

Report to Cabinet

Revenue Monitor and Capital Investment Programme 2024/25 Outturn Report

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

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Reason for Decision

The report provides Cabinet with an overview of the Council's revenue budget position for 2024/25, which reports an overspend of £10.155m. It also highlights the main movements from the previous forecast for the year, which was reported to Cabinet on 24 March 2025.

Executive Summary

Revenue Position

The revenue overspend position for the financial year 2024/25 is £10.155m which is an improvement of £4.442m from the position previously reported to Cabinet.

This financial monitoring report follows on from the previously reported positions and details the year end position. This outturn position reflects the significant financial pressures being faced by the Council particularly for social care services and homelessness.

An update on the 2024/25 outturn position is detailed within Annex 1.

Information on the year end position of the Dedicated Schools Grant (DSG) and the Housing Revenue Account (HRA) is also included within the report.

Capital Position

The report outlines the year end capital spending position for 2024/25 for approved schemes. The revised capital programme budget for 2024/25 was £87.460m with actual expenditure to 31 March 2025 at £81.791m.

Recommendations

That Cabinet:

1. Notes the 2024/25 outturn position as £10.155m overspend for the year.
2. Approves the use of Reserves to finance the overspend position.
3. Notes the outturn position for the Dedicated Schools Grant and the forecast for 2025/26.
4. Notes the 2024/25 outturn position for the Housing Revenue Account.
5. Notes the capital spending position for 2024/25 as at 31 March 2025.

Revenue Monitor and Capital Investment Programme 2024/25 – Outturn Report**1 Background**

- 1.1 The Authority's 2024/25 revenue budget was approved by Council on 28 February 2024 at a sum of £299.818m to be met by government grants, Council Tax, Business Rates, and the use of General Earmarked Reserves. This report sets out the outturn financial position of the Council.
- 1.2 The outturn position reflects the impact of management actions put in place to mitigate in-year pressures, new developments and changes in the profile of planned expenditure and the additional grants that have been received from the Government since the last reported forecast to Cabinet on 24 March 2025.
- 1.3 This report provides an overview of the Council's revenue budget position for 2024/25, which reports an overspend of £10.155m. It summarises the main variances, and changes since the last report and the financing of the overspend.

2 Financial Position 2024/25

- 2.1 The overspend for 2024/25 is £10.155m, reflecting an improvement of £4.442m from the last reported position of £14.597m. This is in the context of significant financial stresses being faced across the Local Government sector. The Council's position reflects the national pressures in the Health and Social Care sector, Temporary Accommodation and trends being experienced across most Social Care providing Local Authorities.
- 2.2 As previously detailed within all the budget monitoring reports presented to Cabinet, the main areas of concern identified have produced an overspend position for the 2024/25 financial year, namely:
- Adult Social Care;
 - Children's Services; and
 - Strategic Housing, in particular Temporary Accommodation.
- 2.3 The net adverse variance has been a concern and as a result, management mitigations were actioned alongside the receipt of one-off resources which resulted in the variance being reduced. However, this is a significant overspend and follows on from the overspend position of £16.114m for the 2023/24 financial year.
- 2.4 To balance the budget and to prevent an impact on the Council's General Fund, an unplanned contribution from general Reserves of £10.155m is required.
- 2.5 As at 31 March 2025, the Dedicated Schools Grant closed with an in-year deficit of £3.900m, which when added to the surplus of £3.702m brought forward from 2023/24 and with a positive adjustment of £1.380m for Growth underspend committed in the following year produces a cumulative (provisional) surplus of £1.182m. Further detail can be found within Annex 1.
- 2.6 The HRA Reserves has increased by of £3.341m by the end of 2024/25. The opening balance of £21.106m has increased to £24.447m. The level of reserves is required to
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meet future commitments in the HRA, and in particular to ensure that the PFI schemes can be funded as the corresponding Government credits do not increase to take account of inflationary pressures.

- 2.7 The original capital programme for 2024/25 totalled £99.683m. The revised capital programme budget at the end of the financial year, considering any approved carry forwards, approved new funding, new schemes and variations was £87.460m. Actual expenditure incurred was £81.791m, a variance of £5.669m against the revised budget. Further details of expenditure and schemes within the capital programme can be found in Annex 2.

3 Options/Alternatives

- 3.1 The options that Cabinet might consider in relation to the contents of this report are;
- a) to agree the revenue and capital positions presented in the report and agree the use of Reserves to balance the revenue budget.
 - b) to note the outturn position for the Dedicated Schools Grant and the Housing Revenue Account.
 - c) to propose an alternative to balance the revenue budget for 2024/25.

4 Preferred Option

- 4.1 The preferred options are (a) and (b) detailed at 3.1.

5 Consultation

- 5.1 Consultation with the services within the Council and the Interim Executive Director of Resources (S151).

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 continued use of Reserves to support the revenue position is not sustainable and will continue to impact on the council's financial sustainability.

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-05-25

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 Appendix 1
Officer Name: Lee Walsh / Vickie Lambert
Contact: lee.walsh@oldham.gov.uk

File Ref: Capital Background Papers are contained in Annex 2
Officer Name: James Postle
Contact No: james.postle@oldham.gov.uk

21 Appendices

Annex 1 Revenue Budget Monitoring Report 2024/25 – Outturn Report

Appendix 1 Directorate Summary Financial Position

Annex 2 Capital Investment Programme Report 2024/25 Outturn Monitoring Report

Appendix A - Summary - Month 12 - Community Health and Adult Social Care

Appendix B - Summary - Month 12 - Children’s Services

Appendix C - Summary - Month 12 - Communities

Appendix D - Summary - Month 12 - Heritage Libraries and Arts

Appendix E - Summary - Month 12 - Place and Economic Growth

Appendix F - Summary - Month 12 - Housing Revenue Account (HRA)

Appendix G - Summary - Month 12 - Corporate/Information Technology

Appendix H - Summary - Month 12 - Capital Treasury & Technical Accounting

Appendix I - Summary - Month 12 - Funding for Emerging Priorities

Annex 3 Equality Impact Assessment- Financial Monitoring 24-25 (Outturn)

REVENUE BUDGET MONITORING REPORT 2024/25**Outturn Report****1 Background**

- 1.1 The Authority's 2024/25 revenue budget was approved by Council on 28 February 2024 at a sum of £299.818m to be met by government grants, Council Tax, Business Rates, and the use of General Earmarked Reserves. This report sets out the revenue outturn position for the 2024/25 financial year.

2 Overview

- 2.1 The Council's final revenue position for 2024/25 is an overspend of £10.155m which is an improvement of £4.442m from the position previously reported in March 2025.

- 2.2 In summary, the overspend relates to the following areas:

- £10.703m for Children's Services. This position is mainly due to the number and cost of expensive external residential placements, the cost of agency staff alongside additional costs for Home to School Transport.
- £10.832m for Adults Social Care due to the growth in need for support particularly in services supporting Mental Health and Learning Disability clients alongside costs for homecare, direct payments and residential placements.
- £5.803m for Place and Economic Growth Directorate of which £4.483m relates to housing costs particularly around Temporary Accommodation.

- 2.3 The above pressures have been offset by underspends across other Directorates as follows:

- (£2.853m) for Corporate Services mainly due to the number of vacancies held across the whole Directorate.
- (£1.502m) in Public Health Services largely due to a reduction in cost liabilities for the 0-19 service.
- (£13.580m) for the Capital, Treasury and Technical Accounting Directorate. This underspend was predominately generated through the receipt of one-off resources and the application of the revised Minimum Revenue Provision (MRP) Policy as approved by Council in January 2025.

- 2.4 Budget Reductions for 2024/25 had been approved at £20.408m with 78% of these savings achieved by the financial year end. Of the 22% which were not achieved, the largest areas for non-achievement related to Children's Services (£2.260m) and Place and Economic Growth (£2.074m).
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3 Outturn Position – Revenue Budgets

- 3.1 The Council's net revenue controllable budget (excluding Depreciation & Impairment, Central Support Recharges and Technical Accounting budgets) at the end of the 2024/25 financial year was £306.837m (£302.677m at Month 10). The increase between periods is as a result of additional revenue funding received by 31 March 2025.
- 3.2 The revenue outturn position is detailed in the table below showing an overspend position of £10.155m which will need to be met from general Reserves.

Table 1 – Summary of Revenue Outturn Position 2024/25

Directorate	Annual Controllable Budget £000	Annual Controllable Actual* £000	Variance Outturn £000	Variance Mth 10 £000	Change in Variance between periods £000
Adult Social Care	76,739	87,571	10,832	9,747	1,085
Children's Services	70,705	81,408	10,703	12,205	(1,502)
Public Health	23,054	21,552	(1,502)	(90)	(1,413)
Place and Economic Growth	67,001	72,084	5,083	7,045	(1,962)
Corporate Services	36,392	33,539	(2,853)	(3,047)	194
Capital, Treasury and Technical Accounting	32,946	19,365	(13,580)	(10,464)	(3,117)
NET EXPENDITURE	306,837	315,520	8,682	15,396	(6,714)
FINANCING			1,472	(799)	2,271
OVERALL VARIANCE			10,155	14,597	(4,442)
Use of Reserves to support 2024/25 position			(10,155)		

Notes: *Outturn figures include reserves movements as shown in Table 6.

Significant revenue variances by Directorate

- 3.3 There are significant variances contained within the net overspend position.

Adult Social Care adverse actual variance of £10.832m (£9.747m forecast at Month 10)

- 3.4 The Community Health and Adult Social Care service area closed the financial year with an overspend of £5.141m primarily attributed to the cost of care placements, particularly for individuals with physical disabilities. Within this service, the key expenditure pressures relate to Homecare (£2m), Short Stays and Respite (£2.6m) and Nursing Care (£1.7m). Additional income and slippage from vacant posts are offsetting these pressures by £0.474m.

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- 3.5 The Mental Health service is reporting an adverse position of £1.141m at the financial year end. The biggest contributing factors to this position are Supporting Living (£1.7m), Residential Care (£0.880m) and Short Stay Placements (£0.680m). Additional income and vacancies have reduced this pressure.
- 3.6 The Learning Disability service is reporting an overspend position of £5.044m. There has been an increase in Supported Living costs (£1.9m) with additional Homecare costs (£1.6m) and Direct Payments (£0.730m). This has been further compounded by the underachievement of income for clients and non-residential contributions.

3.7 **Children's Services adverse actual variance of £10.703m (£12.205m forecast at Month 10)**

Children's Social Care and Preventative Services - £12.061m overspend

- 3.8 The Children in Care service overspent by £11.765m. The main pressure relates to the social care placements budget at £11.602m which includes a pressure of £0.441m from reduced contributions from Health for joint funded packages. There was a pressure of £0.250m for Children's Residential homes and costs incurred by the Permanence team of £0.118m above allocated resources. These pressures have been offset in part with underspends in the Adolescence Support Unit of £0.107m, Children with Disabilities team at £0.120m and Fostering Team of £0.060m due to additional income and slippage on vacancies.
- 3.9 The continual review of external placement packages in 2024/25 yielded cost reductions of £3.723m however, new placements cost £3.738m which resulted in a small increase of £0.015m against the position previously reported.
- 3.10 For the Children's Integration service an underspend of £0.728m is reported. The main reasons for this favourable variance are underspends in Business Support (£0.418m) and Targeted Youth (£0.226m).
- 3.11 The Children's Safeguarding service has reported a year end underspend of £0.246m. The biggest contributing factor within this service area is within the Social Work Academy which relates to reduced staffing costs and additional income received (£0.201m).
- 3.12 Fieldwork and Family Support services have overspent by £1.541m against the budget allocation. There has continued to be a reliance on agency staff in 2024/25 which has resulted in costs of £5.680m compared with slippage generated from vacant posts of £4.456m. In addition, the service has seen a pressure of £0.149m in relation to legal and drug testing costs and payments to external providers such as Pennine Social Care.
- 3.13 The number of agency staff across Children's Social Care steadily reduced during the financial year which is due to the successful recruitment of permanent staff and newly qualified social workers moving into established posts. To further mitigate budget pressures the service transferred a proportion of agency staff onto GM Pledge rates.
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- 3.14 Across the Preventative Services area an underspend of £0.272m is reported. The main variance relates to slippage on vacant posts and underspends on non-pay budgets and additional income (£0.101m).

Education, Skills and Early Years - £1.358m underspend

- 3.15 For the Skills and Employment service area an underspend of £0.341m has been reported. This is due to the receipt of income generated by the service to support its work across the borough.
- 3.16 Central Education Services have overspent by £0.227m. This in the main relates to pressures on the School's Insurance budget of £0.146m due to the reduction in buy back for this service, with other minor variances across this service area.
- 3.17 SEND Services have reported an overall underspend of £0.245m for the 2024/25 financial year. Within this service area, the main pressure relates to Home to School Transport at £0.347m due to the number and costs for routes required. This pressure has been offset by other underspends across the service due to slippage on vacant posts, maximisation of grant income and additional income being received.
- 3.18 Other smaller variances across Education, Skills and Early Years have contributed towards the favourable position.
- 3.19 As highlighted within previous budget monitoring reports, Children's Services demand and cost pressures have continued from previous financial years into this year. Increases in the number of Children Looked After having resulted in increased pressures for differing placements particularly residential, where costs for this provision are significant. Alongside Children Looked After placement costs, the continued reliance on agency staff and an increase in demand for Special Educational Needs and Disabilities (SEND) provision is having an impact on the services' financial position.

Public Health favourable actual variance of £1.502m (£0.090m forecast at Month 10)

- 3.20 Following the transfer of the 0-19 Service from the Northern Care Alliance to the Council, potential financial liabilities were highlighted which had been included within financial forecasts. As the service have worked through these potential costs, these liabilities have been removed, and as such a favourable variance has been realised at the financial year end.

Place and Economic Growth adverse actual variance of £5.083m (£7.045m forecast at Month 10)

Communities

- 3.21 The Communities Directorate ended the financial year with an adverse position of £3.753m (£5.077m at Month 10) of which Strategic Housing and in particular Temporary Accommodation (TA) was the main driver reporting a year end overspend of £4.483m (£5.558m at Month 10). The year end pressure reported for this service area has reduced
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by £1.075m between reporting periods due to a reduction in placements, an increase in the estimated levels of Housing Benefit recovery and further work with certain TA providers which has resulted in a reduction to the average unit cost.

- 3.22 The number of individuals and families in Temporary Accommodation during 2024/25 has continued to follow the recent downward trajectory. The numbers in temporary accommodation as previously reported at Month 10 was 637, the number in temporary accommodation as at 31 March 2025 was 616. The adverse position reported is as a direct result of the placement cost in hotels, B&B's and other temporary accommodation used to house the increased demand.
- 3.23 The Housing Recovery programme is continuing to investigate more cost-effective delivery models of temporary accommodation through leasing, commissioning, and working in partnership with external partners to better meet our resident's needs. This work will continue during 2025/26, along with further prevention schemes to continue to try to reduce the costs within the Housing service.

Economy

- 3.24 The Economy Directorate is reporting a £0.635m adverse variance at the financial year end previously £0.545m at Month 10. The main reasons for the adverse variance are due to budget pressures within the Estates & Property Management service areas.

Environment

- 3.25 The Environment service reported a year-end adverse position of £0.695m (£1.422m at Month 10). The main reason for this change is due to additional income received in the Public Protection service from fines and a reduction in the overspend within the Highways service as a result of only essential work being completed. The Council also received a significant GMCA Rebate linked to the Waste Levy in late March 2025, the additional income helping further reduce the overall Environment pressure.

Corporate Services – favourable actual variance of £2.853m (£3.047m at Month 10)

- 3.26 Corporate Services is reporting a favourable year end variance of £2.853m which is largely as a result of slippage from vacant posts across all services within this Directorate such as finance, procurement and HR.

Capital, Treasury and Technical Accounting – favourable actual variance of £13.580m (£10.464m at Month 10)

- 3.27 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.
- 3.28 A revised Minimum Revenue Provision (MRP) Policy was presented and subsequently agreed at the Council meeting of 20 January 2025 which is the largest contributing factor to the favourable variance within this area.
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- 3.29 Additional one-off resources have also been received such as Business Rates Levy Surplus, Waste levy refund and additional dividend payments.
- 3.30 A detailed revenue table is attached at Appendix 1.

4 Outturn Position – Dedicated Schools Grant (DSG)

- 4.1 The table below provides the 2024/25 DSG outturn position and a forecast position for 2025/26 as reported to Schools Forum on 25 June 2025.

Table 2 – Summary of DSG Outturn Position 2024/25 and forecast for 2025/26

DSG Summary 2024/25 to 2025/26	2024/25 Outturn £000	2025/26 Forecast £000
Schools Block (excludes central services)	255,312	274,777
Central Schools Services Block	2,378	2,559
Early Years Block	17,480	18,535
High Needs Block – pre/post 16	61,719	66,954
Under Two & Two Year Olds' Funding	13,281	20,564
Early Years Pupil Premium	573	648
Early Years Disability Access Fund	216	218
Total Grant	350,959	384,255
Budget Requirement		
Individual Schools Budgets	255,928	276,157
Early Year Funding Delegated to Schools	7,757	8,189
High Needs Funding for Schools (including Post 16)	51,747	57,310
Total Delegated to Schools	315,432	341,656
Central Schools Services	2,398	2,559
Central Early Years Services	1,043	1,692
Central High Needs Services	13,558	16,576
Three and Four Year old PVI's	9,001	9,542
Under two & Two Year Old Funding	12,783	19,853
Total Retained Centrally	38,783	50,222
Early Years Pupil Premium	618	603
Early Years Disability Access Fund	26	408
Budget Requirement	354,859	392,889
(Deficit)/Surplus	(3,900)	(8,634)
Balance brought Forward	3,702	1,182
Provisional (Deficit)/Surplus	(198)	(7,452)
Anticipated Growth underspend committed for 25/26	1,380	
Balance Carried Forward	1,182	(7,452)

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- 4.2 The actual in-year deficit for 2024/25 was £3.900m, which when added to the surplus of £3.702m brought forward from 2023/24 and with a positive adjustment of £1.380m for Growth underspend committed in the following year produces a cumulative (provisional) surplus of £1.182m as at 31 March 2025, this position is subject to External Audit and Department for Education approval.
- 4.3 It is an important element of the financial management of the Authority that the DSG, wherever possible is not in a deficit position, notwithstanding which, clearly the financial position of the DSG has worsened.
- 4.4 The in-year deficit has been driven by pressures within the High Needs Block where both demand for and the cost of services continue to grow exponentially year on year, both locally and nationally. It is vitally important that the level of scrutiny and management intervention that previously returned the DSG to a surplus position is upheld to ensure that the use of funding is optimised, and future deficits are mitigated wherever possible. Implementation of the programme of work funded under the Delivering Better Value in SEND combined with the complimentary work undertaken in the North West Change Partnership Programme (NWCPP) and the Early Language Support for Every Child initiative (ELSEC) will be pivotal in the consolidation and future sustainability of the DSG in Oldham. Work will continue throughout 2025/26 and beyond to ensure that the current position is mitigated as far as is possible going forward.

5 Outturn Position – Housing Revenue Account (HRA)

- 5.1 The HRA for 2024/25 produced a surplus of £3.341m which was transferred to the HRA Reserve at year end. The areas where performance varied from budget are as follows:
- Dwelling Rents – additional income due to one off backdated income (Holly Bank and Primrose Bank)
 - PFI Management Costs – these were reported as lower than expected due to a change in the accounting treatment as a result of the implementation of the new International Accounting Standard. Effectively, this has resulted in additional monies being transferred to the reserve, which will be required to pay its associated debt costs. This will ensure the HRA can finance its re-aligned debt repayment costs in the future.
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Table 3 – Summary of HRA Outturn Position 2024/25

HRA Summary Outturn 2024/25	2024/25 Budget £000	2024/25 Outturn £000	Variance from Budget £000
Income			
Dwelling Rents	(9,682)	(11,281)	(1,599)
Service Charge and Other Income	(1,231)	(1,385)	(154)
PFI Credits	(18,799)	(18,799)	-
Interest on Balances	(200)	(375)	(175)
Total Revenue Income	(29,912)	(31,840)	(1,928)
Expenditure			
Repairs & Maintenance	214	49	
Utilities	1,250	773	
Rent & Rates	98	112	
RCCO	1,000	1	
PFI Management Costs inc MRP	26,369	24,896	
Central Overheads	1,564	1,691	
Other Miscellaneous	765	739	
Transfer to HRA Reserve	-	3,341	
Depreciation	331	-	
MRP – Prudential Borrowing	-	(40)	
Transfer to MRR	-	121	
Transfer to Capital Receipts Reserve	-	25	
Adjustment to the Loss Allowance	-	132	
Total Revenue Expenditure	31,591	31,840	249
Total HRA	1,677	-	(1,679)

HRA Capital Programme

- 5.2 There was minimum Capital Expenditure of £1k during 2024/25. The work related to minor works that are outside the scope of the PFI agreement. It must be noted that most of the capital expenditure within the HRA is covered within the PFI agreements.
- 5.3 The HRA Reserves has increased by of £3.341m by the end of 2024/25. The opening balance of £21.106m has increased to £24.447m. The level of reserves is required to meet future commitments in the HRA, and in particular to ensure that the PFI schemes can be funded as the corresponding Government credits do not increase to take account of inflationary pressures.

Table 4 – Movement in HRA Reserve 2024/25

HRA Balance	Total £000
Balance brought forward from 2023/24	(21,106)
Transfer from HRA 2024/25	(3,341)
Balance carried forward to 2025/26	(24,447)

6 Delivery of Budget Reductions 2024/25

6.1 Table 5 below presents the achievement of the 2024/25 approved Budget savings.

6.2 In terms of savings, £15.864m of the £20.408m approved budget reduction targets were delivered representing 78% of the total savings target with a further 22% or £4.544m not delivered. The table below summarises the progress by Directorate:

Table 5 – Achievement Summary of 2024/25 Approved Budget Reductions

2024/25 Impact of Approved Budget Reductions	Green £000	Red £000	Total £000
Adult Social Care	(7,450)	0	(7,450)
Children's Services	(1,961)	(2,260)	(4,221)
Public Health	(175)	0	(175)
Place & Economic Growth	(2,617)	(2,284)	(4,901)
Corporate	(3,661)	0	(3,661)
TOTAL	(15,864)	(4,544)	(20,408)

Significant Budget reduction variances by Directorate

6.3 As can be seen in the table above, £2.260m of Children's Services budget reductions were not achieved. These budget reductions were in relation to certain proposals aimed at reducing high-cost placements and a proposal for Home to School Transport.

6.4 Within the Place & Economic Growth Directorate, the main budget reductions not achieved balance of £2.284m is with regard to the disposal of assets, Creating a Better Place operational savings and the capitalisation of staff costs for highways and regeneration.

6.5 It is imperative that these approved budget reductions are delivered in 2025/26 alongside the significant additional savings of £26.7m agreed at Budget Council in March 2025. The Financial Sustainability Delivery Board chaired by the Leader of the Council will be continued throughout 2025/26 with a focus on the achievement of all savings targets.

7 Reserves and Balances

7.1 On 1 April 2024, Reserves totalled £72.540m, split between Earmarked Reserves of £49.646m and other reserves such as Revenue Grant Reserve, Schools Reserve and DSG Surplus reserves totalling £22.894m. The General Fund Balance stood at £18.865m.

During 2024/25, the net movement on reserves for services totalled £13.517m (£11.692m of Earmarked Reserves and £1.825m of Revenue Grant Reserves).

- 7.2 Furthermore, as detailed within this report, the Council has ended the financial year with a £10.155m overspend position which will need to be met from reserves. Following a reserves review, this balance will be funded by way of £6.391m of Earmarked Reserves and £3.764m of Revenue Grant Reserves. The total net use of reserves use for 2024/25 is therefore £23.672m.

Table 6 – Summary on Reserves Position

Directorate	Opening Balance £000	Use of Reserves £000	Contribution to Reserves £000	Year End Position £000
Adult Social Care	(3,766)	2,402	(194)	(1,558)
Children's Services	(814)	67	-	(747)
Public Health	(1,114)	-	-	(1,114)
Place & Economic Growth	(3,057)	606	(475)	(2,926)
Corporate	(4,530)	609	(458)	(4,379)
Capital, Treasury and Technical Accounting	(19,712)	3,558	(6,521)	(22,675)
Joint Fund	(5,900)	1,345	-	(4,555)
Balancing Budget 2024/25	(10,753)	10,753	-	-
Unbudgeted use of Earmarked Reserves to support revenue budget	-	6,391	-	6,391
Total Earmarked Reserves	(49,646)	25,731	(7,648)	(31,563)
Revenue Grant Reserves	(7,799)	2,463	(638)	(5,974)
Unbudgeted use of Revenue Grant Reserves to support revenue budget	-	3,764	-	3,764
Total Revenue Grant Reserves	(7,799)	6,227	(638)	(2,210)
Total Reserves	(57,446)	31,958	(8,286)	(33,773)

- 7.3 As highlighted within monitoring reports presented throughout the financial year, any additional call on reserves to offset any unmitigated deficit in year has an adverse impact on the financial resilience of the Council and is not sustainable. Whilst the year end balance for Usable Reserves is higher than what had been forecast at Budget Setting Council in March 2025, this is still close to the minimum level of reserves assessed by the Council which is £30m.

- 7.4 It is positive that the 2025/26 budget was set with a budgeted transfer to reserves with the aim to replenish reserves balances, however any unmitigated pressures or non-delivery of budget savings in 2025/26 would need to be met from general reserves balances reducing the Council's financial resilience. There is therefore a risk that balances could fall below the minimum level set and it is essential that the Council ensures any expenditure, income or savings pressures will have appropriate mitigations applied.

APPENDIX 1 - Directorate Summary Financial Positions

DIRECTORATE	SERVICE AREA	2024 Revised Budget £000	2024/25 Actual £000	2024/25 Year End Variance £000
Adult Social Care	Commissioning	16,452	16,437	(15)
	Community Business Services	1,304	994	(310)
	Clusters	3,093	2,943	(150)
	Community Health & Social Care	27,721	32,863	5,142
	Director Adult Social Care	1,641	1,736	95
	Learning Disability	15,548	20,592	5,044
	Mental Health	9,950	11,091	1,141
	Safeguarding	1,030	916	(114)
Adult Social Care Total		76,739	87,571	10,832
Children's Services	Children in Care	41,584	53,825	12,241
	Childrens Safeguarding	3,041	2,795	(246)
	Fieldwork & Family Support	11,888	12,953	1,066
	Children's Services Intergration	3,535	2,807	(728)
	Central Education Services	(2,575)	(2,348)	227
	Community / Adult Learning	300	300	0
	Inclusion Service	(81)	(394)	(313)
	Learning Services	556	229	(327)
	Learning Services - Early Years	964	676	(288)
	Post 16 Service	41	41	0
	School Support Services	51	(20)	(71)
	SEND Services	7,520	7,275	(245)
	Skills and Employment	318	(23)	(341)
	Early Help	3,564	3,293	(271)
	Troubled Families	(0)	(1)	(1)
Children's Services Total		70,705	81,408	10,703
Public Health	Public Health (Client and Delivery)	20,171	18,905	(1,266)
	Leisure Services	2,883	2,647	(236)
Public Health Total		23,054	21,552	(1,502)
Place & Economic Growth	Business Growth	213	121	(92)
	Creating a Better Place	(206)	(205)	0
	Estates	(291)	841	1,132
	Facilities Management	(359)	(663)	(304)
	Planning	359	148	(212)
	Property Management	(2,197)	(1,764)	433
	Strategic Housing	326	124	(201)
	Town Centre and Markets	1,269	1,147	(122)
	Building Control	46	265	220
	Environmental Management	7,742	7,993	251
	Fleet Management	(297)	(297)	(0)
	Highways	4,187	4,011	(176)
	Public Protection	1,374	1,513	139
	Strategic Transport	17,271	17,271	0
	Street Lighting	4,199	4,273	74
	Waste Disposal Authority	17,889	17,680	(209)
	Waste Management Service	4,625	5,022	398
	Heritage, Libraries and Arts	5,395	5,162	(233)
	Community Safety	478	424	(54)
	District Partnerships	1,587	1,227	(360)
Strategic Housing	2,416	6,899	4,483	
Stronger Communities	197	111	(86)	
Youth Services Client	780	783	3	
Place & Economic Growth Total		67,001	72,084	5,083

DIRECTORATE	SERVICE AREA	2024 Revised Budget £000	2024/25 Actual £000	2024/25 Year End Variance £000
Corporate Services	Partnership Support (Borough and GM)	2,044	2,027	(18)
	Strategic Customer Service	470	243	(228)
	Chief Executive Management	1,997	2,027	30
	Communications and Research	997	999	2
	Customer Services	2,163	1,724	(438)
	ICT	5,449	5,484	35
	Executive Support	566	506	(60)
	Audit	3,665	3,576	(89)
	Commissioning and Procurement	588	357	(231)
	External Funding	59	(12)	(71)
	Finance	2,748	2,360	(388)
	Housing Benefit Payments	1,793	1,432	(362)
	Revenues and Benefits	4,466	4,250	(216)
	Transformation and Reform	654	6	(647)
	HR Strategy	3,126	2,550	(576)
	Organisational Development	665	527	(138)
	Democratic and Civic Services	1,729	1,845	116
	Elections	425	522	97
	Legal	1,749	2,449	700
	Registrars	31	(199)	(231)
Strategy and Performance	1,007	866	(142)	
Corporate Services Total		36,392	33,539	(2,853)
Capital Treasury and Technical Accounting	Corporate Expenses	21,300	7,589	(13,711)
	Interest and Investment Expenditure and Income	10,269	10,397	129
	Corporate and Democratic Core	1,003	1,003	0
	Parish Precepts	373	373	(0)
Capital Treasury and Technical Accounting Total		32,946	19,363	(13,582)
Financing		0	0	1,474
Grand Total		306,837	315,518	10,155

CAPITAL INVESTMENT PROGRAMME

2024/25 OUTURN MONITORING REPORT

Month 12 – March 2025

1 Background

1.1 The original Capital Programme for 2024/25 reflected the priorities outlined in the Capital Strategy as approved at Cabinet on 12 February 2024 and confirmed at the Council meeting on 28 February 2024.

1.2 The outturn position as at 31 March 2025 is highlighted in this report.

Current Position

2.1 Table 1 below shows the Capital Programme for 2024/25 and a further four years to 2028/29, and reflects the priorities outlined in the Capital Strategy.

Table 1 – 2024/29 Capital Strategy

Directorate Budget	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000	2028/29 £000	Total £000
Community Health and Adult Social Care	4,443	1,000	-	-	-	5,443
Children's Services	4,724	5,058	3,188	2,000	-	14,970
Communities	100	173	-	-	-	273
Place and Economic Growth	83,226	68,621	26,601	17,859	1,000	197,307
Housing Revenue Account (HRA)	628	95	-	-	-	723
Corporate/Information Technology (IT)	2,919	2,809	2,039	3,661	1,000	12,428
Capital, Treasury & Technical Accounting	2,600	-	125	10,120	-	12,845
Funding for Emerging Priorities	1,043	3,318	2,885	2,000	-	9,246
Total Expenditure	99,683	81,076	34,838	35,640	2,000	253,237
Funding	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000	2028/29 £000	Total £000
Grant & Other Contributions	(43,834)	(28,633)	(6,494)	(4,054)	-	(83,015)
Prudential Borrowing	(49,638)	(51,646)	(27,851)	(31,494)	(2,000)	(162,629)
Revenue Contributions	(630)	(95)	-	-	-	(725)
Capital Receipts	(5,581)	(702)	(493)	(92)	-	(6,868)
Grand Total	(99,683)	(81,076)	(34,838)	(35,640)	(2,000)	(253,237)

2.2 Following the 2024/25 Month 10 report which was approved at Cabinet on 24 March 2025, the 2024/25 Capital Programme was revised to reflect anticipated reprofiling. Forecast expenditure consequently decreased to £87.460m.

Table 2 – 2024/25 Capital Outturn

Portfolio	2024/25 Original Budget £000	2024/25 Revised Budget M10 £000	2024/25 Actual £000	2024/25 Year End Variance £000
Community Health & Adult Social Care	4,443	2,906	2,696	(210)
Children's Services	4,724	6,770	4,603	(2,167)
Communities	100	186	40	(146)
Heritage, Libraries and Arts	-	460	11	(449)
Place and Economic Growth	83,226	69,040	67,714	(1,326)
Housing Revenue Account (HRA)	628	200	1	(199)
Corporate/Information Technology	2,919	3,298	3,510	212
Capital, Treasury & Technical	2,600	4,600	3,216	(1,384)
Accounting	1,043	-	-	-
Funding for Emerging Priorities	1,043	-	-	-
Total Expenditure	99,683	87,460	81,791	(5,669)

2.3 The Summer review of the programme and continued monitoring of the Capital Programme resulted in a reduction in forecast expenditure from £99.683m to £87.460m at Month 10 and reflected a re-phasing of projects that had not progressed as much as originally forecast in March 2024.

2.4 As highlighted above, the Council spent £81.791m against the revised Capital Programme in 2024/25, resulting in a variance of £5.669m when compared to the revised budget as reported at Month 10.

2.5 The variance was primarily due to school-based projects being deferred to 2025/26 and not requiring the anticipated level of support for the Flexible Use of Capital Receipts, under Section 16(2)(b) and 20 of the Local Government Act 2003 with regards to the Council's Voluntary Redundancy programme.

2.6 The table below details the financing of the 2024/25 capital expenditure.

Financing	2024/25 Original Budget £000	2024/25 Revised Budget M10 £000	2024/25 Actual £000	Variance To Revised Budget £000
Government Grants & Contributions	(43,834)	(32,783)	(29,875)	2,908
Capital Receipts	(49,638)	(47,566)	(46,961)	605
Revenue Contributions	(630)	(233)	(28)	205
Prudential Borrowing	(5,581)	(6,878)	(4,927)	1,951
Total Financing	(99,683)	(87,460)	(81,791)	5,669

3 **Appendices**

- 3.1 Appendix A - SUMMARY – Month 12 - Community Health and Adult Social Care
- Appendix B - SUMMARY – Month 12 - Children’s Services
- Appendix C - SUMMARY – Month 12 - Communities
- Appendix D - SUMMARY – Month 12 - Heritage, Libraries and Arts
- Appendix E - SUMMARY – Month 12 - Place and Economic Growth
- Appendix F - SUMMARY – Month 12 - Housing Revenue Account (HRA)
- Appendix G - SUMMARY – Month 12 - Corporate/Information Technology
- Appendix H - SUMMARY – Month 12 - Capital Treasury and Technical Accounting
- Appendix I - SUMMARY – Month 12 - Funding for Emerging Priorities

SUMMARY – Month 12 (March 2025) - Community Health and Adult Social Care**APPENDIX A**

Service area	Original Budget £000	Revised Budget (M10) £000	Outturn £000	Variance £000
Adult Services	4,443	2,906	2,696	(210)
Community Health and Adult Social Care Total	4,443	2,906	2,696	(210)

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

SUMMARY – Month 12 (March 2025) – Children’s Services**APPENDIX B**

Service area	Original Budget £000	Revised Budget (M10) £000	Outturn £000	Variance £000
Children, Young People and Families (CYPF)	-	1,847	1,469	(378)
Schools - General Provision	3,545	2,517	1,267	(1,250)
Schools – Primary	1,084	1,602	1,400	(202)
Schools – Secondary	85	772	333	(439)
Schools – Special	10	31	122	91
Schools – New Build	-	-	11	11
Children’s Service Total	4,724	6,770	4,603	(2,167)

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

SUMMARY – Month 12 (March 2025) – Communities**APPENDIX C**

Service area	Original Budget £000	Revised Budget (M10) £000	Outturn £000	Variance £000
Local Investment Fund	100	186	40	(146)
Communities Total	100	186	40	(146)

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

SUMMARY – Month 12 (March 2025) – Heritage, Libraries and Arts**APPENDIX D**

Service area	Original Budget £000	Revised Budget (M10) £000	Outturn £000	Variance £000
Heritage, Libraries and Arts	-	460	11	(449)
Heritage, Libraries and Arts Total	-	460	11	(449)

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

SUMMARY – Month 12 (March 2025) – Place and Economic Growth

APPENDIX E

Service area	Original Budget £000	Revised Budget (M10) £000	Outturn £000	Variance £000
Asset Management – Corporate Premises	5,705	3,527	2,752	(775)
Asset Management - Education Premises	2,869	667	108	(559)
Boroughwide Developments	18,868	15,965	18,471	2,506
Boroughwide District Projects	17	10	-	(10)
Cemeteries and Crematorium	-	-	-	-
Countryside	91	148	189	41
Parks	235	925	593	(332)
Playing Fields & Facilities	-	617	569	(48)
Parks & Playing Fields	-	-	-	-
Private Housing	150	528	1,052	524
Strategic Acquisitions	4,669	911	637	(274)
Town Centre Developments	34,244	28,179	32,822	4,643
Accident Reduction	516	742	363	(379)
Bridges & Structures	3,926	5,474	1,817	(3,657)
Fleet Management	370	1,283	1,209	(74)
Highway Major Works/Drainage schemes	11,188	8,678	6,193	(2,485)
Minor Works	227	779	399	(380)
Miscellaneous	151	606	538	(68)
Place and Economic Growth Total	83,226	69,040	67,714	(1,326)

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

SUMMARY – Month 12 (March 2025) - Housing Revenue Account (HRA)**APPENDIX F**

Service area	Original Budget £000	Revised Budget (M10) £000	Outturn £000	Variance £000
Housing Revenue Account	628	200	1	(199)
HRA Total	628	200	1	(199)

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

SUMMARY – Month 12 (March 2025) – Corporate/Information Technology (IT)**APPENDIX G**

Service area	Original Budget £000	Revised Budget (M10) £000	Outturn £000	Variance £000
Information Technology	2,919	3,298	3,510	212
Information Technology Total	2,919	3,298	3,510	212

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

SUMMARY – Month 12 (March 2025) – Capital Treasury and Technical Accounting**APPENDIX H**

Service area	Original Budget £000	Revised Budget (M10) £000	Outturn £000	Variance £000
Cross Cutting /Corporate	2,600	4,600	3,216	(1,384)
Capital Treasury and Technical Accounting Total	2,600	4,600	3,216	(1,384)

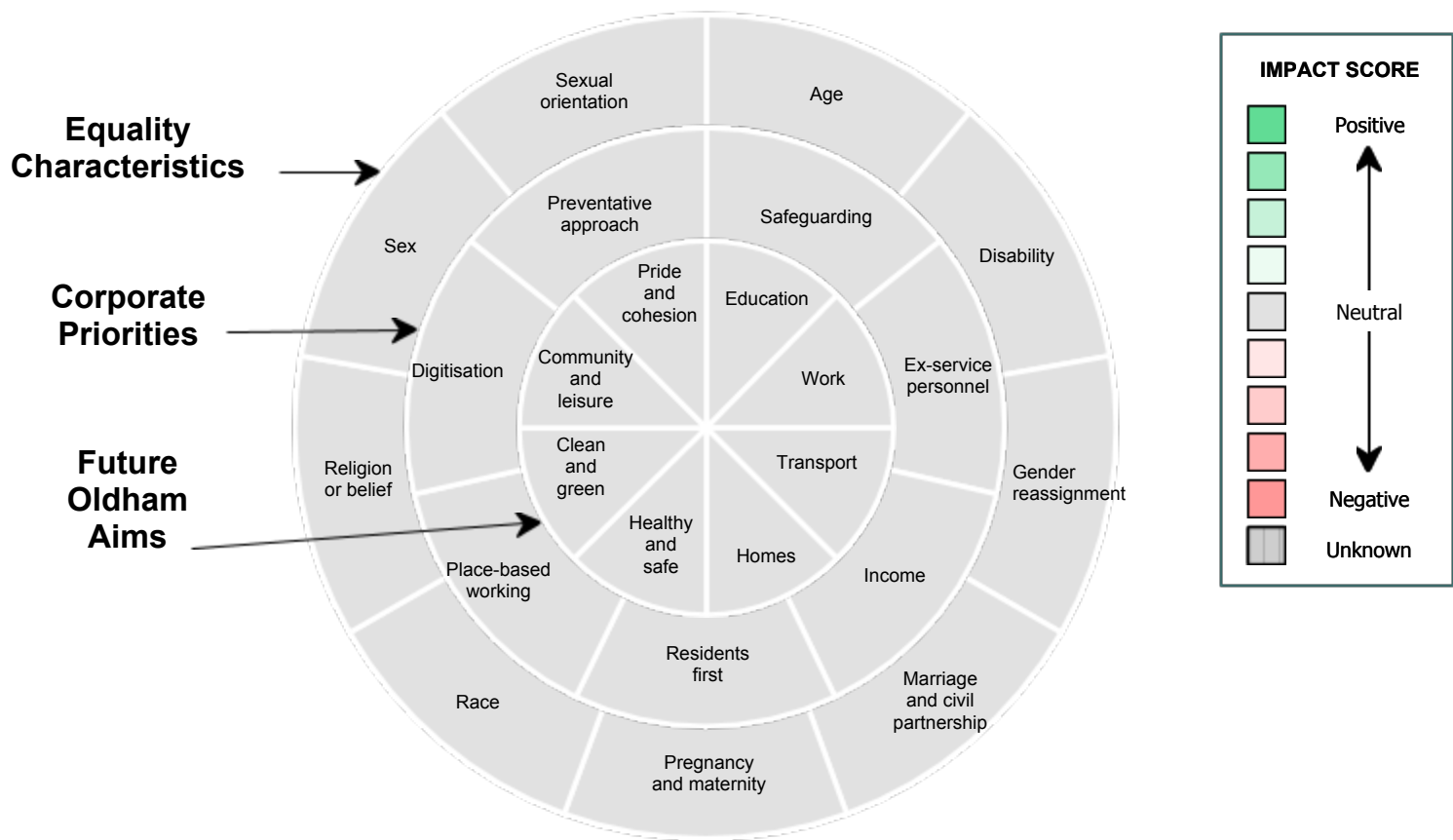
(subject to rounding – tolerance +/- £1k)

SUMMARY – Month 12 (March 2025) - Funding for Emerging Priorities**APPENDIX I**

Service area	Original Budget £000	Revised Budget (M10) £000	Outturn £000	Variance £000
Funding for Emerging Priorities	1,043	-	-	-
Funding for Emerging Priorities Total	1,043	-	-	-

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

Annex 3 - EIA: Financial Monitoring 24/25 (Outturn)



Annex 3- EIA: Financial Monitoring 24/25 (Outturn)				
	Impact	Likelihood	Duration	Comment
Equality Characteristics				
Age	Neutral	Possible	Short Term	The report considers the 2024/25 financial position of the Council at Month 12 (31 March 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 2024/25 financial position of the Council at Month 12 (31 March 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 2024/25 financial position of the Council at Month 12 (31 March 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