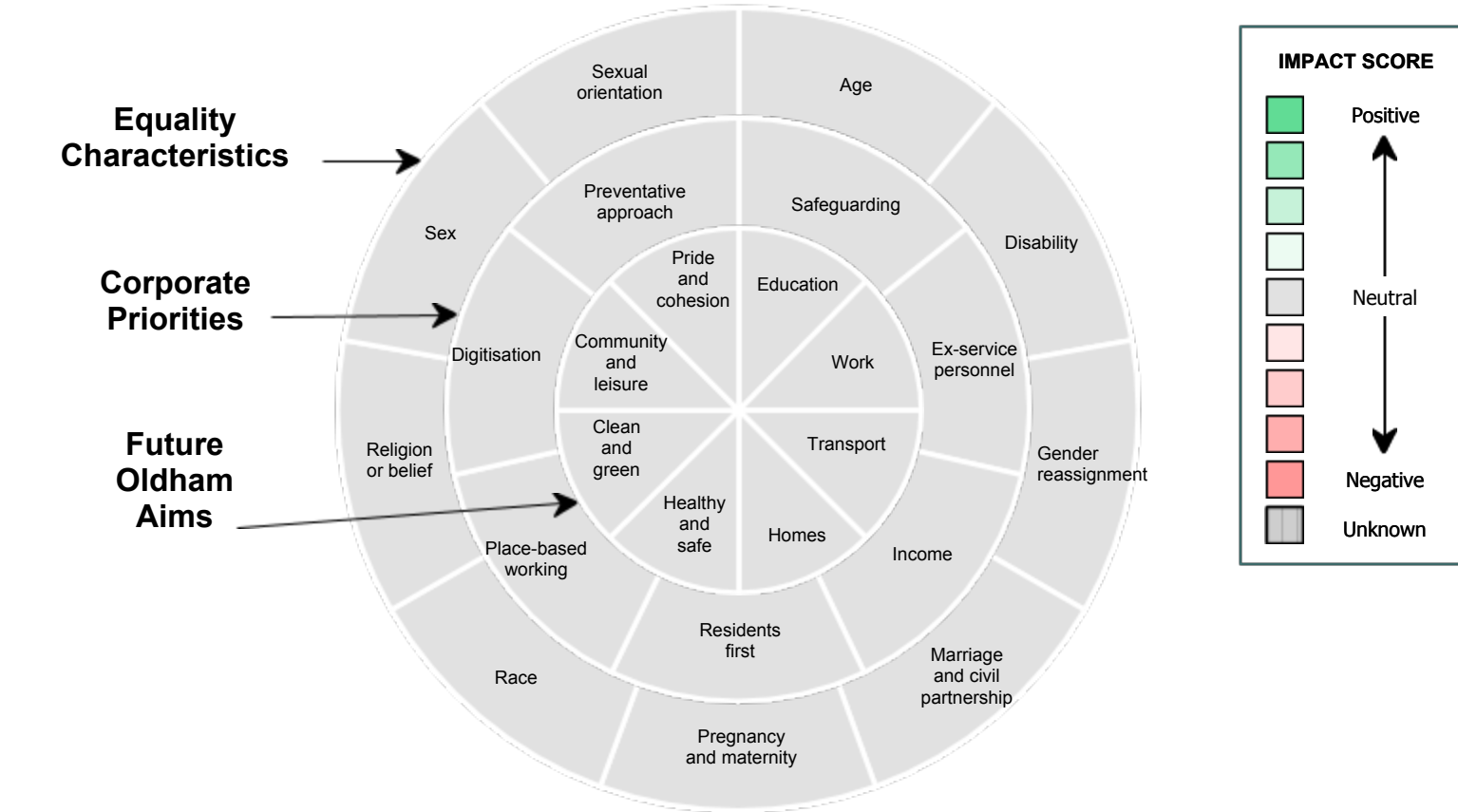
Service area	Original Budget	Revised Budget (M03)	Approved Virements (M04 & M05)	Proposed Virements (M4 & M05)	Revised Budget (M04 & M05)	Expend to M05
Cross Cutting /Corporate	3,600	3,600	-	-	3,600	-
Capital Treasury and Technical Accounting Total	3,600	3,600	-	-	3,600	-

(subject to rounding – tolerance +/- £1k)

SUMMARY – Month 5 (August 2025) - Funding for Emerging Priorities

APPENDIX I

Service area	Original Budget	Revised Budget (M03)	Approved Virements (M04 & M05)	Proposed Virements (M4 & M05)	Revised Budget (M04 & M05)	Expend to M05
Funding for Emerging Priorities	3,000	-	-	-	-	-
Funding for Emerging Priorities Total	3,000	-	-	-	-	-
(subject to rounding – tolerance +/- £1k)						
TOTAL	108,501	116,579	5,642	-	122,222	20,042



Annex 3- EIA: Financial Monitoring 25/26 (Mth 5)				
	Impact	Likelihood	Duration	Comment
Equality Characteristics				
Age	Neutral	Possible	Short Term	The report considers the 2025/26 financial position of the Council at Month 5 (31 August 2025) and as such, in isolation has no direct impact on Equality
Disability	Neutral	Possible	Short Term	As Above
Gender reassignment	Neutral	Possible	Short Term	As Above
Marriage and civil partnership	Neutral	Possible	Short Term	As Above
Pregnancy and maternity	Neutral	Possible	Short Term	As Above
Race	Neutral	Possible	Short Term	As Above
Religion or belief	Neutral	Possible	Short Term	As Above
Sex	Neutral	Possible	Short Term	As Above
Sexual orientation	Neutral	Possible	Short Term	As Above
Corporate Priorities				
Safeguarding	Neutral	Possible	Short Term	The report considers the 2025/26 financial position of the Council at Month 5 (31 August 2025) and as such, in isolation has no direct impact on Equality
Ex-service personnel	Neutral	Possible	Short Term	As Above
Income	Neutral	Possible	Short Term	As Above
Residents first	Neutral	Possible	Short Term	As Above
Place-based working	Neutral	Possible	Short Term	As Above
Digitisation	Neutral	Possible	Short Term	As Above
Preventative approach	Neutral	Possible	Short Term	As Above
Future Oldham Aims				
Education	Neutral	Possible	Short Term	The report considers the 2025/26 financial position of the Council at Month 5 (31 August 2025) and as such, in isolation has no direct impact on Equality
Work	Neutral	Possible	Short Term	As Above
Transport	Neutral	Possible	Short Term	As Above
Homes	Neutral	Possible	Short Term	As Above
Healthy and safe	Neutral	Possible	Short Term	As Above
Clean and green	Neutral	Possible	Short Term	As Above
Community and leisure	Neutral	Possible	Short Term	As Above
Pride and cohesion	Neutral	Possible	Short Term	As Above

Report to CABINET

Sites of Biological Importance Update

Portfolio Holder: Cllr Elaine Taylor Cabinet Member for Neighbourhoods

Officer Contact: Emma Barton, Deputy Chief Executive – Place

Report Author: Georgina Brownridge, Senior Planning Officer
Ext. [1670]

20 October 2025

Reason for Decision

The reason for this decision is to designate a new Site of Biological Importance (SBI) and adopt changes which have occurred to other SBI boundaries within the borough.

Appendix 1 provides a map of the new SBI (Ladcastle Heath) and maps of the other SBI boundary changes (Medlock Headwater & Strinesdale, Moorgate Quarry and Armit Road Lodge). These changes are outlined in Appendix 2 and 3 alongside details of the other SBIs reviewed.

Executive Summary

The Greater Manchester Ecology Unit (GMEU) periodically survey SBI's across Greater Manchester as part of a continuous process and notifies the council when there are changes that need to be made to the designations. This report outlines changes to SBIs from site surveys carried out by GMEU in 2022 (received 2025).

The report seeks to designate a new Site of Biological Importance (SBI) – Ladcastle Heath and adopt changes which have occurred to other SBI boundaries within the borough, as outlined in Appendix 1, 2 and 3.

Recommendations

1. To designate a new Site of Biological Importance (SBI) – Ladcastle Heath and adopt changes which have occurred to other SBI boundaries within the borough, as outlined in Appendix 1, 2 and 3; and to
2. Note the District Synopsis and District Fact Sheet.

Sites of Biological Importance Update**1 Background**

- 1.1 The Greater Manchester Ecology Unit (GMEU) periodically surveys SBI's across Greater Manchester as part of a continuous process and notifies the Council when there are changes that need to be made to the designations. There may be boundary or grade changes, or where new sites are identified, or existing sites deleted.
- 1.2 The report links to the Council priorities of a 'Great Place to Live' and 'Green and Growing', in that it looks to protect SBIs which are a local nature designation.
- 1.3 In terms of implications, the risks of not adopting the changes to the SBIs will result in the Council failing to utilise the most recent and up-to-date specialist ecological advice available. This may result in the Council determining planning applications, formulating policy, or providing advice based on out-of-date information and evidence. The Council may also be failing its biodiversity duty and failing to have regard to the GM Local Nature Recovery Strategy (LNRS).

2 Current Position

- 2.1 This report outlines changes to SBIs from site surveys carried out by GMEU in 2022 (received 2025). GMEU have always reported after the survey year, but this gap has increased.
- 2.2 During the review period, no sites were removed from the Register.
- 2.3 Ladcastle Heath (Grade B), an area of 4.9ha of mostly upland heath and acid grassland was added to the register. This site is within the Green Belt and includes an area that is already designated as a Site of Special Scientific Interest (SSSI) named 'Ladcastle and Den Quarries'. The site is bordered to the east by the railway line. The site is not within Council ownership.
- 2.4 Medlock Headwater & Strinesdale gained 0.4ha due to the inclusion of additional areas of woodland.
- 2.5 Moorgate Quarry gained 0.1ha due to technical reasons, which are often due to the increasing accuracy used to draw boundaries and measure areas.
- 2.6 Armit Road Lodge lost 0.3ha due the degradation of the grassland habitat due to lack of management. This is not in Council ownership.
- 2.7 Ashes Clough and Thornley Brook Wood were also visited to be assessed for SBI potential, however further survey is required once permitted development has been completed.
- 2.8 Overall, there has been a net gain in the hectarage of SBIs by 2.6% since the 2021 review. Oldham has a total of 40 SBIs (one being within the Peak District National Park), which has increased overtime from 18 since 1984.

3 Options/Alternatives

- 3.1 **Option 1** - To designate a new Site of Biological Importance (SBI) – Ladcastle Heath and adopt changes which have occurred to other SBI boundaries within the borough, as outlined in Appendix 1, 2 and 3. The advantage of this option is that the SBI will be subject to the principles set out in National Planning Policy Framework (NPPF) to avoid, mitigate and as a last resort compensate any harm. It will also contribute to the GM Local Nature Recovery Strategy (LNRS) Target 1: To increase the amount of land designated for nature by 5,000ha by 2035, growing this from 11% to 15% of the city-region. There are no disadvantages to this option.
- 3.2 **Option 2** – To not designate a new Site of Biological Importance (SBI) – Ladcastle Heath and to not adopt changes which have occurred to other SBI boundaries within the borough, as outlined in Appendix 1, 2 and 3. The disadvantage is that the new SBI and boundary additions will not have been designated and therefore the full extent of the SBI's may not be given due consideration under NPPF, Places for Everyone (PfE) and the Local Plan. This option would not contribute to the LNRS Target 1: To increase the amount of land designated for nature by 5,000ha by 2035, growing this from 11% to 15% of the city-region. There are no advantages to this option.

4 Preferred Option

- 4.1 Option 1 is the preferred option - to designate a new Site of Biological Importance (SBI) – Ladcastle Heath and adopt changes which have occurred to other SBI boundaries within the borough, as outlined in Appendix 1, 2 and 3.

5 Consultation

- 5.1 No consultation undertaken. When surveying sites GMEU follow the guidelines set out in the GMEU '[SBI Selection Guidelines](#)'¹. This Report is presented in an open and transparent manner.

6 Financial Implications

- 6.1 There are no direct financial implications arising from the designation itself, as the process is primarily policy-led and supported through existing staff resources.

(Mohammed Hussain)

7 Legal Implications

- 7.1 Designating land as a Site of Biological Importance enables appropriate planning policies in the NPPF and the Council's Local Plan to be applied in respect of planning applications affecting the land. In accordance with the scheme of delegation for Local Development Framework matters, updates to the Sites of Biological Importance are regarded as part of the evidence base for the Local Plan and therefore the report can be approved by the Portfolio Member in consultation with the Executive Director. However, as the report affects 4 wards and is a key decision it is being considered by the Cabinet. (A Evans)

8 Equality Impact, including implications for Children and Young People

- 8.1 No. Please see Impact Assessment

¹ The SBI Selection Guidelines are available at https://gmlrc.org/sites_of_biological_importance/.



9 **Key Decision**

9.1 Yes

10 **Key Decision Reference**

11.1 RBO-09-25

12 **Background Papers**

12.1 Sites of Biological Importance Selection Guidelines (2024) -
https://gmlrc.org/sites_of_biological_importance/

13 **Appendices**

13.1 Appendix 1 - Maps of SBIs at Ladcastle Heath; Medlock Headwater and Strinesdale;
Moorgate Quarry and Armit Road Lodge.

Appendix 2 - District Synopsis

Appendix 3 – District Fact Sheet

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SITES OF BIOLOGICAL IMPORTANCE IN GREATER MANCHESTER
Greater Manchester Ecology Unit
Dukinfield Town Hall, King Street, Dukinfield, Tameside, SK16 4LA
(Private & Confidential)



Site Name: Ladcastle Heath

District: Oldham

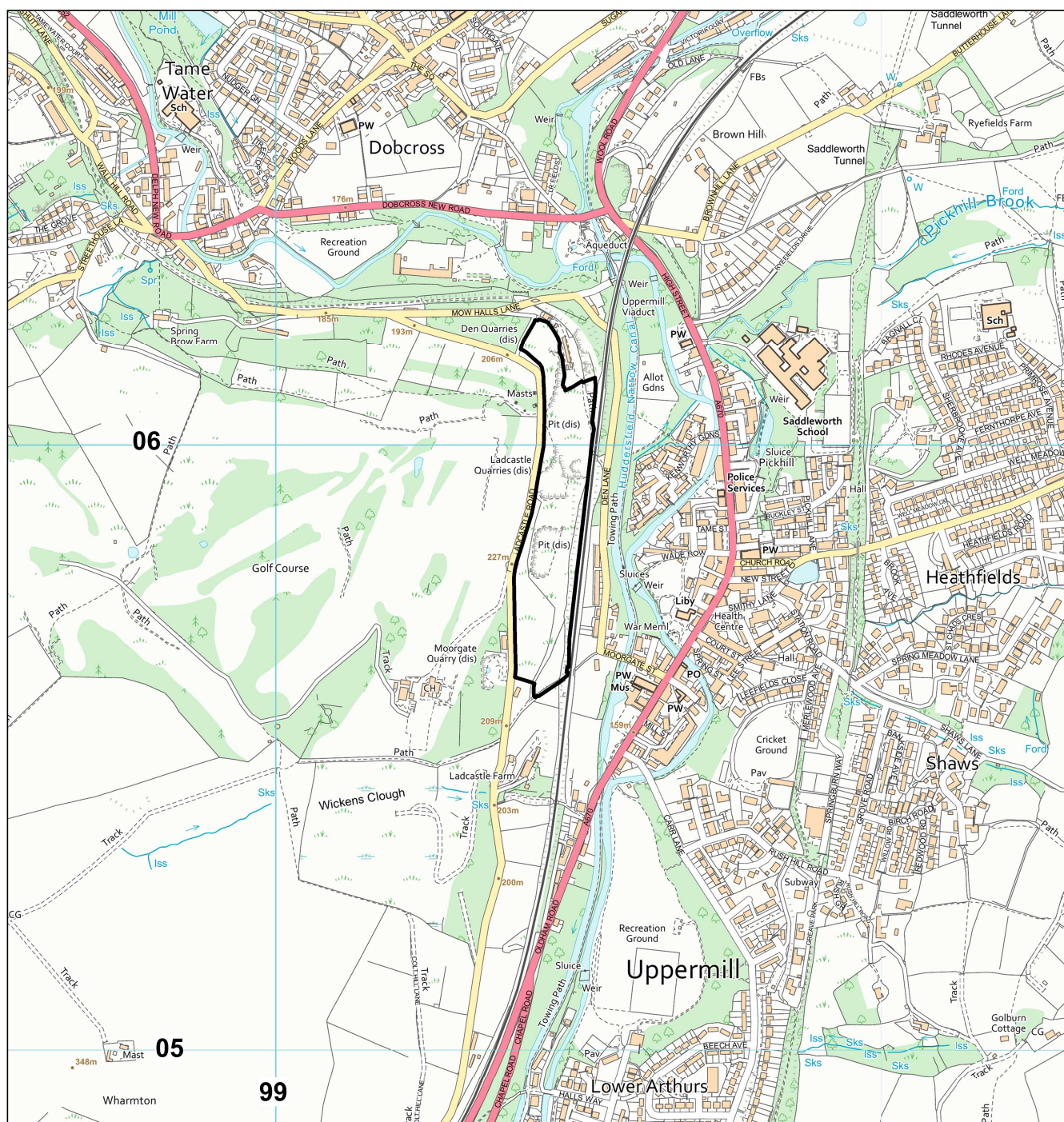
Location: Saddleworth

Grid Ref: SD994058

Grade: B

SITE LOCATION MAP (1:10,000)

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SITES OF BIOLOGICAL IMPORTANCE IN GREATER MANCHESTER
Greater Manchester Ecology Unit
Dukinfield Town Hall, King Street, Dukinfield, Tameside, SK16 4LA
(Private & Confidential)



Site Name: Medlock Headwater & Strinesdale

District: Oldham

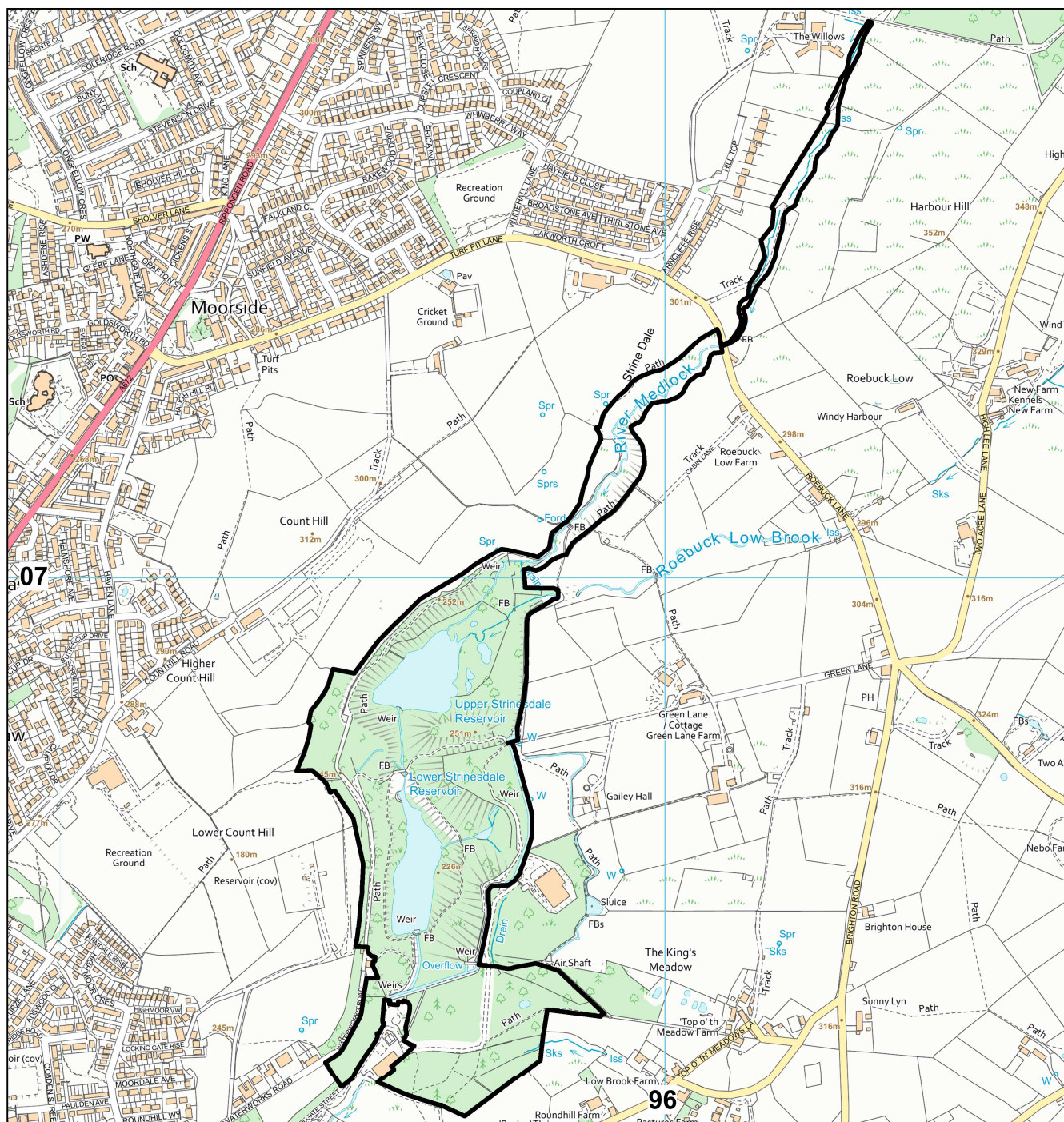
Location: Waterhead

Grid Ref: SD956068

Grade: B

SITE LOCATION MAP (1:10000)

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SITES OF BIOLOGICAL IMPORTANCE IN GREATER MANCHESTER
Greater Manchester Ecology Unit
Dukinfield Town Hall, King Street, Dukinfield, Tameside, SK16 4LA
(Private & Confidential)



Site Name: Armit Road Lodge

District: Oldham

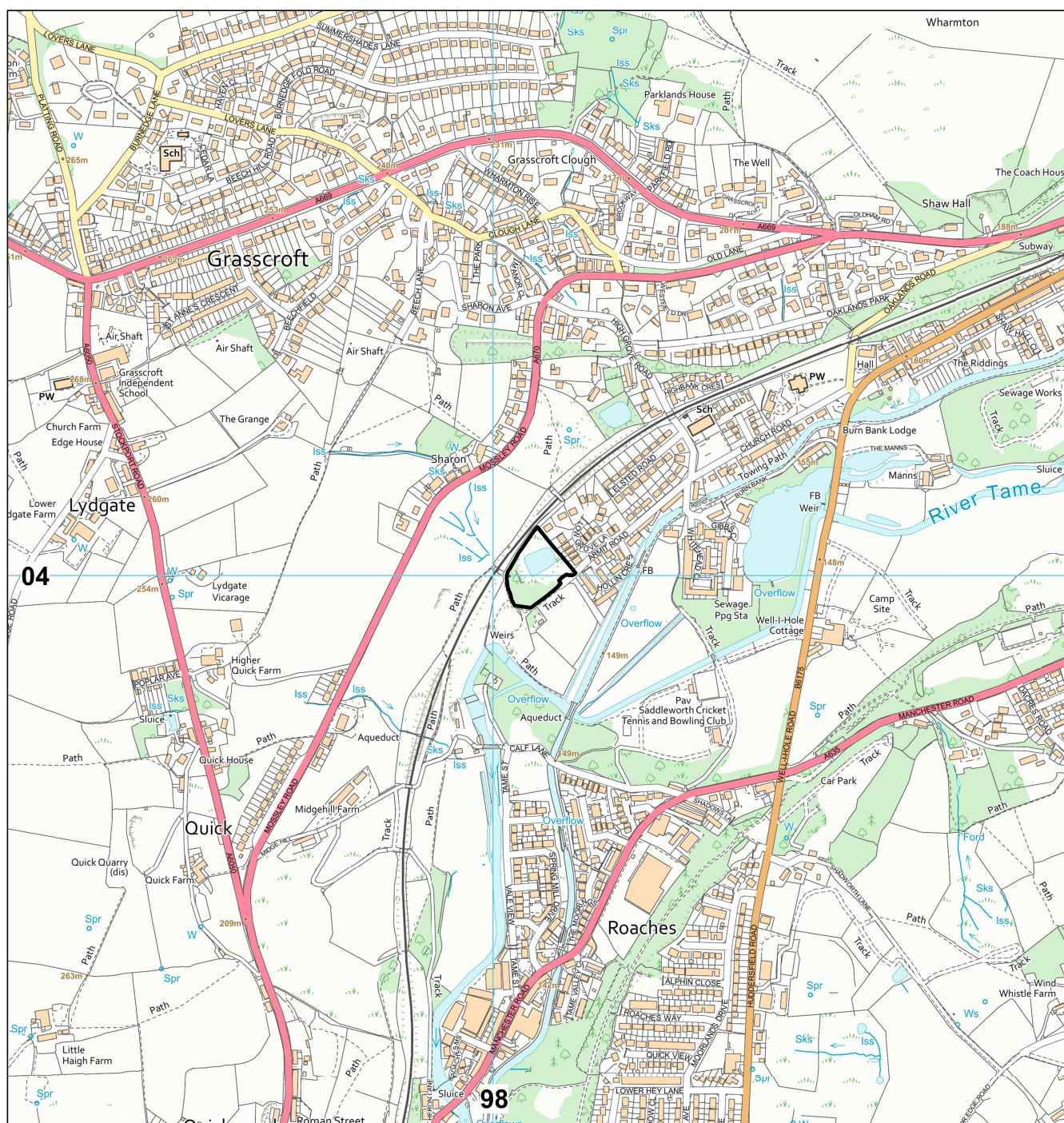
Location: Saddleworth

Grid Ref: SD981040

Grade: C

SITE LOCATION MAP (1:10000)

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SITES OF BIOLOGICAL IMPORTANCE IN GREATER MANCHESTER
Greater Manchester Ecology Unit
Dukinfield Town Hall, King Street, Dukinfield, Tameside, SK16 4LA
(Private & Confidential)



Site Name: Moorgate Quarry

District: Oldham

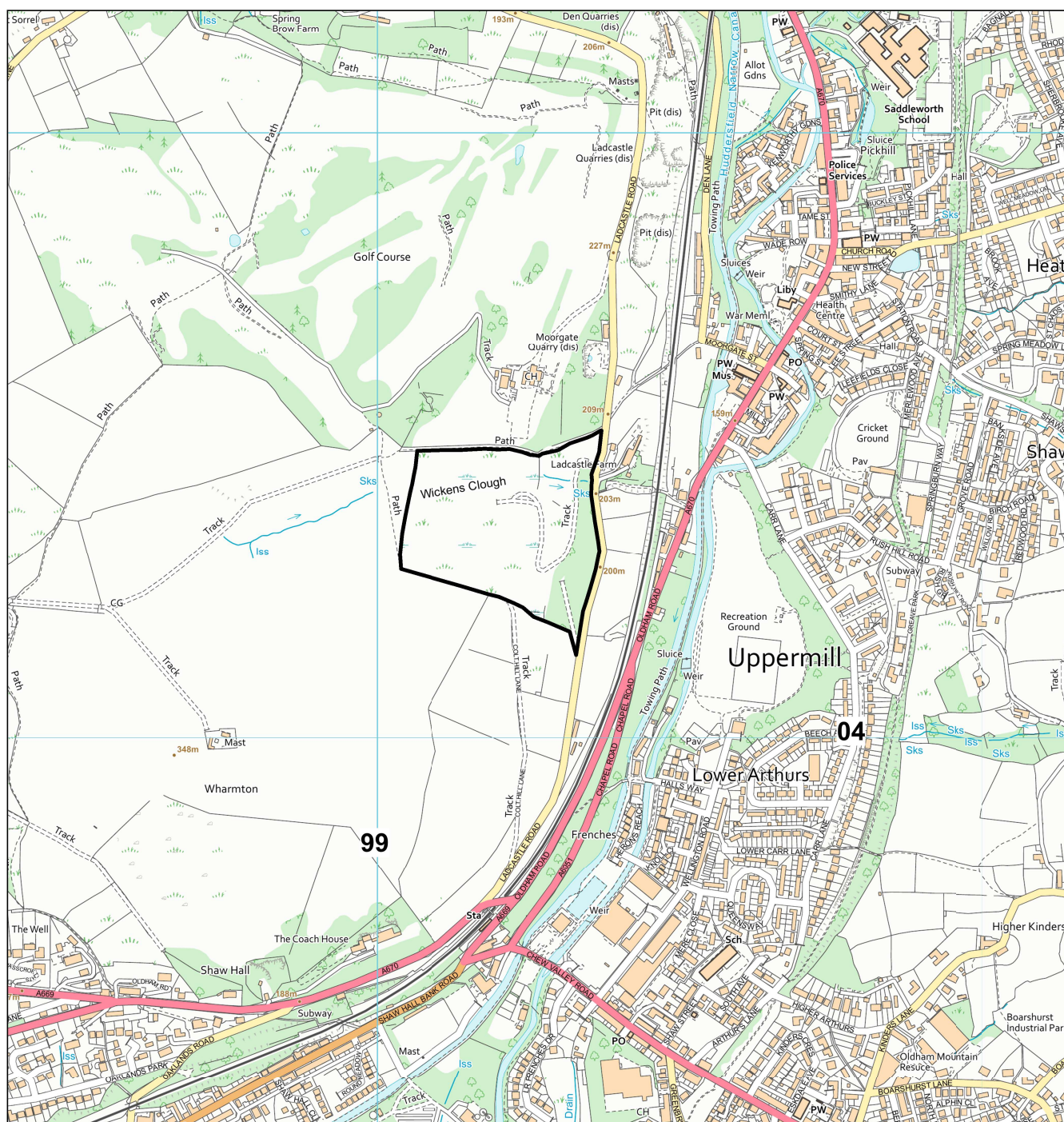
Location: Uppermill

Grid Ref: SD992053

Grade: B

SITE LOCATION MAP (1:10,000)

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SBI REVIEW - 2022

OLDHAM – DISTRICT SYNOPSIS



Due to the ongoing effects of the Covid pandemic in the review year January – December 2022, the Ecology Unit visited 6 SBIs and potential SBIs, representing some 15% of Oldham's SBIs.

During the review period, no sites were removed from the Register.

Ladcastle Heath, an area of 4.9ha of mostly upland heath and acid grassland, was added to the register.

Medlock Headwater & Strinesdale gained 0.4ha due to the inclusion of additional areas of woodland.

Moorgate Quarry gained 0.1ha due for technical reasons (see below)

Armit Road Lodge lost 0.3ha due the degradation of the grassland habitat due to lack of management.

Technical gains and losses are often due to the increasing accuracy used to draw boundaries and measure areas. Techniques used include orthorectified aerial photographs, which can be overlaid on the GIS system with the OS map base. This enables boundaries to be drawn to the edges of habitats where a clearly definable ground feature (e.g. fences, walls, streams) is not appropriate to use. In addition site areas are automatically calculated by the GIS system and a new OS base was acquired in 2021.

Ashes Clough and Thornley Brook Wood were also visited to be assessed for SBI potential but further survey is required once permitted development has been completed.

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SITES OF BIOLOGICAL IMPORTANCE IN OLDHAM 2022 REVIEW



DISTRICT FACT SHEET (All areas in hectares)

OLDHAM

				Net Change 2021 – 2022	
	1984	2021	2022	No.	%
TOTAL NUMBER OF SBIS	18	39	40	+1	+2.6
TOTAL AREA OF SBIS	142.4	3463.7	3468.8	+5.1	+0.1
TOTAL NUMBER GRADE A	2	10	10	-	-
TOTAL AREA GRADE A	29.8	3288.3	3288.3	-	-
TOTAL NUMBER GRADE B	5	16	17	+1	+6.3
TOTAL AREA GRADE B	62.1	132.9	138.3	+5.4	+4.1
TOTAL NUMBER GRADE C	11	13	13	-	-
TOTAL AREA GRADE C	50.5	42.5	42.2	-0.3	-0.7
Grid Ref	Change in Grade of existing SBI			2020	2021
-	-			-	-
Grid Ref	New Sites			Grade	Area
SD994058	Ladcastle Heath			B	4.9
Grid Ref	Site Deleted in Part or in Total		Grade	Area lost	Present Total
SD981040	Armit Road Lodge		C	0.3	0.8
Grid Ref	Partial Gains		Grade	Area Gained	Present Total
SD956068	Medlock Headwater & Strinesdale		B	+0.4	27.6
SD992053	Moorgate Quarry		B	+0.1	7.8
Grid Ref	Site visited with no change/change to description only				
-	-				

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Report to CABINET

Temporary Accommodation Procurement Exercises – Nightly-Paid and Emergency Accommodation

Portfolio Holder: Cllr. Arooj Shah, Leader of the Council and Cabinet Member for Growth

Officer Contact: Deputy Chief Executive (Place)

Report Author: Victoria Wood, Head of Housing Needs
Simon Shuttleworth, Service Manager for Strategic Housing Recovery

Email: simon.shuttleworth@oldham.gov.uk

20th October 2025

Reason for Decision

The Council has a statutory duty to house homeless households under the Housing Act 1996, as amended by the Homelessness Reduction Act 2017. Where prevention is not possible, and permanent housing cannot be found in sufficient time, the Council is obliged to provide temporary accommodation, until households can be accommodated permanently.

Current arrangements in relation to key elements of temporary accommodation provision in Oldham expire in the coming year, and require re-procuring, to ensure we have adequate access to accommodation for homeless households.

Recommendations

[

- (1) That a robust, transparent procurement and commissioning process is undertaken to procure the following:
 - a. A new framework for nightly-paid temporary accommodation
 - b. The provision of short-term emergency provision for temporary accommodation, via a dynamic market notice
- (2) That framework and contract-award decision making responsibilities are delegated to the Deputy Chief Executive (Place)

Temporary Accommodation Procurement Exercises – Nightly-Paid and Emergency Accommodation

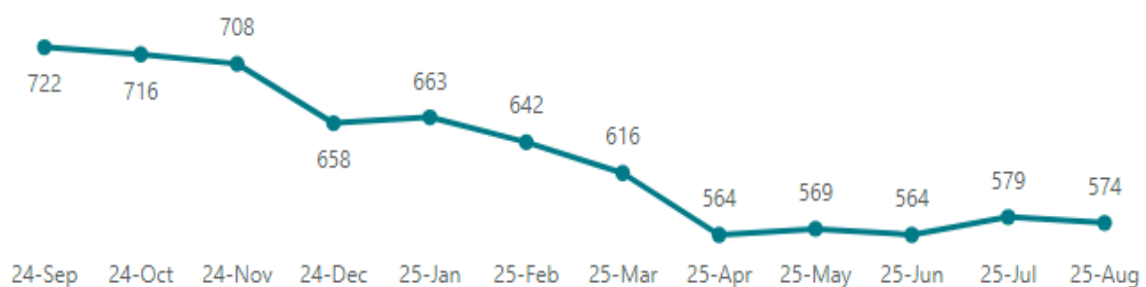
1 Background

- 1.1 As with other authorities across the country, Oldham faces a significant and ongoing challenge around homelessness, with a subsequent need to ensure sufficient access to temporary accommodation (TA), in order to ensure we are able to meet our statutory duties (predominantly under the Housing Act 1996, as amended by the Homelessness Reduction Act 2017), and ensure that we are able to provide suitable accommodation to households who become homeless.
- 1.2 In order to meet this need, while maintaining flexibility of provision over time, a number of different forms of TA are made use of. This includes nightly-paid accommodation, short-term emergency accommodation, and properties leased either from the private sector or social landlords.
- 1.3 In many cases, households are first housed in short-term emergency accommodation (often hotels), until more suitable TA can be offered, either in leased or nightly-paid accommodation.
- 1.4 The current framework for nightly-paid TA was procured under arrangements now coming to an end, and requires re-procuring, to ensure that we have access to sufficient accommodation for the coming years.
- 1.5 Short-term emergency accommodation was previously used on a spot-purchase basis, as it was less common. However, rising demand over recent years has meant that it has become a more regular solution, and a procurement exercise is now required, to ensure that the Council remains compliant.

2 Current Position

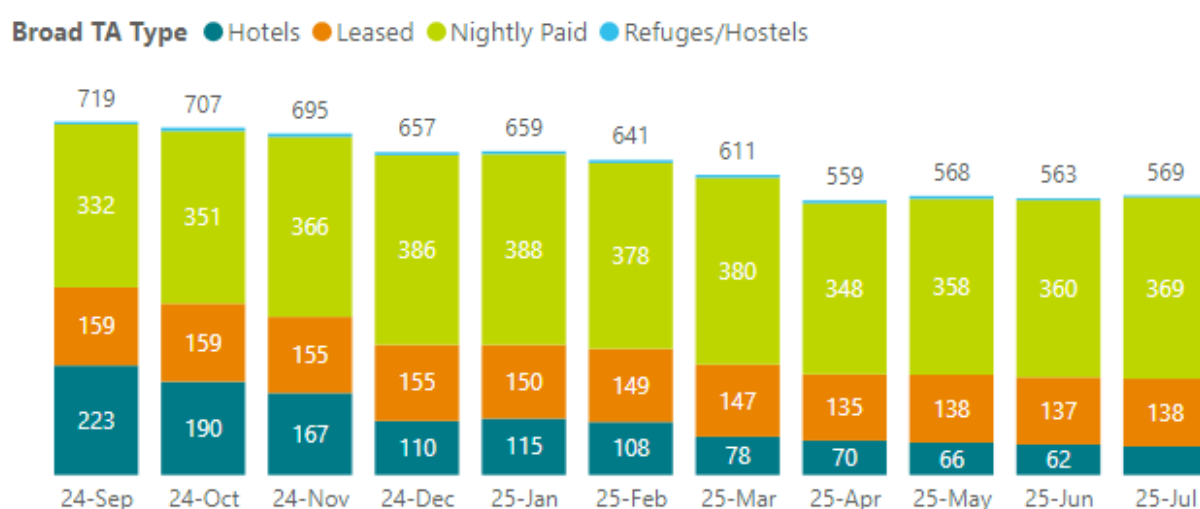
- 2.1 At the end of August 2025, there were 574 households in TA in Oldham. This has fallen from a peak of 722 in September 2024, but remains at a high level historically.

Households in all TA



- 2.2 Work continues by the Housing Options Service to reduce the numbers of households in TA. This work aims to focus more resource into prevention, to help people stay in their current accommodation, or identify alternative accommodation, before being made homeless.
- 2.3 Initial work has allowed us to significantly reduce the use of short-term emergency accommodation, bringing down the number of hotel placements, as shown below (note that there is a slight discrepancy in numbers compared to the graph at 2.1, as a small number of placements are closed retrospectively)

Type of accommodation used for TA, Last day of each Month



- 2.4 At the same time, the TA Mitigations workstream is looking at how we can bring onboard better quality, and lower cost TA, through a number of routes, such as the proposed redevelopment of Met Place, exploring more leasing of properties, and working with social housing providers to bring in more stock.
- 2.5 Even with this work, there will be a need to continue to make use of current models of TA provision for the foreseeable future, while we look to both bring down the numbers of people needing TA and also switch to more sustainable approaches. What follows gives an overview of two key procurement exercises that will be needed in the near future, in order to ensure we have access to appropriate provision.

3 Proposed Procurement Exercises

3.1 Nightly-paid Accommodation

Nightly paid accommodation currently forms a core part of the Council's TA provision. As the term suggests, placements into this type of accommodation are

done on a nightly basis, allowing flexibility of use, as we are not obliged to keep a household in this accommodation for any specified period of time. Likewise, the Council is not tied to any minimum usage of this type of accommodation, allowing access to sufficient accommodation as demand rises or falls.

While this type of provision allows flexibility in meeting our obligations, it is a more costly option than using longer-term arrangements, such as leasing. In 2024/25, the Council spent around £5.8million on nightly-paid accommodation use (NB – it should be noted that the Council is able to reclaim Housing Benefit, which offsets a proportion of these costs).

In addition, the mix of provision in the nightly-paid market means that the accommodation provided can differ from one location to another. However, a large proportion of this accommodation is within houses of multiple occupation (HMO's), meaning that much of it involves the use of shared facilities.

The Council has a number of providers on a framework for nightly-paid accommodation. This framework expires in March 2026, so a procurement exercise is proposed, to ensure that we can continue accessing this type of provision for the future.

While this type of accommodation will continue to play an important part in ensuring that we are able to provide somewhere for homeless people to live, we have a clear aim to reduce our reliance on nightly-paid provision, both by continuing to reduce the number of households in TA, and also by exploring other types of accommodation.

3.2 Short-term Emergency Accommodation

The use of short-term accommodation for homeless households in Oldham has grown significantly in recent years. This type of accommodation allows for quick access to somewhere for households to stay until we can source more appropriate, longer-term TA, or permanent housing. As such, it is often the first place that a household is placed after their homelessness assessment. In many cases, this accommodation is provided by hotels which OBC have been using the current contract with our preferred travel provider, which is non-compliant, hence the need to tender specifically for these needs.

As with nightly-paid, use of this form of accommodation is expensive, with the Council spending in the region of £4.7million in 2024/25. Likewise, whilst we have reduced our reliance on emergency in recent months, meaning projected spend for 2025/26 is significantly less, it is another form of accommodation which will remain an important option for the foreseeable future. A procurement exercise for this accommodation is also needed, in order to be compliant going forward.

3.3 Procurement exercise summary

The exercises set out above are summarised in the following table. **NB** – costs for these procurements will be based on projected 2025/26 spend, where available, to provide an expected cost envelope for these exercises. However, these are call-off contracts, with no minimum spend required. Ongoing work will continue, in order to

reduce numbers of households in temporary accommodation, and to bring online alternative forms of accommodation, with a view to reducing overall spend.

Item	Projected potential cost	Notes
Nightly-paid accommodation (3.1)	£6.6million x 5 years (3+ option for 2-year extension) = total of up to £33million over five years, plus provision for inflation	Current arrangements expire March 2026. Requires procurement exercise to ensure continuity of service.
Short-term emergency accommodation (3.2)	£2.5million x 5 years (3+ option for 2-year extension) = total of up to £12.5million over five years, plus provision for inflation	Previously obtained on a spot-purchase basis. Requires procurement exercise to ensure compliant, given subsequent increase in use and spend. Projected to be lower costs going forward, do to work to bring down numbers in this form of accommodation.

4 Options/Alternatives

4.1 Option one:

That a robust, transparent procurement and commissioning process is undertaken to procure the following:

- a. A new framework for nightly-paid temporary accommodation
- b. The provision of short-term emergency provision for temporary accommodation, via a dynamic market notice

That framework and contract-award decision making responsibilities are delegated to the Deputy Chief Executive (Place), ensuring that the exercise and contract award are carried out in a timely fashion, in order to ensure that we have sufficient provision in place to meet our obligations around homelessness.

4.2 Option two:

That some or all of the above procurement exercises are not agreed. This would mean that the Council would have less access to appropriate short-term and temporary accommodation and may struggle to meet our statutory obligations.

5 Preferred Option

- 5.1 Option one is the preferred option, as it will ensure we have access to appropriate provision, in order to meet our statutory obligations.

6 Consultation

- 6.1 Consultation carried out with portfolio holder

7 Financial Implications

7.1 Nightly Paid Temporary Accommodation

Through this report, the Council is hoping to formalise the procurement of nightly paid temporary accommodation. Current financial estimates for the use of nightly paid temporary accommodation in 2025/26 is £6.6m. As outlined above this equates to £33m over a 5-year period.

It should be noted that the £33m amount is the value of a 5-year call-off order and serves as the maximum spend allowable under this arrangement and is not a financial commitment to the Council.

Short Term Emergency Accommodation

Through this report, the Council is hoping to formalise the procurement of short-term emergency accommodation. Current financial estimates for the use of short-term emergency accommodation in 2025/26 is £1.9m. Given the nature of this emergency provision, it is advised to build in an amount of flex within the procurement arrangements. For this reason, the report has assumed an amount of £2.5m potential short-term emergency accommodation spend per year. This equates to £12.5m over a 5-year period.

It should be noted again that the £12.5m amount is the value of a 5-year call-off order and serves as the maximum spend allowable under this arrangement and is not a financial commitment to the Council. (John Hoskins)

8 Legal Implications

- 8.1 Legal fully supports procurements statements below. This is a procurement under a closed framework in accordance with PCR 2015 on a standard framework basis.
(Michael Grocott)

9. Procurement Implications

9.1 Nightly Paid Accommodation

The recommendation for this procurement is that we tender for a new Framework to ensure compliance with the Procurement Act 2023. The existing Framework does not

allow us to make significant changes, such as an extension. However, it is not understood that an extension is to be requested as the current framework, it is felt, is not fully fit for purpose. The previous procurement for the current framework resulted in gaps in provision such as repairs and maintenance (no responses were received for this lot), it was also a closed framework which was the only form of framework permitted under PCR2015, and these do not allow for the addition at any point of any new suppliers. In addition, current providers have been requesting uplifts to pricing of up to 10% and this is considered a material change / significant. To give consideration to any provider that originally tendered but was not successful we are required to re-tender this Framework Agreement.

9.2 Short Term Emergency Accommodation

Previously obtained on a spot-purchase basis and currently non-compliant using Click Travel without a formal contract and via a framework where this is not within the remit of the framework. This is recognised by the framework owner who are seeking to modify the framework to accommodate this change. However, it is CPU's view that there is no legal way to act on such a significant modification due to the excessive value which would exceed the originally published contract value. As such, this requires a procurement exercise to ensure compliance given the subsequent increase in use and spend. The process identified is a Dynamic Market which is a new process under PA23, and there is no limit to the number of applicants that can be admitted. It should be noted that under a Dynamic Market, further competitions would be required to award work while the Dynamic Market is live, and these further competitions can only be run if over the thresholds are per PA23. This may require consideration for any below threshold requirements and the resource required when running further competitions. The council will set conditions for membership, this mechanism will allow for repeat procurements unlike a Framework Agreement, it will be open for applications throughout its term.

All of the above is subject to further consideration and a supporting Procurement Strategy to ensure that the long-term solutions completely fulfill the Councils requirements and any potential gaps in service are supported by a pre-planned approach. It is therefore strongly recommended that a risk assessment is undertaken as part of the Procurement Strategies for both requirements.

Oldham is acting independently due to the time constraints and urgency to provide these services. Further work needs to be undertaken to map out the procurement strategy to determine the type of framework that is required. This may include a framework, an open framework or a dynamic market. There are no TUPE issues. Previous Tender ref: DN631481. **(Angela Porter)**

9 Equality Impact, including implications for Children and Young People



IAReport_Temporar
y_Accommodation_F

9.1 Yes

10 Key Decision

10.1 Yes

11 Key Decision Reference

11.1 HL-04-25 - Temporary Accommodation Procurement Exercises – Nightly-Paid and
Emergency Accommodation

12 **Background Papers**

12.1 None

13 **Appendices**

13.1 None

Temporary Accommodation Procurement

completed/last updated by Simon Shuttleworth on 29/07/2025

Portfolio

Decent Homes

Directorate

Place

Service/Team

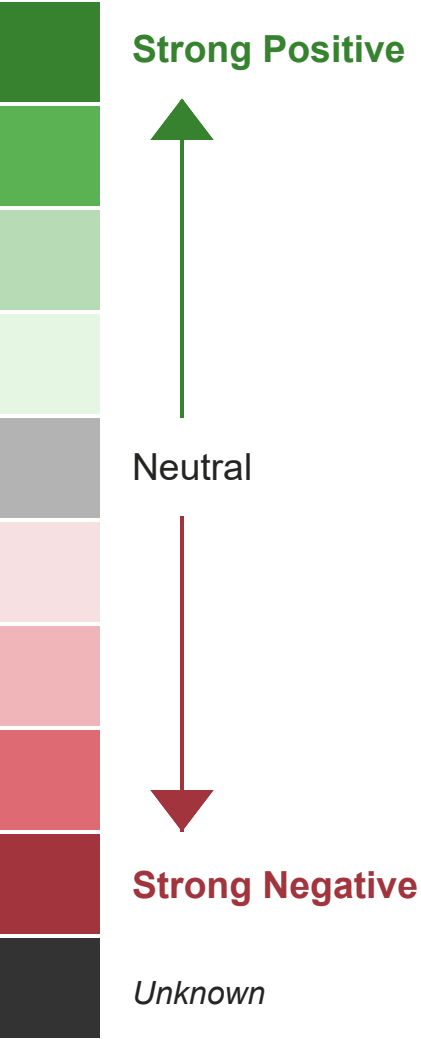
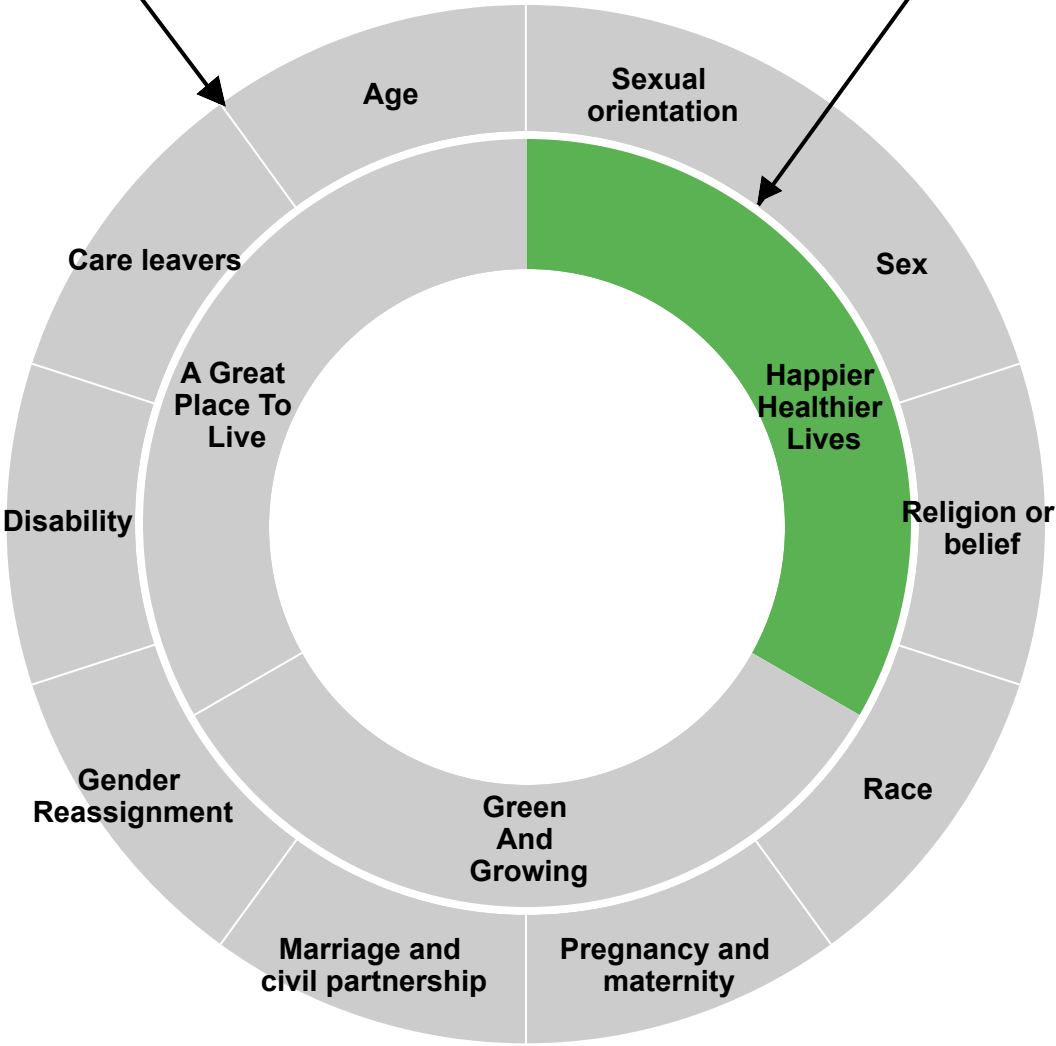
Communities

Is this IA related to a Budget Reduction proposal?

No

Equality Characteristics

Our Mission



Equality Characteristics

Category	Impact	Likely	Duration	Impact Score ▲	Comment
Age	Neutral	Possible	Short Term	0	
Care leavers	Neutral	Possible	Short Term	0	
Disability	Neutral	Possible	Short Term	0	
Gender Reassignment	Neutral	Possible	Short Term	0	
Marriage and civil partnership	Neutral	Possible	Short Term	0	
Pregnancy and maternity	Neutral	Possible	Short Term	0	
Race	Neutral	Possible	Short Term	0	
Religion or belief	Neutral	Possible	Short Term	0	
Sex	Neutral	Possible	Short Term	0	
Sexual orientation	Neutral	Possible	Short Term	0	

Our Mission / Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
A Great Place To Live	Neutral	Possible	Short Term	0	
Green And Growing	Neutral	Possible	Short Term	0	
Happier Healthier Lives	Strong Positive	Very Likely	Short Term	4	The provision of appropriate temporary accommodation ensures that households that have become homeless have somewhere suitable to live while they are supported to improve their situation and secure longer-term accommodation.

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CABINET

Extend the contract term for delivery of Accommodation Based Services for 12 months until 31st March 2027

Portfolio Holder: Cllr Elaine Taylor - Statutory Deputy Leader and Cabinet Member for Neighbourhoods

Officer Contact: Neil Consterdine – Director of Communities

Report Author : Simon Shuttleworth – Service Manager for Strategic Housing Recovery

20th October 2025

Reason for Decision

To extend the contract term of each of the 3 contracts referenced in this report, in accordance with the terms and conditions of each contract for the period 1st April 2026 to 31st March 2027

Executive Summary

The Council is party to three separate contracts for the delivery of Accommodation Based Services. The initial term of each contract ended on 31st March 2025, and was extended to 31st March 2026, at the same time as responsibility and budget for these contracts passed from Adult Social Care to Housing needs. There is provision within each contract to extend the term for a further 12 months. This report proposes enacting that extension.

Recommendations

- **Approve** a one year extension to the contract term in respect of those contracts referenced in this report, each of which relates to the delivery of Accommodation Based Services, noting that this is within the delegated authority of the Director of Adult Social Services in consultation with the Lead Member for Adult Health and Social Care
- **Approve** the transfer of delegated authority relating to these contracts from the Director of Adult Social Services (in consultation with the Lead Member for Adult Health and Social Care) to the Deputy Chief Executive (Place), in consultation with the Cabinet Member for Neighbourhoods. This is in recognition of the previous transfer of these contracts from Adult Social Care to Housing Needs.

PART A - Extend the contract term for delivery of Accommodation Based Services for 12 months until 31st March 2027

1. Background

- 1.1 Oldham Council currently commissions two external providers to deliver three accommodation based services, detailed below:

Lot 1, Generic Service	Regenda Limited (sub contracted to Petrus)
Lot 2, Young Peoples Service	Depaul UK
Lot 3, Women's Service	Regenda Limited (sub contracted to Safenet)

- 1.2 Accommodation based services provide short term supported housing for vulnerable and socially excluded people who are homeless/have experienced a housing related crisis. Historically, the services were funded through the Supporting People grant but were mainstreamed to Adult Social Care when this ended.
- 1.3 The aim of each commissioned service is to provide service users with a period of stabilisation, enabling them to successfully move on and establish and sustain independent living. Each commissioned service must therefore meet the short-term housing and support needs of service users whilst also maximizing sustained planned moves and throughput from the Service.
- 1.4 Following a tender process in 2021, Oldham Council awarded a contract for the Provision of Housing Related Support: Short-Term Accommodation-Based Service for three (3) years with an option to extend up to a further two (2) years, to the suppliers named below.

Lots 1, Generic Service	Regenda Limited (sub contracted to Petrus)
Lot 2, Young Peoples Service	Depaul UK
Lot 3, Women's Service	Regenda Limited (sub contracted to Safenet)

- 1.5 In March 2025, Cabinet agreed to an initial 12- month extension to the original 3 year term, at the same time agreeing to transfer the budget and responsibility for these contracts from Adult Social Care to Housing Needs.

Contract Duration and Extension

- 1.6 Each contract let for each of the 3 lots had an initial contract term of 3 years from 1 April 2022. Clause 4.3 of the contracts allows for that initial term to be extended

once for up to 2 years on no less than 6 months' written notice to the appointed providers.

- 1.7 Earlier this year, Government closed consultation on the implementation of the Supported Housing (Regulatory Oversight) Act 2023, and we are awaiting the outcome of this exercise. Rather than review these contracts at this point, it is therefore proposed that the contracts are extended for 1 year from 1 April 2026 to 31 March 2027. This will allow any new commissioning exercise to take into account these upcoming changes in regulatory frameworks.

2 Current Position

- 2.1 The contracts for Lots 1 and 3 are with Regenda Housing, however, Regenda have then sub-contracted service delivery of these Lots to Safenet and Petrus respectively. If Regenda intends to carry out complying with the contracts for lots 1 & 3 by sub-contracting the service delivery, it will be the responsibility of Regenda to extend their sub-contracts.
- 2.2 Agreed at point of tender, the contract extension period includes an inflationary increase to the annual cost of some services. (For 25/26, a small uplift was separately agreed, in recognition of exceptional cost pressures).

3 Options/Alternatives

- 3.1 The options and alternatives are detailed in the confidential report at Part B

5 Consultation

- 5.1 Cllr Elaine Taylor (portfolio holder)
- 5.2 Communication has also been shared with the relevant providers for each of the Lots detailed above.

6 Financial Implications

- 6.1 The Financial Implications are detailed in the confidential report at Part B

7 Legal Implications

- 7.1 The Legal Implications are detailed in the confidential report at Part B

8 Equality Impact, including implications for Children and Young People

- 8.1 No, but will be considered as part of the review for future commissioning arrangements.

9 Key Decision

- 9.1 Yes

10 Key Decision Reference

10.1 HL-05-25

11 **Background Papers**

11.1 N/A

12 **Appendices**

12.1 None

PART B - Report to CABINET 20th October 2025

Extend the contract term for delivery of Accommodation Based Services for 12 months until 31st March 2027

Portfolio Holder: Cllr Elaine Taylor - Statutory Deputy Leader and Cabinet Member for Neighbourhoods

Officer Contact: Neil Consterdine – Director of Communities

Report Author : Simon Shuttleworth – Service Manager for Strategic Housing Recovery

Reason for Decision

To extend the contract term of each of the 3 contracts referenced in this report, in accordance with the terms and conditions of each contract for the period 1st April 2026 to 31st March 2027

Executive Summary

The Council is party to three separate contracts for the delivery of Accommodation Based Services. The initial term of each contract ended on 31st March 2025, and was extended to 31st March 2026, at the same time as responsibility and budget for these contracts passed from Adult Social Care to Housing needs. There is provision within each contract to extend the term for a further 12 months. This report proposes enacting that extension.

Recommendations

- **Approve** a one year extension to the contract term in respect of those contracts referenced in this report, each of which relates to the delivery of Accommodation Based Services, noting that this is within the delegated authority of the Director of Adult Social Services in consultation with the Lead Member for Adult Health and Social Care
- **Approve** the transfer of delegated authority relating to these contracts from the Director of Adult Social Services (in consultation with the Lead Member for Adult Health and Social Care) to the Deputy Chief Executive (Place), in consultation with the Cabinet Member for Neighbourhoods. This is in recognition of the previous transfer of these contracts from Adult Social Care to Housing Needs.

NOT FOR PUBLICATION by virtue of Paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972 and it is not in the public interest to disclose the information because of the commercially sensitive nature of the information enclosed in the report.

PART B - Extend the contract term for delivery of Accommodation Based Services for 12 months until 31st March 2027

1. Background

- 1.1 Oldham Council currently commissions two external providers to deliver three accommodation-based services, detailed below:

Lot 1, Generic Service	Regenda Limited (subcontracted to Petrus)
Lot 2, Young Peoples Service	Depaul UK
Lot 3, Women's Service	Regenda Limited (subcontracted to Safenet)

- 1.2 Accommodation based services provide short term supported housing for vulnerable and socially excluded people who are homeless/have experienced a housing related crisis. Historically, the services were funded through the Supporting People grant but were mainstreamed to Adult Social Care when this ended.
- 1.3 The aim of each commissioned service is to provide service users with a period of stabilisation, enabling them to successfully move on and establish and sustain independent living. Each commissioned service must therefore meet the short-term housing and support needs of service users whilst also maximizing sustained planned moves and throughput from the Service.
- 1.4 Following a tender process in 2021, Oldham Council awarded a contract for the Provision of Housing Related Support: Short-Term Accommodation-Based Service for three (3) years with an option to extend up to a further two (2) years, to the suppliers named below.

Lots 1, Generic Service	Regenda Limited (sub contracted to Petrus)
Lot 2, Young Peoples Service	Depaul UK
Lot 3, Women's Service	Regenda Limited (sub contracted to Safenet)

- 1.5 In March 2025, Cabinet agreed to an initial 12- month extension to the original 3 year term, at the same time agreeing to transfer the budget and responsibility for these contracts from Adult Social Care to Housing Needs.

Contract Duration and Extension

- 1.6 Each contract let for each of the 3 lots had an initial contract term of 3 years from 1 April 2022. Clause 4.3 of the contracts allows for that initial term to be extended once for up to 2 years on no less than 6 months' written notice to the appointed providers.
- 1.7 Earlier this year, Government closed consultation on the implementation of the Supported Housing (Regulatory Oversight) Act 2023, and we are awaiting the outcome of this exercise. Rather than review these contracts at this point, it is therefore proposed that the contracts are extended for 1 year from 1 April 2026 to 31 March 2027. This will allow any new commissioning exercise to take into account these upcoming changes in regulatory frameworks.

2 Current Position

- 2.1 The contracts for Lots 1 and 3 are with Regenda Housing, however, Regenda have then sub-contracted service delivery of these Lots to Safenet and Petrus respectively. If Regenda intends to carry out complying with the contracts for lots 1 & 3 by sub-contracting the service delivery, it will be the responsibility of Regenda to extend their sub-contracts.
- 2.2 The total value of the three service areas for 2025/06 is £1,048,432.90.
- 2.3 Agreed at point of tender, the contract extension period includes an inflationary increase to the annual cost of some services. (For 25/26, a small uplift was separately agreed, in recognition of exceptional cost pressures).

Lot	Pathway	Provider	25/26value	26/27 value
1	Generic Service	Regenda Limited	388,405	395,422
2	Young Peoples Service	Depaul UK	343,820	350,067
3	Women's Service	Regenda Limited	316,207.90	316,207.90
TOTAL			£1,048,432.90	£1,061,696.90

- 2.4 These contracts were originally procured through the Chest portal (DN558663) using an Open procedure, and both the original DDR and the contract allow for it to be extended for up to 2 years. As noted, the option for the first of these years was exercised in March 2025.
- 2.5 **Procurement feedback:**
2.5.1. Procurement Implications

2.5.1.1 Lots 1 & 3 are with Regenda Limited (although both are subcontracted) and Lot 2 is with Depaul UK. This was originally procured through the Chest portal (DN558663) using an Open procedure, and both the original DDR and the contract allow for it to be extended for up to 2 years. This is covered in Clause 4.3 of the

contract “The Council may, by giving written notice to the service provider not less than six (6) month(s) before the last day of the Initial Contract Period, extend the Contract Period for any further period or periods of up to two years, provided that the total Contract Period does not exceed five (5) years.” This would mean extending the agreement before the 3rd November 2025 (based on expiry date of 3rd April 2026) for the council to have the right to extend the agreement. Any extension after that date require both parties to be in agreement for an extension.

As a 12 month extension has previously been agreed, a further extension up to 3rd April 2027 with the agreement of the relevant supplier would be compliant.

Angela Porter (Procurement)

3 Options/Alternatives

- 3.1 The options for this report have been detailed under each of the decisions and assessed accordingly. The table below outlines the position, the position and any risks and the preferred option.

Decision	Contract Extension - To extend the term of each contract from the 1st of April 2026 to 31st March 2027 in accordance with clause 4.3 of the contract.
Option 1	To de-commission the services with Regenda and DePaul and cease delivery of Accommodation based service.
Position	This option is not viable. The services currently support vulnerable adults and young people. Without these services, the Council would need to find alternative support and accommodation for each of the service users. There is also a significant pressure on housing at the moment and a need to retain temporary accommodation options. Ceasing the funding for these services would likely result in an increase the number of people becoming homeless as a result, which is not appropriate.
Option 2	<p>To extend the current contract arrangements for delivery of the three Accommodation Based Services currently commissioned through Regenda and De Paul to 31st March 2027</p> <p>Also to approve the transfer of delegated authority relating to these contracts from the Director of Adult Social Services (in consultation with the Lead Member for Adult Health and Social Care) to the Deputy Chief Executive (Place), in consultation with the Cabinet Member for Growth. This is in recognition of the previous transfer of these contracts from Adult Social Care to Housing Needs.</p>
Position	This option would allow the services to continue and provide time for a holistic review of the provision as part of the wider review required

	around supported accommodation in the Borough. This will allow us to confirm future requirements and commissioning intent, in line with the Council's wider housing priorities.
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4 **Preferred Option**

- 4.1 The preferred option is Option 2: To extend the current contract arrangements for delivery of the three Accommodation Based Services currently commissioned through Regenda and De Paul to 31st March 2027.

Also to approve the transfer of delegated authority relating to these contracts from the Director of Adult Social Services (in consultation with the Lead Member for Adult Health and Social Care) to the Deputy Chief Executive (Place), in consultation with the Cabinet Member for Neighbourhoods. This is in recognition of the previous transfer of these contracts from Adult Social Care to Housing Needs.

5 **Consultation**

- 5.1 Cllr Elaine Taylor (portfolio holder)
- 5.2 Communication has also been shared with the relevant providers for each of the Lots detailed above.

6 **Financial Implications**

- 6.1 The 2026/27 cumulative estimated costs for the three Accommodation Based Service contracts within Housing is £1,061,696.90.
- 6.2 There is sufficient budget provision within the 2026 base budget for Homelessness (cost centre 50500) to fully fund these estimated contract costs.

(John Hoskins)

7 **Legal Implications**

- 7.1 Each of the 3 contracts was tendered in accordance with the relevant procurement rules. The term of each contract was advertised as 3 years with the ability for the Council to extend the term for no more than a further 2 years in accordance with clause 4.3 of each contract. The Council can, at its discretion, extend the term for less than 2 years. A 12 month extension was previously enacted. Therefore, the proposal to extend the term for a further 1 year, from 1 April 2026 to 31 March 2027 is in line with the terms and conditions of each of the 3 contracts.
- 7.2 The contracts require no less than 6 months' notice of extension; however, it is within the gift of each service provider to accept less notice. This will be discussed with the service providers, should formal contract extension fall within the 6 month notice period.
- 7.3 No formal modification is required to any of the 3 contracts to extend the term of each for 1 year; however, if this were considered to be a modification governed by regulation 72 of the Public Contracts Regulations 2015 (PCR) then regulation 72(1)(a) would apply on the basis

that the extension formed part of the advertised offer and has been unequivocally built into each of the contracts.

- 7.4 Therefore, there are no known legal implications in respect of the proposed contract extensions unless it is now possible to progress the extension of the contract prior to the 6 month notice period, and either of the providers does not give their consent to accept less than 6 months' written notice. In that case, it would not be possible to extend the affected contract(s).

Michael Grocott (Solicitor – Commercial Contracts)

8 **Equality Impact, including implications for Children and Young People**

- 8.1 No, but will be considered as part of the review for future commissioning arrangements.

9 **Key Decision**

- 9.1 Yes

10 **Key Decision Reference**

- 11.1 HL-05-25

12 **Background Papers**

- 12.1 N/A

13 **Appendices**

- 13.1 Housing Related Support Cabinet Report December 2021.



HRS report.pdf

- 13.2 Cabinet Report confirming initial extension of contract, and transfer to Housing needs, March 2025



Part A - Cabinet
Report - ABS - 03-03



Report to CABINET

Approval of Grant Funding Agreement with Greater Manchester Combined Authority for the provision of Community Accommodation Service Tier 3 Phase Three 2025/27

Portfolio Holder:

Cllr Elaine Taylor - Statutory Deputy Leader and Cabinet Member for Neighbourhoods

Officer Contact: Neil Consterdine – Director of Communities

Report Author: Moira Fields, Principal Homelessness Strategy Officer

E-Mail: moira.fields@oldham.gov.uk

20th October 2025

Reason for Decision

The report seeks approval to enter into a grant agreement with Greater Manchester Combined Authority (GMCA) to fund the continued delivery of the Community Accommodation Service Tier 3 2025/27 scheme. The scheme is a type of temporary accommodation for prison leavers who are open to His Majesty's Probation Service and would not otherwise be owed a statutory accommodation duty by a Local Authority. The initial 12 months' pilot which successfully launched across the region in July 2021 ensured subsequent multi-year grant funding to enable Greater Manchester Authorities to create a unique local authority led model for temporarily accommodating prison leavers.

Executive Summary

For the Council to secure the funding needed to continue delivering this vital service locally and to formalise monitoring and reporting arrangements, it must enter into a grant agreement with Greater Manchester Combined Authority between 2025-2027. This service has been operational in Oldham since 2021 and is very much embedded locally. It is seen as vital support with the ongoing delivery of its Homelessness Prevention and Reduction Strategy and Central Government's Ending Rough Sleeping Strategy.

Recommendations

It is recommended that Cabinet;

- Authorise Oldham Council to agree and enter into a grant agreement with Greater Manchester Combined Authority for the continued delivery of the service captured in the grant agreement namely CAS-3.

Approval of Grant Funding Agreement with Greater Manchester Combined Authority**1 Background****1.1 Community Accommodation Service – Tier 3**

1.2 The CAS-3 model is relatively newly created by the Ministry of Justice (MoJ) as a third tier to their existing accommodation structure. The purpose of CAS-3 is to provide temporary accommodation to people leaving custody who would otherwise be homeless and have nowhere safe to stay upon release. CAS-3 placements are time limited to 84 nights, with the aim of managing a consistent throughput and to motivate move on activities.

- Tier 1 – Approved Premises (AP)
- Tier 2 – Bail Accommodation and Support Services (BASS)
- Tier 3 – Community Accommodation Service (CAS)

1.3 The original Justice Devolution Memorandum of Understanding (MoU), agreed with the MoJ in July 2019 demonstrated a progressive ambition and strong partnership. The has been enhanced further through a new MoU with the His Majesty's Prison and Probation Service (HMPPS) that allowed for a different approach to be taken with GM that, at the time, diverged from national or standard policy guidance and direction.

1.4 The MoJ via HMPPS and GMCA made funding available for Oldham and the nine other districts to develop CAS-3, the objective was to give GM Authorities autonomy to deliver suitable accommodation and support based on local knowledge and partnerships.

1.5 During the pilot year which commenced on 30th July 2021 – 30th June 2022, Oldham received funding to provide 10 bed spaces. Oldham delivered the required 10 bedspaces across three sites within the borough. The Council's CAS-3 service has been exemplary at delivering remarkable outcomes that embody the overarching purpose of CAS-3.

1.6 Based on this success in October 2024, Oldham Council received confirmation from HMPPS of an uplift of 4 additional bedspaces, taking the provision to 15 bedspaces in total

1.7 The proposed grant agreement with the GMCA would make sufficient funding available for Oldham to continue delivering CAS-3 accommodation until December 2027. This will contribute positively to Oldham's efforts to tackle homelessness and rough sleeping in the borough.

2 Current Position

2.1 Oldham has been successfully delivering CAS-3 since 2021. The 15 bedspaces provided support GM wide objectives to reduce and eliminate homelessness. CAS-3 supports and compliments this agenda by creating and funding an accommodation pathway that is accessible by individuals who would otherwise be ineligible for housing assistance under statutory duties.

3 Options/Alternatives

3.1 The two available options are:

3.2 Option 1 – Do not enter into grant agreement with GMCA. Proceeding with this option would result in the Council being unable to deliver the project detailed in this report and increased numbers of rough sleepers in Oldham during a period of significant homelessness and pressure, which is further exacerbated by the cost of living crisis.

3.3 Options 2 – Enter into agreement with GMCA to continue delivering provision of CAS3. Taking this approach would enable the Council to continue funding provision that prevents rough sleeping in the borough. The grant available will fund ongoing temporary accommodation placements for individuals open to HMPPS, who would otherwise be homeless and are not owed a statutory accommodation duty by the LA. The funds will also make resources available that would stimulate move on into alternative, settled accommodation.

4 Preferred Option

4.1 Option 2 is the preferred option. Proceeding on this basis would formalise ongoing activities and arrangements. Additionally, it would provide the Council with sufficient resources to continue the delivery this vital service in the borough.

5 Consultation

5.1 All relevant stakeholders have been consulted with regards to the proposals set out in this report, this includes, elected members and the Senior Leadership Team.

6 Financial Implications

6.1 Costs incurred through participation within the pilot will be fully funded from this allocation. There is no expectation for the Council to contribute any Council resources to this pilot. (Mike Roberts)

7 Legal Services Comments

7.1 The Council must be satisfied it can meet the objectives and terms and conditions and milestones of the funding imposed by the funding authority including any obligation to provide match funding and to keep any necessary records and file any necessary returns. Officers must also check the terms do not conflict with other funding conditions for the scheme/s already in place.

The Council must ensure that its use of the grant complies with the Subsidy Control Rules. All works, services and goods procured by or on behalf of the Council must be procured in compliance with the Council's Contract Procedure Rules and all other relevant regulations including, where applicable, the Financial Procedure Rules and Land and Property Protocol. Officer must work with legal colleagues to approve the terms of any grant agreement. (Pamela Nsofor - Solicitor).

8 Procurement Implications

8.1 As this relates to the allocation of grant funds to Oldham there are no procurement implications related to receiving the funds. There may however be procurement implications for how the money is spent, and this will need to comply with CPRs and PA23/PCR2015 as appropriate. CPU and Legal should be consulted in the spending of any funds to ensure compliance. James England – Procurement Manager

9	Equality Impact, including implications for Children and Young People
9.1	Yes
10	Key Decision
10.1	Yes
11	Key Decision Reference
11.1	HL/07/25
12	Background Papers
12.1	None
13	Appendices
13.1	None.

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Report to CABINET

Oldham Active – Agency Model

Portfolio Holder:

Cllr Peter Dean, Cabinet Member for Culture & Leisure

Officer Contact:

Rebecca Fletcher, Director of Public Health

Report Author:

Pritesh Patel, Sport Leisure and Wellbeing Service Manager

20th October 2025

Reason for Decision

To confirm the Council's position to finalise the move to an agency model for our leisure services delivery model, and approving the necessary contractual modifications, including an updated Deed of Variation with Oldham Active (OCL)

Executive Summary

Following Cabinet's decision (December 2024) to explore alternative delivery models for leisure services, this report presents the final recommendation to adopt an Agency Model. This approach aligns with recent HMRC guidance on VAT recovery for leisure services, which now confirms that a Local Authority's supplies of leisure services are classified as non-business, and reflects best practice across the sector which ensure positive outcomes both financially and for our residents. It also enables the Council to retain strategic overview of our leisure services whilst ensuring that high quality delivery continues. Legal and procurement advice has confirmed that the proposed modifications to the existing contract with Oldham Active (OCL) are viable under regulation 72 of the Public Contracts Regulations 2015. The Deed of Variation will formalise the transition to an agency model for the remainder of the contract term (currently until March 2028).

Recommendations

1. Approve the work and transition to an agency model for the delivery of leisure services in Oldham.
2. Authorise officers to finalise and enter into a Deed of Variation with Oldham Active to reflect the agency model.
3. Delegate authority to the Cabinet Member for Culture and Leisure, the Director of Public Health, the Director of Finance, and the Director of Legal to approve and execute the Deed of Variation.

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4. Note that the new agency model will allow the Council and OCL to explore long term options for the delivery of leisure services in the borough such as Teckal / LATCo company model when the current contract ends (March 2028 or earlier)

Oldham Active – Agency Model**1. Background**

- 1.1. In December 2012 Cabinet approved the recommendation to appoint Oldham Community Leisure Limited (OCL) as the preferred bidder for a new 10 plus 5 year contract to operate and manage the council's leisure facilities. OCL, now rebranded as Oldham Active, was appointed under a contract for services which commenced on 1 April 2013 ("Contract"). Prior to the expiry of the initial term of the Contract, the Council exercised the right to extend the term for an additional 5 years. This was done in line with prior Cabinet approval.
- 1.2. The terms of the contract, including the 5 year extension, will end on 31 March 2028
- 1.3. In addition, and again, in accordance with Cabinet approval, a small number of changes to the contract had been agreed with Oldham Active under clause 50 of Schedule 24 to the Contract. The Deed of Variation to formalise the changes is pending, but the effective date of the following is 1 April 2023:
 - (a) Schedule , Part 2 of the Contract updated (Service Specification);
 - (b) Schedule 4 to the Contract replaced (Facilities)

The Annual Payment payable under the contract was duly adjusted, where required, to take into account the financial implications of the agreed changes.

- 1.4. Oldham Active has responsibility for the management, operation, and development of six facilities under the contract, which include Council owned leisure centres, swimming pools and synthetic pitches in Oldham. It also delivers a wider community offer and has a vision of 'Inspiring people to live active healthy lives" and to 'Create an environment in which sport, active recreation and leisure are integrated into the lifestyles of all Oldham residents, in order that community cohesion and health benefits are continually improving."
- 1.5. The contractual relationship between the Council and Oldham Active aligns with broader Public Health goals and social development objectives to reduce inequalities in Oldham, including working collaboratively with partners to tackle health inequalities and improve mental health through activity.
- 1.6. Beyond the requirements of the contract, Oldham Active deliver a lot of additional work to support our residents and the aims of the council, including reducing inequalities. Some of the programmes and initiatives delivered by Oldham Active include:
 - (a) Exercise Referral for a variety of conditions including Musculoskeletal, Mental Health, Obesity and Blood Pressure.
 - (b) REACH scheme specifically for Cardiac & Pulmonary patients.
 - (c) Falls Prevention including community classes.
 - (d) Free Swimming lessons for adult non swimmers.
 - (e) Co-location of midwifery services & social prescribing.
 - (f) Welcome to Oldham scheme, providing free access for those facing financial hardship.
 - (g) Plus 1 card for Carers, allowing free access for those providing support to those who would otherwise struggle to access services.

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- (h) Friday Club (to reduce isolation).
 - (i) Regular apprenticeships and work experience opportunities to tackle worklessness.
- 1.7. Oldham Active is an Oldham organisation which employs around 280 members of staff including full time, part time and regular casuals. Over 70% of the Oldham Active workforce are Oldham residents.
- 1.8. The council works closely with Oldham Active to ensure that the outputs and outcomes that Oldham Active is obliged to deliver under the contract are met and that continuous improvement is achieved throughout the contract period.
- 1.9. A performance monitoring system is in place with the aim of providing reasonable and prudent checks, while focusing on KPIs which confirm that a high quality of service is being delivered and measuring the contribution of the service to the Council's outcomes. Oldham Active continue to perform well. As well as regular check ins and open lines of communication, we continue to have quarterly contract performance monitoring meetings.
- 1.10. The management fee paid by the council to Oldham Active is low in comparison to other GM authorities and many nationally. The outcomes and outputs stipulated in the contract are also being met. In addition, memberships sales are good, external inspections of the centres are all very good or excellent, and customer feedback is also good. Overall financial performance is positive. Over recent years the cost of utilities has impacted on Oldham Active's financial position, and they have instigated the utility benchmarking contract clause.
- 1.11. Cabinet approved the exploration of alternative models in December 2024.
- 1.12. The Chelmsford ruling (June 2022) has shifted the sector towards agency models for leisure services due to VAT recovery advantages. The ruling established that leisure services provided by Local Authority's should be classified as non-business, which means VAT should no longer be charged to customers, but Local Authority's are able to reclaim any VAT incurred in providing leisure services. Oldham Active incur around £420,000 worth of irrecoverable VAT each year, so moving to an agency model remove the irrecoverable VAT and is therefore more tax efficient.
- 1.13. Legal & procurement advice has been sought to ensure compliance with contract modification regulations.
- 1.14. The contract links to Corporate Priorities, as follows:
- 1.14.1. Health, safe and well supported residents
 - 1.14.2. A great start and skills for life.
 - 1.14.3. Better job and dynamic businesses

2. Current Position

- 2.1. The contract between Oldham Council and Oldham Active is a 10 + 5-year contract which is due to end on 31 March 2028. Prior approval was given by Cabinet to undertake negotiations with Oldham Active to utilise the available 5-year contract extension and to vary the contract to include a number of agreed additions in terms of social value and to refresh the list of facilities.

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- 2.2 Oldham Active have consistently met and exceeded the requirements of the Contract and have provided above and beyond in terms of social value as well as their positive engagement in supporting the health and wellbeing of our residents, and wider council priorities.
- 2.3 Usage numbers have continued to rise year on year, and in 2024/25 we saw over 1.46 million come through the facility doors. Current year to date figures for 2025/26 exceeds the same period from the year before, meaning more and more people are accessing the facilities and activities being provided.
- 2.4 The Contract expires in March 2028. As previously stated, options for the delivery of the Council's leisure provision are being investigated however it must be noted that any re-procurement exercise is anticipated to take between 18 months and two years, therefore the Council needs to determine its preferred model going forward as soon as possible.
- 2.5 An increasingly popular model for the delivery of leisure services is for the leisure operator to work on an agency basis. This has the following significant advantages over the current model whereby Oldham Active acts as a leisure operator in its own right:
- a) It better reflects the situation where the leisure operator carries out the services to residents' accordance with the Council's core objectives;
 - b) It more clearly defines the responsibilities over how the Council's assets are used and maintained;
 - c) It is more tax efficient. This follows from a ruling in June 2022 in a case between HMRC and Chelmsford City Council (the "Chelmsford Ruling").
- 2.6 Following the Chelmsford Ruling, many leisure operators will no longer consider bidding for leisure contracts that do not follow the agency model.
- 2.7 Given the costs of procurement and the change in approach to leisure contracts, a re-procurement may not be in the best interests of Oldham's residents. An alternative solution would be move to the appointment of a wholly owned in-house Council company to act as the Council's agent for the delivery of leisure services. Several other Councils are moving towards this latter model. However, the working arrangements together with the contractual and procurement implications would need to be explored in detail to determine whether this new arrangement would be viable, procurement compliant, and in the Council's best interests.
- 2.8 In addition to the potential longer-term benefits, there would be immediate benefits in considering whether it would be procurement compliant to amend the contract so that Oldham Active would act as the Council's agent for leisure services, as opposed to as acting as a principal operator.

To this effect:

- a) Discussions have taken place with Oldham Active whose Board has confirmed that it is supportive of moving towards such a model.
- b) The Council has obtained professional legal and taxation advice that has confirmed what amendments would need to be made to the contract to effect the proposed changes.

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- c) Extensive discussions have been held with the Council's Head of Procurement and Legal Services has been engaged to consider whether the proposed changes would be in line with Contract Procurement Rules, and the relevant procurement regulations and whether a notice must/should be published to inform the market of any modifications made to the Contract. Please see Procurement and legal comments given after the review of this.

2.9 The Head of the Commercial Procurement Unit has indicated that a procurement challenge at this point may not be a significant risk based on the procurement comments below and given the limited time left on a 15-year contract and that Oldham Active will not be significantly commercially advantaged by any new arrangement; this has been explored and considered alongside procurement rules, legislation and guidance as best as it can be with the complication of the contract spanning over 3 separate sets of Procurement Regulations and the introduction of the Concession Contracts Regulations in 2016.

3. Options/Alternatives

3.1. Option 1 (Preferred)

- (a) Approve the work and transition to an agency model for the delivery of leisure services in Oldham
- (b) Authorise officers to finalise and enter into a deed of variation with Oldham Active to reflect the agency model.
- (c) Delegate authority to the Cabinet Member for Culture and Leisure, the Director of Public Health, the Director of Finance, and the Director of Legal to approve and execute the Deed of Variation.
- (d) Note that the agency model will enable improved VAT recovery and financial efficiencies, and that further work will be undertaken to explore a longer term Teckal / LATCo model when the current contract ends (March 2028 or earlier)

3.2. Option 2

- (a) Not approve the recommendation of the transition to an agency model for delivery of leisure services in Oldham and the work to finalise and execute the deed of variation with Oldham Active to reflect the agency model.
- (b) Note that we will not improve our position of VAT recovery and efficiencies that will benefit all involved including our residents.

3.3 Option 3

- (a) Do not approve the work and transition to an agency model for the delivery of leisure services in Oldham and instead consider a re-procurement of leisure services at the end of the current Oldham Active contract.

4. Preferred Option

4.1. Option 1

- (a) Approve the work and transition to an agency model for the delivery of leisure services in Oldham
- (b) Authorise officers to finalise and enter into a deed of variation with Oldham Active to reflect the agency model.
- (c) Delegate authority to the Cabinet Member for Culture and Leisure, the Director of Public Health, the Director of Finance, and the Director of Legal to approve and execute the Deed of Variation.

-
- (d) Note that the agency model will enable improved VAT recovery and financial efficiencies, and that further work will be undertaken to explore a longer term Teckal / LATCo model when the current contract ends (March 2028 or earlier)
 - (e) This is anticipated to be the most viable and cost-effective means to provide a long-term solution that provides best value for all involved. This will deliver immediate financial and operational benefits, aligns with new sector best practice, and avoids significant procurement costs.

5. Consultation

- 5.1. Consultation with Oldham Active's senior leadership and board who are in support of the council's request to move towards an agency model.

6. Financial Implications

6.1. Revenue Implications

- 6.2 The preferred option, as outlined in paragraph 4.1, is to approve the transition to an agency model for the delivery of leisure services in Oldham. This includes authorising the necessary legal arrangements with Oldham Active, delegating authority for execution, and acknowledging the financial and operational benefits. Further consideration will be given to a longer-term Teckal/LATCo model ahead of the expiry of the current contract in March 2028.

(Matthew Kearns – Finance Manager)

7. Legal Implications

- 7.1 Browne Jacobson overlooked that this is a 2012 contract and should therefore have been assessed under Pressetext and while they state the position is not notably different and that the Council does not benefit from assessing it under Pressetext, I take a slightly different view — although the modification may be viewed as significant, applying Pressetext potentially reduces our assessment of the risk, as it is a more principles-based test rather than being constrained by the narrower “safe harbour” provisions in Reg. 72.

We have been diligent in ensuring legal advice sought is robust and, while we acknowledge there is some risk, the combined assessment from external legal advice and Pressetext is that the risk is reduced.

Sent on behalf of Pamela Nsofor - Solicitor

8. Procurement Implications

- 8.1 External legal advice on the procurement implications was obtained from Browne Jacobson in addition to internal legal and procurement conversations with regards to this matter due to the complexity of the contract spanning over 3 separate sets of Procurement Regulations. This contract in its ‘delivery’ currently is what would now be considered a concession arrangement but, the Concessions Contracts Regulations were only introduced in 2016, four years after this contract was awarded. The applicable legislation at the time was the PCR 2006 and the old EU Directive 2004/18/EC.

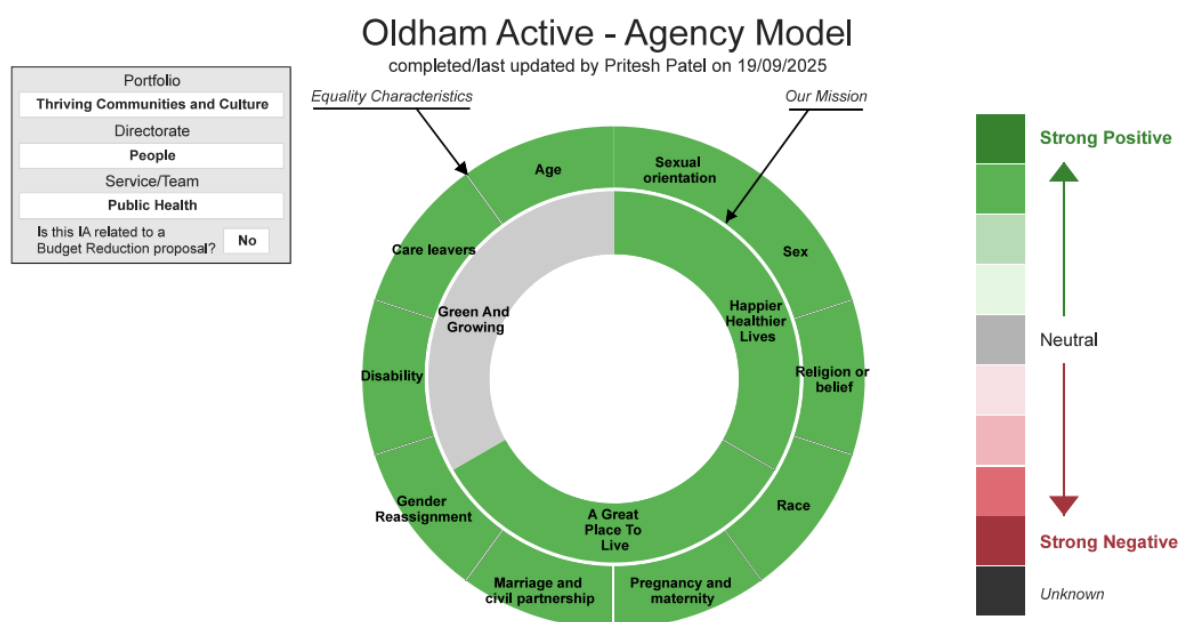
Whilst the nature of the modification may be considered significant and the new model being Oldham's choice not a mandatory adoption, a Concession Contract could not be awarded in 2012 and so the contract is not a Concession contract, and it would be the switch from a Concession to a regular contract which would likely make this a significant modification. As such, in terms of risk, applying Presstext makes it a more principles-based risk test rather than the narrower "safe harbour" provisions in Reg. 72 of the Public Contracts Regulations 2015. The Procurement Act 23 would not apply at all.

My understanding is that elements of the contract will continue to operate as a Concession but elements are changing where the Council will reap the direct benefits of memberships and not OCL. We can't say whether this new model would have attracted a wider bidder pool at the time or indeed changed the outcome of the procurement and that to prove this so many years later along with this being adopted by others as the known model combined, presents less risk but as with all procurement modifications, there still could be some risk.

Jasmin Banks-Lee, Head of Commercial Procurement Unit

9. Equality Impact, including implications for Children and Young People –

9.1. Yes - IAReport_Oldham Active_Agency Model (please see appendices)



10. Key Decision

10.1. Yes

11. Key Decision Reference

11.1 EE-03-25

12. Background Papers

12.1. Previous Paper / Report "Committee-Report-OCL Future Model -Oct-2024 – Final" included

13. Appendices

13.1. IAReport_Oldham Active_Agency Model (Please see appendices)

13.2 Committee-Report-OCL Future Model -Oct-2024 - Final



IAReport_Oldham
Active_Agency Model.



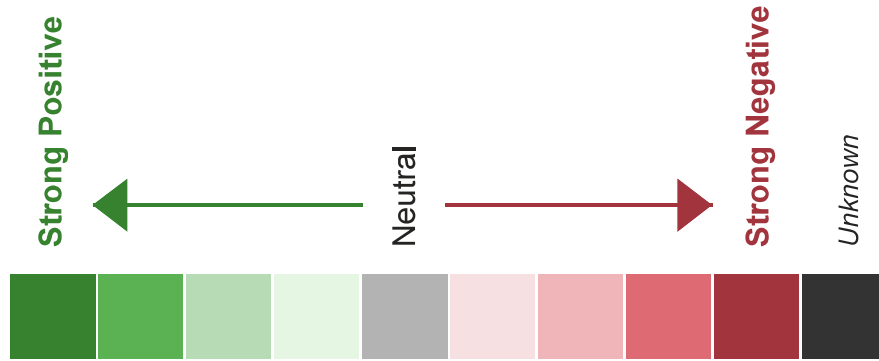
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Oldham Active - Agency Model

completed/last updated by Pritesh Patel on 19/09/2025

Portfolio	
Thriving Communities and Culture	
Directorate	
People	
Service/Team	
Public Health	
Is this IA related to a Budget Reduction proposal?	No



Equality Characteristics

Category	Impact	Likely	Duration	Impact Score	Comment
Age	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Care leavers	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Disability	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Gender Reassignment	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Marriage and civil partnership	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Pregnancy and maternity	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Race	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Religion or belief	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Sex	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Sexual orientation	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.

Our Mission / Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
Green And Growing	Neutral	Very Likely	Long Term	0	
A Great Place To Live	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.
Happier Healthier Lives	Moderate Positive	Very Likely	Long Term	4	Moving to an Agency model will provide some financial efficiencies which will allow Oldham Active and Oldham Council to invest more in to what we deliver for our residents.

Negative Impacts

Category	Impact	Likely	Duration	Impact Score	What action can be taken to mitigate the potential negative impacts?	Action(s)	Owner(s)	Timescale(s)	If the negative impacts can't be mitigated, why should the project/decision proceed?

Strong Positive Impacts that are Possible

Category	Impact	Likely	Duration	Impact Score	What action can be taken to increase the likelihood that positive impacts are realised?	Action(s)	Owner(s)	Timescale(s)
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Report to CABINET

Oldham Community Leisure (OCL) Future Model

Portfolio Holder:

Cllr Peter Dean, Cabinet Member for Thriving Communities and Culture

Officer Contact:

Rebecca Fletcher, Director of Public Health

Report Author:

Pritesh Patel, Sport Leisure and Wellbeing Service Manager

16 December 2024

Reason for Decision

To design and bring forward options for an alternative operating model for leisure facilities located in the Oldham borough, which would be financially more efficient.

Executive Summary

With external expert support we have been exploring different options that would be financially more efficient than the current contractual model / commissioning arrangements relating to the provision of leisure facilities in the Oldham borough. This could create a significant saving for the council.

Recommendations

- i. to approve that officers, explore an alternative delivery model for the provision of leisure services, which would be an agency model under which services are delivered by the Council through an “in house” agency company owned and controlled by the Council. This would obviate the need for a new procurement exercise to be carried out to put a new contract in place. The conclusions and associated recommendations will be brought to cabinet in a report in 2025 to approve and agree the way forward.
- i. ii. To delegate to the Cabinet Member for Thriving Communities and Culture, the Director of Public Health and the Director of Finance or their nominees to agree and

enter into a Deed of Variation with OCL, as detailed in this report, provided that this course of action is supported by the Commercial Procurement Unit and Legal Services as being a viable option that accords with the Public Contracts Regulations 2015.

Oldham Community Leisure (OCL) Future Model**1 Background**

- 1.1 In December 2012 Cabinet approved the recommendation to appoint Oldham Community Leisure Limited (OCL) as the preferred bidder for a new 10 plus 5-year contract to operate and manage the Council's leisure facilities. OCL was appointed under a contract for services which commenced on 1 April 2013 ("Contract"). Prior to the expiry of the initial term of the Contract, the Council exercised the right to extend the term for an additional 5 years. This was done in line with prior Cabinet approval.
- 1.2 The term of the Contract, including the 5-year extension, will end on 31 March 2028.
- 1.3 In addition, and again, in accordance with Cabinet approval, a small number of changes to the Contract have been agreed with OCL under clause 50 of and Schedule 24 to the Contract. The Deed of Variation to formalise the changes is pending, but the effective date of the following is 1 April 2023:
- (a) Schedule 1, Part 2 to the Contract updated (Service Specification);
 - (b) Schedule 4 to the Contract replaced (Facilities)
- and the Annual Payment payable under the contract was duly adjusted, where required, to take into account the financial implications of the agreed changes.
- 1.4 OCL has responsibility for the management, operation, and development of six facilities under the Contract, which include Council owned leisure centres, swimming pools and synthetic pitches in Oldham. It also delivers a wider community offer and has a vision of "Inspiring people to live active healthy lives" and to "Create an environment in which sport, active recreation and leisure are integrated into the lifestyles of all Oldham citizens, in order that community cohesion and health benefits are continually improving."
- 1.5 The contractual relationship between the Council and OCL aligns with broader Public Health goals and social development objectives to reduce inequalities in Oldham, including working collaboratively with partners to tackle health inequalities and improve mental health through activity.
- 1.6 Beyond the requirements of the Contract, OCL deliver a lot of additional work to support our residents and the aims of the council, including reducing inequalities. Some of the programmes and initiatives delivered by OCL include:
- (a) Exercise Referral for a variety of conditions including Musculoskeletal, Mental Health, Obesity and Blood Pressure.
 - (b) REACH scheme specifically for Cardiac & Pulmonary patients.
 - (c) Falls Prevention including community classes.
 - (d) Free Swimming lessons for adult non swimmers.
 - (e) Co-location of midwifery services & social prescribing.
 - (f) Welcome to Oldham scheme, providing free access for those facing financial hardship.
 - (g) Plus 1 card for Carers, allowing free access for those providing support to those who would otherwise struggle to access services.
 - (h) Friday Club (to reduce isolation).
 - (i) Regular apprenticeships and work experience opportunities to tackle worklessness.

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- 1.7 OCL is an Oldham organisation which employs around 280 members of staff including full time, part time and regular casuals. Over 70% of the OCL workforce are Oldham residents.
- 1.8 The Council works closely with OCL to ensure that the outputs and outcomes that OCL is obliged to deliver under the Contract are met and that continuous improvement is achieved throughout the Contract Period.
- 1.9 A performance monitoring system is in place with the aim of providing reasonable and prudent checks, while focusing on KPIs which confirm that a high quality of service is being delivered and measuring the contribution of the service to the Council's outcomes. OCL are performing well.
- 1.10 The management fee paid by the Council to OCL is low in comparison to other GM authorities and many nationally. The outcome and outputs stipulated in the Contract are also being met. In addition, memberships are good, the external inspections of the Centres are all very good or excellent, and customer feedback is also good. Overall financial performance is positive. More recently the cost of utilities has impacted on OCL's financial position, and they have instigated the utility benchmarking contract clause.
- 1.11 To support the monitoring of the performance of OCL, in addition to the contracted quarterly performance meetings, monthly monitoring meetings are in place.
- 1.12 The Contract links to Corporate Priorities, as follows:
- Healthy, safe and well supported residents
 - A great start and skills for life
 - Better job and dynamic businesses

2 Current Position

- 2.1 The Contract between Oldham Council and OCL is a 10 + 5-year contract which is due to end on 31 March 2028. Prior approval was given by Cabinet to undertake negotiations with OCL to utilise the available 5 year Contract extension and to vary the Contract to include a small number of agreed additions in terms of social value and to update the list of Facilities.
- 2.2 As mentioned above, the management fee is low in comparison to other GM authorities and nationally. The amount payable under the Contract is £494,200 per year for 2024/25 which equates to £2.04 per resident (Oldham Population of 242,100, Census 2021). Under the Contract, OCL also receives additional compensation in respect of additional costs it incurs relating to various categories including legislation changes, utility costs and pension costs for employees wholly transferred from the Council under TUPE.
- 2.3 OCL have consistently met and exceeded the requirements of the Contract and have provided above and beyond in terms of social value as well as their positive engagement in supporting the health and wellbeing of our residents, and wider council priorities.
- 2.4 Usage numbers have continued to rise year on year, and in 2023/24 we saw over 1.4 million come through the facility doors. Current year to date figures for 2024/25 exceeds the same period from the year before, meaning more and more people are accessing the facilities and activities being provided.
- 2.5 The Contract expires in March 2028. A re-procurement exercise is anticipated to take between 18 months and two years, so the Council needs to determine its preferred model going forward as soon as possible.

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- 2.6 An increasingly popular model for the delivery of leisure services is for the leisure operator to work on an agency basis. This has the following significant advantages over the current model whereby OCL acts as a leisure operator in its own right:
- a) It better reflects the situation where the leisure operator carries out the services to residents' accordance with the Council's core objectives;
 - b) It more clearly defines the responsibilities over how the Council's assets are used and maintained;
 - c) It is more tax efficient. This follows from a ruling in June 2022 in a case between HMRC and Chelmsford City Council (the "Chelmsford Ruling").
- 2.7 Following the Chelmsford Ruling, many leisure operators will no longer consider bidding for leisure contracts that do not follow the agency model.
- 2.8 Working back, the costs associated with a procurement exercise and the time needed to re-procure mean that it would be prudent to commence a re-procurement 2-3 years prior to the expiry of the Contract, meaning the Council would have to start this process in 2025. The process of engaging consultants and legal experts for a re-procurement could cost the council circa £250k and bidders circa £500k based on the previous exercise. This money could, instead be invested in improving the Council's leisure assets by moving to a more efficient and effective delivery model.
- 2.9 Given the costs of procurement and the change in approach to leisure contracts, a re-procurement may not be in the best interests of Oldham's residents. An alternative solution would be move to the appointment of a wholly owned in-house Council company to act as the Council's agent for the delivery of leisure services. Several other Councils are moving towards this model. However, the working arrangements together with the contractual and procurement implications would need to be explored in detail to determine whether this new arrangement would be viable, procurement compliant and in the Council's best interests.
- 2.10 In addition to the potential longer-term benefits, there would be immediate benefits in considering whether it would be procurement compliant to amend the Contract so that OCL would act as the Council's agent for leisure services, as opposed to as acting as a principal operator. To this effect:
- a) Discussions have taken place with OCL whose Board has confirmed that it is supportive to moving towards such a model.
 - b) The Council has obtained professional legal and taxation advice that has confirmed what amendments would need to be made to the Contract to effect the proposed changes.
 - c) Initial discussions have been held with the Council's Head of Procurement and Legal Services has been engaged to consider whether the proposed changes would be in line with Contract Procurement Rules, incorporating procurement legislation and whether a notice must/should be published to inform the market of any changes made to the Contract.
- 2.11 The Head of the Commercial Procurement Unit has indicated that a procurement challenge at this point may not be a significant risk given limited time left on a 15-year contract and that OCL will not be significantly commercially advantaged by any new arrangement; however, this needs to be explored and considered alongside procurement rules, legislation and guidance.
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3 Options/Alternatives

3.1 Option 1

- (a) approve that officers explore an alternative delivery model for the provision of leisure services, which would be an agency model under which services are delivered by the Council through an “in house” agency company owned and controlled by the Council. This would obviate the need for a new procurement exercise to be carried out to put a new contract in place. The conclusions and associated recommendations will be brought to cabinet in a report in 2025 to approve and agree the way forward; and
- (b) delegate to the Cabinet Member for Thriving Communities and Culture, the Director of Public Health and the Director of Finance or their nominees to agree and enter into a Deed of Variation with OCL, as detailed in this report, provided that this course of action is supported by the Commercial Procurement Unit and Legal Services as being a viable option that accords with the Public Contracts Regulations 2015.

Option 2

- (a) approve that officers explore an alternative delivery model for the provision of leisure services, which would be an agency model under which services are delivered by the Council through an “in house” agency company owned and controlled by the Council. This would obviate the need for a new procurement exercise to be carried out to put a new contract in place. The conclusions and associated recommendations will be brought to cabinet in a report in 2025 to approve and agree the way forward; and
- (b) do not explore the legalities associated with varying the Contract to an agency model for the remainder of the term.

Option 3

Do not approve that officers explore an alternative delivery model for the provision of leisure services from 1 April 2028, and, instead consider a re-procurement of leisure services under an operator model and do not do not explore the legalities associated with varying the Contract to an agency model for the remainder of the term.

4 Preferred Option

- 4.1 Option 1. This is anticipated to be the most viable and cost effective means to provide a long-term solution that provides best value for the residents of Oldham whilst at the same achieving short- term improvements and tax efficiencies in the way the contract currently operates.

5 Consultation

- 5.1 Oldham Community Leisure Limited,

6 Financial Implications

-
- 6.1 Cost of advice to date is £7,500 and it is anticipated that a similar level of expenditure would be required to amend the contract documentation to amend the contract so that OCL acts as an agent for the Council.
 - 6.2 The cost of exploring the Teckal company option is more difficult to ascertain at this point and it is suggested a budget of £50,000 is created for this purpose. Subject to their Board approval, it is proposed that this cost is shared with OCL.
 - 6.3 The above costs will be more than offset by tax efficiencies that arise from new arrangement.

Chris Kelsall – Assistant Director of Finance.

7 Legal Implications

- 7.1 This report recommends two courses of action with the first being to explore an alternative long term model of delivering leisure services in the Oldham borough following expiry of the current operator contract with OCL and the second being to explore making some modifications to the current contract with OCL to move to an agency model for the remainder of the contract term.
- 7.2 The long term arrangements will be considered and a further report will be brought back to a future Cabinet meeting. It is anticipated that the agency model through an in-house company will be a legally and procurement viable model; however, the legal position is reserved until officers have explored the preferred model and the detail has been documented.
- 7.3 The short term arrangements are subject to procurement legislation and guidance supporting the move to an agency model and to any changes being agreed with OCL. An analysis of the changes which would be need to be made to the Contract (as advised by the external legal firm, Browne Jacobson) to move to an agency model will be explored with the Head of the Commercial Procurement Unit and alongside regulation 72 of the Public Contracts Regulations 2015, which governs what modifications can be made to a contract without giving rise to the need for a new procurement process. On completion of this piece of work, the CPU and Legal Services will liaise with the lead officers for this project and a Delegated Decision Report will be produced, with detailed proposals and legal and procurement comments on such proposals.

Sarah Orrell – Commercial & Procurement Solicitor

8 Procurement Implications

- 8.1 Long Term Model: the approach to determining the most suitable and viable model and reviewing the procurement implications of that model is supported.
- 8.2 Short Term Model: In determining an alternative model under the existing contract, Regulation 72 of the Public Contracts Regulations 2015 needs to be considered in order to establish whether the change/s constitute what is substantial or, material and changes the overall nature of the contract. Whilst it has been explained that this would be adopting what is now the 'typical' model for this arrangement and this may support a supplier market understanding for the need for this change, an assessment still needs to be made on how this would have affected the market at the time of the original procurement exercise and the likely risk of challenge on that basis. It is believed that if we procured now based on the current arrangements/model, there would be no market interest. A review of the changes outlined by external legal advisors, Browne Jacobson, will be carried out by Commercial

Procurement and Legal Services upon which an aligned view of the changes and if and how Regulation 72 applies, will be provided along with recommendations.

Jasmin Banks-Lee, Head of Commercial Procurement Unit

9 **Equality Impact, including implications for Children and Young People**

9.1 Yes

10 **Key Decision**

10.1 Yes

11 **Key Decision Reference**

11.1 EE-04-24

12 **Background Papers**

12.1 None

13 **Appendices**

13.1 none



Report to CABINET

Acquisition of Strategic Asset

Portfolio Holder:

Councillor Shah, Cabinet Member for Growth

Officer Contact: Emma Barton, Deputy Chief Executive (Place)

Report Author: Maria Cotton, Assistant Director Place Making

Date: 20 October 2025

Reason for Decision

To seek Cabinet approval for the acquisition and demolition of a property on Yorkshire Street, Oldham to support the wider regeneration of the area and the continued creation of a cultural quarter in this part of the town centre. Details of the property are noted in part B of this report while legal, commercial and financial negotiations are in flight. The details of the acquisition will soon be in the public domain, but cannot be shared publicly at this time.

Recommendations

Cabinet members are requested to approve:

- The acquisition the property on Yorkshire Street, Oldham – utilising external grant funding designated for this specific purpose.
- The demolition of the building following acquisition.
- The creation of a new public square on the cleared site to improve the setting and visibility of the cultural quarter.
- Delegate authority to the Deputy Chief Executive, Place, in consultation with the Section 151 Officer and Cabinet Member for Growth, to finalise negotiations, legal documentation, procurement and final cost estimates, demolition, and delivery of the public realm scheme.

Acquisition of Strategic Asset**1 Background**

- 1.1 Oldham Council accepted Community Regeneration Partnership funding from the Ministry of Housing, Communities and Local Government (MHCLG) on 24 March 2025 (ESR-03-25).
- 1.2 An allocation of £2,500,000 (two million, five hundred thousand pounds) was identified to acquire property in support of the implementation of the Cultural Co-operative model and the redevelopment of Fairbottom Street / Yorkshire Street to ensure the future success of the Coliseum Theatre.

2 Proposed Acquisition

- 2.1 The Council has committed significant investment into the new Oldham Coliseum Theatre as a cultural anchor for regeneration. Improving its setting and visibility is critical to maximising cultural, social, and economic benefits.
- 2.2 There is a vacant property located on Yorkshire Street in a prominent position, which has historically negatively impacted on the theatre experience and added to the lack of visibility of the theatre entrance, compounded by the proximity of a number of late night venues.
- 2.3 The acquisition and subsequent demolition of the property on Yorkshire Street, provides an opportunity to transform a neglected and vacant site that currently contributes to negative perceptions of the town centre.
- 2.4 As the property has been commercially on the market for some time with no interest registered, it is proposed that after acquisition the vacant property is demolished to enhance Yorkshire Street and improve the attractiveness of the area by improving sightlines and act as a gateway to the theatre creating a welcoming arrival space for visitors.
- 2.5 The creation of a high-quality public square will provide outdoor performance space and opportunities for community events, further enhancing the offer of the theatre and supporting the Oldham Cultural Strategy.

3 Options/Alternatives

- 3.1 There are two options:

Option 1: acquire the property, demolish the property and re-purpose the void space into a quality public square.

Option 2: do not acquire the property, risk the property falling into further disrepair given the continued lack of commercial interest, or risk the building being re-purposed for a use not compatible with the aims and vision of the Cultural Co-operative / Cultural quarter in this part of the town centre.

4 **Preferred Option**

- 4.1 Option 1 is the preferred option which will improve the outcomes for the cultural quarter and delivers on the external funding grant allocated for this purpose in a compliant way.

5 **Consultation**

- 5.1 Consultation has taken place with key stakeholders and the High Street Accelerator Partnership Chair.
- 5.2 Responses identified the improvement of the theatre setting and visibility as a priority.
- 5.3 The Chair of the High Street Partnership supports the removal of this derelict building and investment in a new public space.

6 **Financial Implications**

- 6.1 The total cost association with the acquisition of the property and the subsequent redevelopment of the site will be capital expenditure and will be a charge against the Community Regeneration Fund (CRF) grant to support the Cultural Co-operative model and the redevelopment of Fairbottom Street/Yorkshire Street. This will leave £1.526m of CRF funding available to support the other priorities identified for the Cultural Co-operative model.
- 6.2 The ongoing maintenance and other revenue costs associated redeveloped space will be additional to the current budget provision for the Town Centre. Consequently, budget provision will need to be identified or working practices adapted to absorb the costs of the ongoing maintenance requirements.

James Postle

7 **Legal Implications**

- 7.1 Acquisition to be completed under the Council's powers for land and property acquisition in support of regeneration (Local Government Act 1972, Section 120).
- 7.2 Demolition and public realm works will require planning consent and compliance with environmental and health and safety legislation.
- 7.3 Legal due diligence and full surveys will be completed prior to acquisition and it is important that these are completed prior to any offer being made so that no more is paid than a reasonable market price.

Alex Bougatef

8. **Procurement Implications**

- 8.1 Procurement advice will be followed in respect of the demolition works and public realm works

Fiona Greenway

9 **Equality Impact, including implications for Children and Young People**

- 9.1 A full EIA has been undertaken and is attached as Appendix 1 to this document.

10 **Key Decision**

- 10.1 Yes

11 **Key Decision Reference**

11.1 RBO-10-25

Report to be considered in private and was not published in the Key Decision Document due to special urgency procedure rule 14 in the constitution.

Report has been shared with Chair of Overview and Scrutiny, Cllr Junaid Hussain

12 **Background Papers**

12.1 None

13 **Appendices**

13.1 Appendix 1 EIA Assessment

Report to CABINET

Pride in Place Impact Fund Grant Acceptance

Portfolio Holders:

Councillor Arooj Shah, Leader of the Council and Portfolio Holder for Building a Better Oldham

Councillor Abdul Jabbar, Deputy Leader of the Council and Portfolio Holder for Value for Money and Sustainability.

Officer Contact: Emma Barton, Deputy Chief Executive (Place)

Report Author: Chris Lewis, Assistant Director Creating a Better Place

20th October 2025

Reason for Decision

Cabinet Members are asked to approve and accept the £1,500,000 Pride in Place Impact Fund capital grant allocation from the Ministry of Housing, Communities and Local Government (MHCLG) in September 2025 as part of the 2025 Spending Review.

Executive Summary

Oldham has been allocated £1,500,000 capital from the Pride in Place Impact Fund from MHCLG to be spent over 2025/26 and 2026/27. The Pride in Place Impact Fund will cover the following objectives:

- A. Community spaces: creating, extending, improving or refurbishing existing community facilities and enabling community organisations to take control or ownership of underused but valued local assets.
- B. Public spaces: enhancing the physical environment in public spaces - examples of initiatives include new or improved green spaces or public squares, improved outdoor play, sports and leisure spaces, installing street furniture, public art or wayfinding.
- C. High street and town centre revitalisation: making these areas more attractive and welcoming places where people congregate and which encourage economic activity. Examples of initiatives that could be funded are shop frontage improvements, adaptations that bring premises back into use, streetscape improvements, public art, trails and wayfinding, and creating or improving the infrastructure for regular markets.

Recommendations

Cabinet Members are asked to:

- i) Approve the acceptance of the £1,500,000 capital Pride in Place Impact Fund from MHCLG and undertaken the following objectives:
 - A. Community spaces: creating, extending, improving or refurbishing existing community facilities and enabling community organisations to take control or ownership of underused but valued local assets.
 - B. Public spaces: enhancing the physical environment in public spaces - examples of initiatives include new or improved green spaces or public squares, improved outdoor play, sports and leisure spaces, installing street furniture, public art or wayfinding.
 - C. High street and town centre revitalisation: making these areas more attractive and welcoming places where people congregate and which encourage economic activity. Examples of initiatives that could be funded are shop frontage improvements, adaptations that bring premises back into use, streetscape improvements, public art, trails and wayfinding, and creating or improving the infrastructure for regular markets.
- ii) Note that MHCLG has issued a Memorandum of Understanding (MoU), which has been reviewed by the Council 's financial services.
- iii) Delegate authority to the Deputy Chief Executive (Place) to agree the terms of the MoU issued by MHCLG and any funding agreement in respect of the grant award in consultation with the Directors of Finance and Legal Services and approve appointments of professional teams and contract award in respect of the agreed budgets.
- iv) Delegate authority to Director of Finance or Chief Executive to finalise and enter into the MoU issued by MHCLG and any funding agreement in respect of the grant award subject to the completion of any necessary due diligence on subsidy control compliance and authority to agree and complete any project change requests under the MOU and/or funding agreement.
- v) Delegate authority to the Director of Legal Services or their nominee to formalise any necessary legal requirements including signing and/or sealing any documentation referred to and/or required to give effect to the recommendations and/or delegations in this report and authority to approve the appointment of external legal advisers if required to protect the Council's interests and give effect to the recommendations in this report.
- vi) Delegate authority to the Director of Economy or their nominated representative to agree monitoring and evaluation of defined outputs and negotiations thereupon as required over the grant delivery period of 2025/26 and 2026/27.
- vii) Note and endorse that the internal governance and administration for the MHCLG grant will be performed via the Creating a Better Place Programme Board (CaPB) structures.

Pride in Place Impact Fund Gant Acceptance**1 Background**

- 1.1 In the 2025 Spending Review, the Government announced funding for up to 350 places as the cornerstone of our support for communities. This includes 95 places selected for the Pride in Place Impact Fund. The funding will be delivered by local authorities and targeted at areas 'in need' with the aim of building strong, resilient, prosperous, and inclusive communities.
- 1.2 The Pride in Place Programme will target transformation over the longer term but MHCLG recognised that there is also a need for immediate support to ensure other areas are able to deliver visible improvements to high streets and improve places and spaces of community value. The Pride in Place Impact Fund will provide this support.
- 1.3 MHCLG worked with local stakeholders including MPs, local authorities are best placed to manage investment that will increase pride in these neighbourhoods, which in turn will draw in private investment creating economic growth and opportunity. Eligible activities for use of the fund includes community spaces public spaces High Street and Town Centre revitalisation, indicative examples are included in section 2.3 of this report.
- 1.4 Upgrades to community facilities and public spaces such as parks, playgrounds and piers will help improve health and well-being, bring people together and strengthen communities.

2. Current Position

- 2.1 The Pride in Place Impact Fund capital allocation of £1,500,000 will be split into the following payments:
 - £750,000 = 2025/26
 - £750,000 = 2026/27
- 2.2 The objectives for the Pride in Place Impact Fund that will be undertaken are:
 - A. Community spaces: creating, extending, improving or refurbishing existing community facilities and enabling community organisations to take control or ownership of underused but valued local assets.
 - B. Public spaces: enhancing the physical environment in public spaces - examples of initiatives include new or improved green spaces or public squares, improved outdoor play, sports and leisure spaces, installing street furniture, public art or wayfinding.
 - C. High street and town centre revitalisation: making these areas more attractive and welcoming places where people congregate and which encourage economic activity. Examples of initiatives that could be funded are shop frontage improvements, adaptations that bring premises back into use, streetscape improvements, public art, trails and wayfinding, and creating or improving the infrastructure for regular markets.

2.3 The indicative activities that support the Pride in Place Impact Fund are shown in the table below:

Objective	Indicative Activities
<p><u>Community spaces</u></p> <p>The focus of this objective is buildings and indoor spaces.</p>	<ul style="list-style-type: none"> • providing funding to a community group to take ownership of a disused asset • providing funding to refurbish or improve an asset already in community ownership • funding to refurbish or improve assets owned by public bodies for community activity • funding to create, improve or refurbish maker spaces • funding to create or improve art galleries, theatres, museums, libraries, cultural or heritage sites, sports facilities • creating or expanding on existing community assets to promote community cohesion
<p><u>Public spaces</u></p> <p>The focus of this objective is outdoor recreation spaces.</p>	<ul style="list-style-type: none"> • creating or improving parks or community gardens, particularly in areas with poor quality parks and gardens • improvements to a canal towpath, riverside walk or other leisure space • creating or refurbishing play areas and sports pitches/courts, installing outdoor gym equipment • providing new or replacing street furniture, repainting of public spaces, creating new shaded areas such as new shelters for bus stops, improved lighting and adaptations to reduce crime and the fear of crime • public art that reflects local culture and history, creating trails and installing new signs to help with wayfinding • creating and refurbishing footpaths, cycle ways and shared use paths • creating or refurbishing a pavilion or bandstand to support cultural, heritage, sporting and creative events • provision of public toilets or improvements to existing facilities, including providing Changing Places toilets
<p><u>High street and town centre revitalisation</u></p> <p>The focus of this objective is regenerating high streets and local shopping areas.</p>	<ul style="list-style-type: none"> • improving street surfaces, street furniture, repainting of public spaces, creating new shaded areas such as new shelters for bus stops, improved lighting, measures to reduce the fear of crime, cycleways and shared paths • shop front improvement grants • grants to bring disused premises back into commercial use • provision of public toilets or improvements to existing facilities, including providing Changing Places toilets • providing infrastructure that supports street markets

- 2.4 Local authorities will be required to report against a limited number of progress metrics but there is no requirement to report against all metrics, only those relevant to the activities being undertaken. Below are the metrics and units of measure to report progress:

Code	Metric	Unit of Measure	Notes
PiPIF1	Number of facilities and premises created or improved	Number of facilities or premises	<p>This metric covers any and all facilities and premises that can be supported by the Pride in Place Impact Fund. It includes public parks and outdoor spaces, improved commercial and community buildings, sports facilities and heritage and cultural venues.</p> <p>The amount of space created or improved should be counted under the relevant metrics e.g. if a project improves a community centre report that as one under this metric and report the amount of space improved under PiPIF3.</p> <p>Outdoor spaces and buildings used together e.g. a sports pitch and a club house should be counted as one under this metric.</p> <p>Improvement means adding, renovating or repairing facilities with the aim of creating a better space. It does not include maintenance of existing facilities.</p>
PiPIF2	Amount of commercial space created or improved	Square metres (M2)	<p>The amount of new commercial floorspace completed or improved. Commercial space includes, but is not limited to: retail, hospitality, office and industrial space.</p> <p>Improvement means adding, renovating or repairing facilities with the aim of creating a better space. It does not include maintenance of existing facilities.</p> <p>Commercial space that is ancillary to the main use of the premises can also be counted, for example a café area in a community centre or sports club, but should not be reported under PiPIF5.</p>
PiPIF3	Amount of community, culture, sports, or heritage space created or improved	Square metres (M2)	<p>This metric should be used to report the space created or improved in buildings reported under PiPIF1, commercial space should be reported under PiPIF2.</p> <p>Structures that might not normally be considered buildings e.g. band stands or covered seating areas in parks may also be counted under this metric.</p> <p>Improvement means adding, renovating or repairing facilities with the aim of creating a better space. It does not include maintenance of existing facilities.</p>

Code	Metric	Unit of Measure	Notes
PiPIF4	Amount of green or blue space created or improved	Square metres (M2)	<p>Green or blue space means any vegetated land, or water including public gardens, playing fields, children's play areas, woods and other natural areas, grassed areas, cemeteries, allotments, as well as green corridors like paths. It does not include paved spaces between or around buildings; for this, see PiPIF5.</p> <p>Improved means adding, renovating or repairing facilities and landscaping. It does not include maintenance of existing greenspace, such as grass cutting, pruning, and cleaning.</p>
PiPIF5	Amount of public realm created or improved	Square metres (M2)	<p>Public realm means the spaces between and around buildings that are publicly accessible, including squares, courtyards and streets.</p> <p>Improved means adding, renovating or repairing features with the aim of creating better public space and excludes routine cleaning and maintenance.</p> <p>This metric should not be used for parks and green/blue space, which should be reported under PiPIF4.</p>
PiPIF6	Number of green retrofits to non-residential buildings and or facilities.	Number of buildings	<p>The installation of measures designed to improve the energy efficiency of buildings and facilities. This can include, but is not limited to, improved insulation or glazing, installing more efficient heating systems, the installation of solar, wind or hydro electricity generation and the installation of alternative fuel charging points for vehicles.</p> <p>Only report improvements to existing buildings or facilities, installation of green technologies to new buildings and facilities should not be reported under this metric.</p> <p>Count each building or facility once regardless of the number of technologies installed.</p>

3 Options/Alternatives

- 3.1 Option 1: Do nothing. Failure to accept the Pride in Place Impact Fund capital grant allocation from MHCLG would reflect negatively on the perception of the town and its ambitions. It would have significant implications for delivery of the project budgets and, therefore, the achievement of regeneration ambitions and objectives.
- 3.2 Option 2: Formally accept the Pride in Place Impact Fund capital award allocation from MHCLG for £1,500,000 and enter into the MoU as set out in this report.

4 Preferred Option

- 4.1 Option 2 is the preferred option to help ensure delivery of the projects and achievement of regeneration ambitions and objectives.

5 Consultation

- 5.1 Consultation has been held with Members and senior Council officers.

6 Financial Implications

- 6.1 The MHCLG capital grant award of £1,500,000 will be received by the Council Pride in Place Impact Fund allocation will be split into the following allocations:
- £750,000 = 2025/26
 - £750,000 = 2026/27
- 6.2 The Grant has been awarded under Section 50 of the United Kingdom Internal Market Act 2020 and is a non-ringfenced grant that can only be used to fund capital expenditure in line with the grant determination.
- 6.3 The Council will need to comply with the terms and conditions as set out in the MoU and grant determination which include the requirement to commit all grant funding before the 31st March 2027 end-date of the funding, with any uncommitted funding required to be returned to the MHCLG, and demonstrate the achievement of the Objectives and Metrics of the funding as detailed in section 2 of this report and the MoU.

(James Postle, Senior Finance Manager)

7 Legal Services Comments

- 7.1 S1 of the Localism Act 2021 give Local Authorities a general power of competence to do anything which an individual may do for the benefit of the authority, its area or persons resident or present in their area.
- 7.2 The Council must be satisfied it can meet the objectives and terms and conditions and milestones of the funding imposed by the funding authority including any obligation to provide match funding and to monitor, keep any necessary records and file any necessary returns. Officers must also check the terms do not conflict with other funding conditions for the scheme/s or project/property already in place and ensure compliance with the Public Sector Equality Duty and obtain any necessary Environmental Assessments.
- 7.3 All works, services and goods procured by or on behalf of the Council must be procured in compliance with the Council's Contract Procedure Rules and all other relevant regulations
-

including, where applicable, the Financial Procedure Rules and Land and Property Protocol. Officers must work with legal colleagues to approve and formalise the terms of any grant agreement or MOU in conjunction with Finance and Audit colleagues.

- 7.4 The Senior Responsible Officer (SRO) and Project Manager must ensure that Subsidy Control is considered in consultation with finance and legal officers and that all relevant assessments are made and recorded, all relevant notices are published, and all relevant regulations and legislation is complied with to the satisfaction of the Section 151 Officer and in compliance with the Financial Procedure Rules of the Council. External advice may be needed to support these activities, which will be a cost to the Project. The grant may amount to a subsidy under the Subsidy Control Act 2022. Therefore, a subsidy control analysis of the grant funding and what it will be used for is essential before payment of the grant is received. This process will be undertaken by the Project Team led by the SRO with support and input from relevant officers.
- 7.5 In awarding any grants or passporting grant monies it is incumbent on the Council to consider the Subsidy Control regime and to comply with the relevant provisions. If any grant is determined to be a subsidy, details regarding the same must be published within three months of award for all subsidies in excess of £100,000 and the Report Author and SRO will need to liaise with finance and audit colleagues in this regard.
- 7.6 The Transparency obligations of the Council must be complied with together with any Framework and procurement related obligations.
- 7.7 The terms of any proposed MOU/Grant Agreement must be reviewed and agreed by the SRO along with legal and finance colleagues. Provisions of note and/or provisions with associated risk should be highlighted to officers for consideration.
- 7.8 If any grant funds are to be spent on supplies, works or services, the Council must undertake any commissioning activity in accordance with Contract Procedure Rules, incorporating relevant national procurement legislation.
- 7.9 The Report Author has confirmed that the Council's Contract Procedure Rules and Financial Procedure Rules have been and continue to be complied with.
- 7.10 The report contains information as detailed in Paragraph 3 of the revised Part 1 of Schedule 12A of the Local Government Act 1972 however this exemption is not absolute and will not survive once contractual arrangements are entered into or until such time that the public interest weighs in favour of disclosure.

(Rebecca Boyle – Corporate Group Solicitor)

8 Equality Impact, including Implications for Children and Young People

- 8.1 Yes (see Appendix 1)

9 Key Decision

- 9.1 Yes

10 Key Decision Reference

- 10.1 RBO-11-25

11 Background Papers

11.1 None

12 Appendix

12.1 Appendix 1 – Equality Impact Assessment for Pride in Place Impact Fund Grant Acceptance

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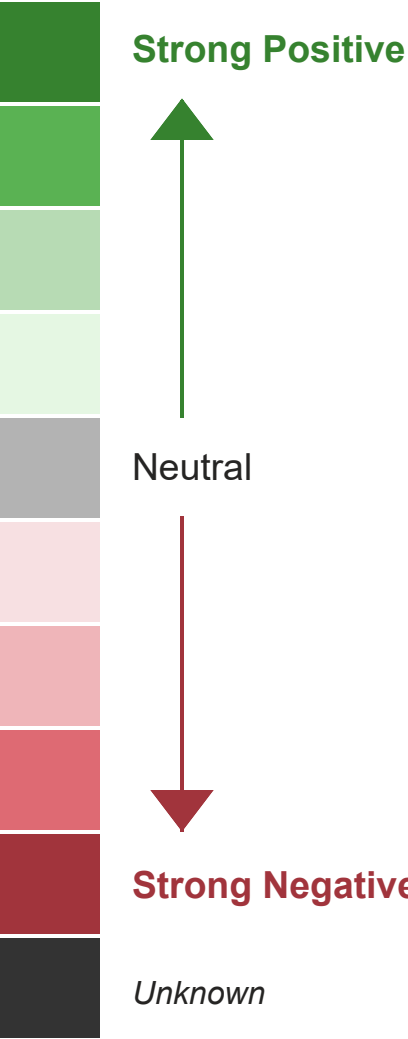
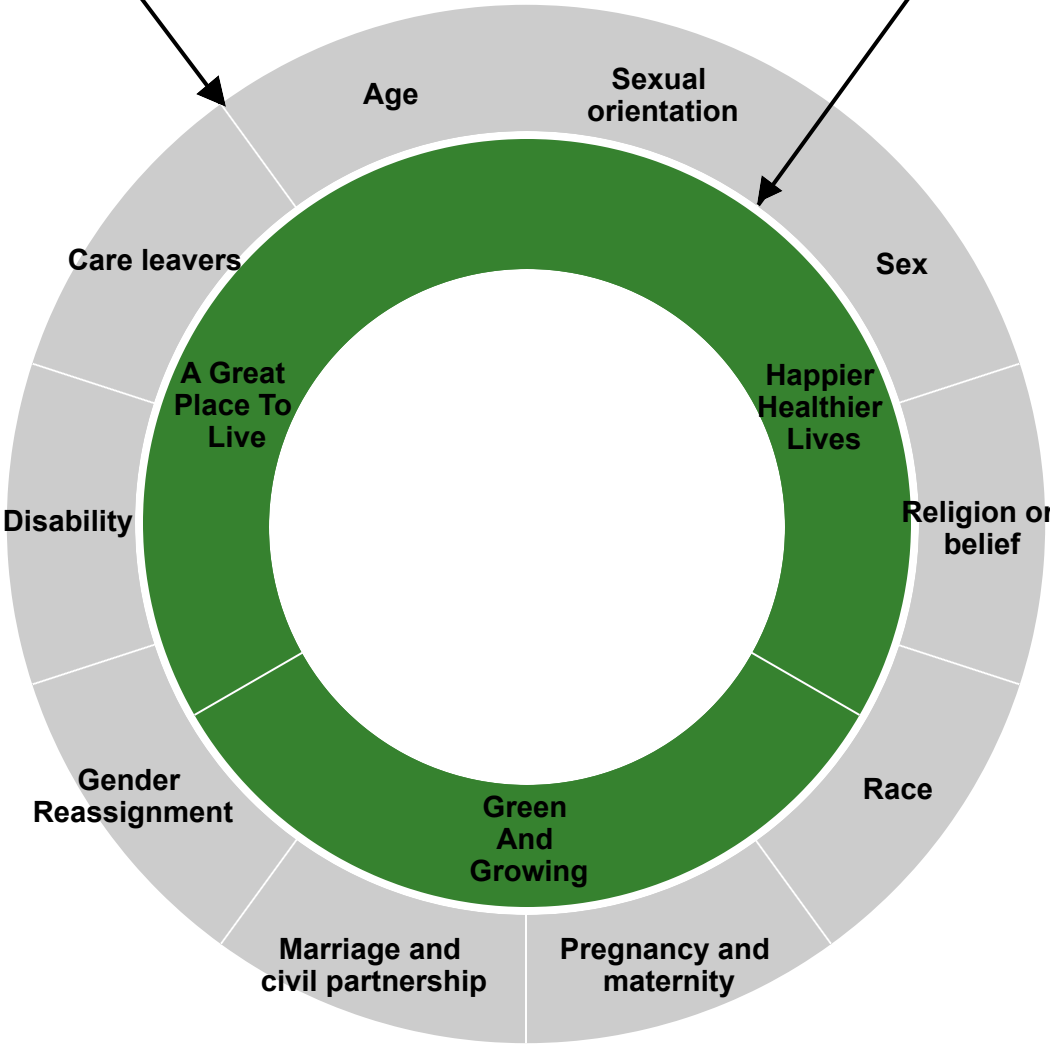
Pride in Place Impact Fund

completed/last updated by Gail Aspinall on 13/10/2025

Portfolio	
Building a Better Oldham	
Directorate	
Place	
Service/Team	
Economy	
Is this IA related to a Budget Reduction proposal?	No

Equality Characteristics

Our Mission



Equality Characteristics

Category	Impact	Likely	Duration	Impact Score ▲	Comment
Age	Neutral	Possible	Short Term	0	
Care leavers	Neutral	Possible	Short Term	0	
Disability	Neutral	Possible	Short Term	0	
Gender Reassignment	Neutral	Possible	Short Term	0	
Marriage and civil partnership	Neutral	Possible	Short Term	0	
Pregnancy and maternity	Neutral	Possible	Short Term	0	
Race	Neutral	Possible	Short Term	0	
Religion or belief	Neutral	Possible	Short Term	0	
Sex	Neutral	Possible	Short Term	0	
Sexual orientation	Neutral	Possible	Short Term	0	

Our Mission / Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
A Great Place To Live	Strong Positive	Very Likely	Long Term	8	The grant will help to enhance the physical environment in public spaces, making high streets and town centres more attractive and welcoming places where people congregate and which encourage economic activity.
Green And Growing	Strong Positive	Very Likely	Long Term	8	The grant will help to develop Oldham's community spaces and enhance the physical environment in public spaces.
Happier Healthier Lives	Strong Positive	Very Likely	Long Term	8	The grant will help to develop and improve health and wellbeing by enhancing the physical environment in public spaces.

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