This report is public					
Finance and Performance Monitoring Report End of Year 2024-2025					
Committee	Executive				
Date of Committee	10 June 2025				
Portfolio Holder presenting the report	Portfolio Holder for Finance, Property and Regeneration, Councillor Lesley McLean and Portfolio Holder Corporate Services, Councillor Chris Brant				
Date Portfolio Holder agreed report	28 May 2025				
Report of	Assistant Director of Finance (S151 Officer), Michael Furness and Assistant Director – Customer Focus, Shona Ware				

# Purpose of report

To report to Executive the council's financial position and performance at the end of Year 2024-25.

### 1. Recommendations

The Executive resolves:

- 1.1 To consider and note the contents of the council's financial and performance report at the End of Year 2024-25.
- 1.2 To approve the reprofiling of capital projects beyond 2024/25 (section 4.2.3 and Appendix 1) and the subsequent update to the programme budget for this financial year 2025/26.
- 1.3 To approve the reserve movements in Appendix 5.
- 1.4 To note outturn for 2024/2025 which is a surplus of (£0.162m) after the proposed contributions to reserves of £2.020m

# 2. Executive Summary

- 2.1 This report is split into two sections:
  - Finance
  - Performance
- 2.2 The Finance section presents the outturn position for the 2024/25 financial year.

2.3 The Performance section sets out how the council has performed against its priorities for 2024-25, which are set out in its Outcomes Framework.

# **Implications & Impact Assessments**

Implications	Commentary					
Finance	Financial and Resource implications are detailed within sections 4.1 and 4.2 of this report. The reserves policy requires Executive to agree transfers to and from earmarked reserves and general balances during the financial year.  Joanne Kaye, Head of Finance, 21 May 2025					
Legal	There are no legal implications arising at this stage.  The Council has a fiduciary duty to council taxpayers, which means it must consider the prudent use of resources, including control of expenditure, financial prudence in the short and long term and the need to act in good faith in relation to compliance with statutory duties and exercising statutory powers. The Council has a statutory obligation to maintain a balanced budget and the monitoring process enables Executive to remain aware of issues and understand the actions being taken to maintain a balanced budget.  The report sets out as at March 2025 finance position for the Council as part of its fiduciary duty to implement budgetary controls and monitoring.  Denzil Turbervill, Head of Legal, 7 May 2025					
Risk Management	The	re are	no ri	sk implications arising directly from this report. rformance Analyst and Developer, 19 May 2025		
Impact Assessments	Positive	Neutral	Negative	Commentary		
Equality Impact		Х		There are no direct equalities and inclusion implications as a consequence of this report. The report includes a summary on our performance against the Equalities, Diversity, and Inclusion Action plans during End of Year 2024-25 Julie Miles, Performance Analyst and Developer 20 May 2025		
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?  B Will the proposed		X				
decision have an impact upon the		^				

Burn of manufactural		1	I	
lives of people with				
protected				
characteristics,				
including employees				
and service users?				
		+		N1/A
Climate &				N/A
Environmental				
Impact				
ICT & Digital				N/A
Impact				
Data Impact				N/A
•				
Procurement &				N/A
subsidy				
<b>Council Priorities</b>	This	repor	t links	s to all council's priorities, as it summarises our
	prog	ress a	agains	st them till End of Year 2024-25.
Human Resources	N/A			
Property	N/A			
Consultation &	N/A			
Engagement				
Liigagoilloit				

# **Supporting Information**

# 3. Background

- 3.1 The council actively and regularly monitors its financial and performance positions to ensure it can deliver its corporate priorities and respond effectively to emerging issues.
- 3.2 This monitoring takes place monthly for finance, and quarterly for performance, so the council can identify potential issues at the earliest opportunity and put measures in place to mitigate them.
- 3.3 These updates are consolidated into a single report given the implications and interdependencies between them, and this is the summary for the end of Year 2024-25.

### 4. Details

### 4.1 Finance Update

The council's overall yearend position for 2024/25 is a surplus of (£0.162m) which will be transferred to general fund balances. This is subject to the agreement of the proposed transfers to reserves of £2.020m as detailed at the bottom of table 1.

Table 1: Year End Position

	Current Budget	Spend to March 2025	2025 Year End Variance (Under) / Over	% Variance to current budget	January Variance (Under) / Over	Change since Previous (better) / worse	
Service	£m	£m	£m	%	£m	£m	
Finance	3.246	3.193	(0.053)	-1.6%	0.000	(0.053)	
Legal, Democratic, Elections & Procurement	2.530	2.673	0.143	5.7%	0.125	0.018	
ICT	1.730	1.756	0.026	1.5%	0.000	0.026	
Property	(2.317)	(2.229)	0.088	3.8%	0.224	(0.136)	
HR & OD	0.856	0.893	0.037	4.3%	0.030	0.007	
Customer Focus	2.526	2.365	(0.161)	-6.4%	(0.130)	(0.031)	
Resources & Transformation	8.571	8.651	0.080	0.9%	0.249	(0.169)	
Planning & Development	2.343	2.295	(0.048)	-2.0%	0.115	(0.163)	
Growth & Economy	0.379	0.476	0.097	25.6%	0.014	0.083	
Environmental	6.459	7.122	0.663	10.3%	0.371	0.292	
Regulatory	1.162	1.036	(0.126)	-10.8%	(0.047)	(0.079)	
Wellbeing & Housing	2.396	2.460	0.064	2.7%	(0.050)	0.114	
Communities	12.739	13.389	0.650	5.1%	0.403	0.247	
Subtotal for Directorates	21.310	22.040	0.730	3.4%	0.652	0.078	
Executive Matters	4.400	2.725	(1.675)	-38.1%	(0.182)	(1.493)	
Policy Contingency	1.277	0.219	(1.058)	-82.9%	(0.470)	(0.588)	
Total	26.987	24.984	(2.003)	-7.4%	0.000	(2.003)	
FUNDING	(26.987)	(27.166)	(0.179)	0.7%	0.000	(0.179)	
(Surplus)/Deficit before proposed transfers to reserves	0.000	(2.182)	(2.182)		0.000	(2.182)	
	2.000	(=:102)	(=:102)	ı	0.000	(=:=02)	J
Move to interest Reserve Market Risk Reserve - Employers NI			1.070 0.200				
Elections Reserve			0.250				
LGR Reserve	0.250						
Planning Reserve			0.250	1			
(Surplus)/Deficit - to General Fund			(0.162)				

**Note:** A positive variance is an overspend or a reduction in forecast income and a (negative) is an underspend or extra income received.

Green represents an underspend and red represents a overspend for the outturn position.

4.1.2 Table 2 below analyses the variances to distinguish between base budget variances and variances resulting from the non-delivery of previously approved savings. The non-delivery of savings has a knock-on impact on the Medium-Term Financial Strategy as failure to deliver on an ongoing basis adds to future pressures.

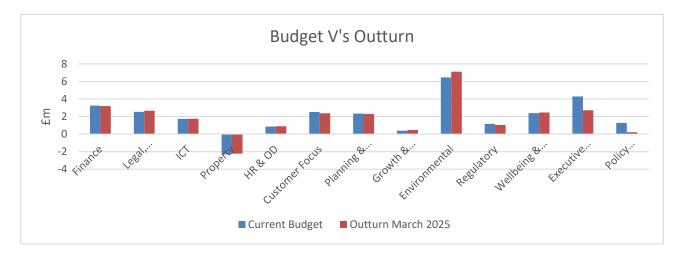
**Table 2:** Analysis of Variance – March 2025

Breakdown of current month forecast	Spend to March 2025	Base Budget Over/ (Under)	Savings Non- Delivery	
	£m	£m	£m	
Resources	0.080	(0.147)	0.227	
Communities	0.650	0.248	0.402	
Subtotal Directorates	0.730	0.101	0.629	
Executive Matters	(1.675)	(1.675)	0.000	
Policy Contingency	(1.058)	(1.058)	0.000	
Total	(2.003)	(2.632)	0.629	

FUNDING	(0.179)	(0.179)	0.000
(Surplus)/Deficit	(2.182)	(2.811)	0.629

4.1.3 The graph below shows the Budget compared with the forecast to the end of the financial year.

Graph 1: Budget compared with Outturn



4.1.4 Table 3 below summarises the major forecast variances for the reporting period. Further details can be found in Appendix 2.

**Table 3:** Top Major Variances:

Service	Current Budget	Variance	% Variance
Environmental	6.459	0.663	10.3%
Legal, Democratic, Elections & Procurement	2.530	0.143	5.7%
Executive Matters	4.400	(1.675)	-38.1%
Policy Contingency	1.277	(1.058)	-82.9%
Customer Focus	2.526	(0.161)	-6.4%
Regulatory	1.162	(0.126)	-10.8%
Total	18.354	(2.214)	

### **Reserves**

4.1.5 Allocations to and from reserves are made according to the Reserves Policy. Table 5 below summarises the movements which have been requested as at 31 March 2025, more details can be found within Appendix 5.

Table 5: Reserves:

Reserves	Balance 1 April 2024	Original Budgeted use/ (contribution)	Changes agreed since budget setting	Changes proposed March 2025	Balance 31 March 2025
	£m	£m	£m	£m	£m
General Balance	(6.153)	0.000	(1.700)	0.000	(7.853)
Earmarked	(28.325)	(0.776)	0.290	(2.454)	(31.265)
	0.000	0.000	0.000	(0.033)	(0.033)
Ringfenced Grant	(2.552)	0.898	0.297	(0.562)	(1.919)
<b>Subtotal Revenue</b>	(37.030)	0.122	(1.113)	(3.049)	(41.070)
Capital	(6.293)	3.250	0.000	(2.277)	(5.320)
Total	(43.323)	3.372	(1.113)	(5.326)	(46.390)

Under the delegated authority outlined in the reserves policy, the Assistant Director of Finance has approved the contributions to and uses of capital reserves for 24/25. This includes usage of £1.496m of capital receipts and £0.679m of capital grants unapplied which were used to support the overall funding of the capital programme. This usage reduces the Council's Capital Financing Requirement and therefore the associated ongoing Minimum Revenue Provision which is met from the revenue budget. The table shows a net proposed change of (£2.277m) reflecting that the majority of the £3.25m budgeted usage has been reprofiled and the capital receipts and capital grants unapplied that have been received in year.

### 4.2 Capital

4.2.1 Table 6 below summarises the projected year end forecast for profiled spend in 2024/25 and Table 7 summarises the financing. There is an in-year underspend of (£0.776m), with £0.206m that is recommended to be reprofiled into future years. The current month variance is due to underspends on the Town Centre House Purchase & Repair (£0.425m), Castle Quay (£0.373m) and (£0.150m) Discretionary Grants Domestic Properties, Community Centre Works (£0.073m) and overspends on the following, Bicester East Community Centre £0.084m, Sunshine Centre £0.088m and Development of New Land Bicester Depot £0.063m and minor variances totalling £0.010m. Further detail can be found in appendix 1. Projects that are recommended to have budget reprofiled from 2024/25 are detailed in Table 9.

<sup>\*</sup>According to the Reserves Policy Executive are only required to approve uses of Capital Reserves, not contributions.

Table 6: Capital Year End Outturn

Directorate	Revised Budget £m	Actual Spend 2024/25 £m	Re- profiled beyond 2024/25 £m	Variance to Budget £m	Prior Month Variance to Budget £m	
Resources & Transformation	7.442	7.265	0.000	(0.177)	(0.002)	
Communities	7.345	6.539	0.206	(0.599)	(0.546)	
Total	14.787	13.804	0.206	(0.776)	(0.548)	

For further detail on individual schemes please see Appendix 1.

**Note:** A positive variance is an overspend or a reduction in forecast income and a (negative) is an underspend or extra income received.

Green represents an underspend and red represents a overspend for the outturn position.

Table 7: How the Capital Programme is financed

Financing	2024/25	Future Years £m	Total
Borrowing	10.972	11.015	21.987
Capital Grants	2.080	9.202	11.282
Capital Receipts	0.425	5.896	6.321
S106 Receipts	1.310	4.489	5.799
	14.787	30.602	45.389

4.2.2 Table 8 below summarises the spend against the full capital programme (i.e. spend across all years of the capital programme). Since January's report there has been an increase in underspend in the programme of (£0.162m) predominantly due Castle Quay (£0.140m) and Community Centre Works (£0.073m) and other minor variations.

**Table 8:** Total Capital Project Outturn

Directorate	Budget £m	Actual Spend 2024/25 £m	Variance to Budget £m	Prior Month Variance to Budget £m	
Resources & Transformation	12.943	12.766	(0.177)	(0.002)	
Communities	32.446	31.847	(0.599)	(0.546)	
Total	45.389	44.613	(0.776)	(0.548)	

4.2.3 Table 9 below details the capital scheme which it is recommended budgets are reprofiled from 2024/25 to 2025/26 or beyond. The reprofiling of capital budgets can be for several reasons and is common on multi-year projects. The reasons for the recommendations are summarised in section 4.2.4.

Table 9: Requested capital budget reprofiling

Code	Top In-Year Variances	Budget Total	Reprofile to	% of in year
		£'000	24/25	Budget
			£'000	Variance
40286	Transforming Market Square Bicester	225	96	42.67%
40288	UKSPF Rural Fund	408	11	2.69%
40028	Vehicle Replacement Programme	726	52	7.16%
40303	S106 Hanwell Fields Community	20	4	20.00%
	Centre Projects			
40319	Local Authority Housing Fund R2	304	7	2.30%
40324	Development of Activity Play Zones	7	3	42.85%
40328	S106 – Windmill Community and	51	16	31.37%
	Sports Centre Tennis Courts			
40329	Spiceball Leisure Centre Structural	30	17	56.67%
	Beams			
		1.771	206	

### 4.2.4 Capital schemes recommended to be reprofiled:

- Transforming Market Square Bicester (40286)
   The market square preferred concept design has been chosen with significant input from the local businesses and the Bicester community, with this work coming in below the estimated/projected budget. The next steps are to establish the programme of development including the initial cost analysis, which will be undertaken by our project consultants. This will be completed by May 2025. During the summer 2025 we will begin the procurement process (with continued support from our project consultants), the works aiming to start in Spring 2026, with a 12-month programme the estimated completion is Spring/Summer 2027.
- UKSPF Rural Fund (40288)
   All Rural England Prosperity fund capital projects have been completed and £0.011m will be reprofiled into 2025/26 due to unspent grant.
- Vehicle Replacement Programme (40028)
   £0.052m required to be reprofiled into 2025/26. Delivery times have been slipped for the vehicles currently on order. Budget re-profiling is required as a result.
- S106 Hanwell Fields Community Centre Projects (40303)
   Initial project work, Royal Institute of British Architects stages 1 & 2, completed.
   Moving to Royal Institute of British Architects stages 3 6.
- Local Authority Housing Fund R2 (40319)
   Homes under Local Authority Housing Fund R2 have been delivered. Any remaining budget will be used to finalise refurbishments, decorate, furnish, or otherwise prepare any remaining unlet properties for rent.

- Development of Activity Play Zones (40324)
   Planning has now been approved for two Play Zones at Princess Diana Park and Chandos Close, subject to the discharge of Biodiversity Net Gain condition, expected commencement May 2025.
- S106 Windmill Community and Sports Centre Tennis Courts (40328)
   Mini Tennis Courts complete, awaiting painting of the new tennis court lines. Work due to take place Spring 2025.
- Spiceball Leisure Centre Structural Beams (40329)
   This been re-profiled into 2025/25 to coincide with commencement of works in June.

# 4.3 Performance Summary

4.3.1 The council has performed well against its objectives, which consist of 36 Business Plan Measures, 15 Annual Delivery Plan actions, and 25 Equalities Diversity and Inclusion Action Plan activities.

### 4.4 Business Plan Measures

4.4.1 Of the 19 business plan measures 11 achieved their year-end target or within the agreed tolerance. The eight measures that missed their 2024-25 target are:

## 4.4.2 "Number of Homeless Households living in Temporary Accommodation"

The number of households in temporary accommodation has been consistently high and above target throughout the year. This has increased again through Q4, as it did similarly in Q4 of 2023-24. The service has been increasing the numbers of self-contained accommodation to reduce the number of hotel placements that are made to accommodate this growing client group. The waiting list for permanent housing has increased 10% in the last year, and most of these households are in housing need, so the numbers across the service suggest a significant and growing demand for housing.

# 4.4.3 "Percentage of Major Applications overturned at appeal"

The national target is to ensure that less than 10% of major planning application decisions are overturned at appeal by the Planning Inspectorate. During 24/25 10.71% of decisions were overturned (6 out of 56 decisions). National monitoring takes place over a prescribed two-year period and allows an additional period for appeal decisions to follow. Over the period April 2022 to March 2024, and allowing for appeal decisions to December 2024, 10.4% of decisions on major applications were overturned at appeal (12 out of 115 decisions). Consequently, the Council is under review for potential designation for the quality of its decisions on applications for major development. Officers are engaging with the Planning Advisory Service about a review of decision-making to support improvement. Had one application fewer been overturned, the Council would have been under the 10% threshold.

# 4.4.4 "Net Additional Housing Completions to meet Cherwell needs"

Provisional housing completions for the year were 783 against a target of 1,142. Final figures have not yet been verified. However, this is the second consecutive year when housing completions have been significantly below the requirements of the Cherwell Local Plan 2011-2031. Housing completions have not yet commenced on the sites contributing to Oxford's needs. Housing completions are dependent on the wider housing market and economic conditions affect housebuilders. Although the district has over 8,000 homes with outline or full planning permission, there are also local factors affecting delivery such as infrastructure provision at Bicester in particular. The rate of delivery affects the district's five-year housing land supply position. The Council is preparing a Housing Delivery Action Plan with the aim of doing all it can to support delivery.

# 4.4.5 "Percentage of BC full plans assessed within 5 weeks (or longer with applicant's agreement)"

The end of year percentage for full plan applications determined within five weeks (or otherwise agreed period) is 90.43%. Although the 95% target has not been met, the Building Control service is taking management measures to achieve a higher percentage. There have been no instances where a development has proceeded without approval.

### 4.4.6 "Percentage Waste Recycled & Composted"

Recycling rate will end the year down 1% due to the reduction in garden waste of 1,000 tonnes. This was due to the poor weather in the summertime.

## 4.4.7 "Percentage Reduction in fuel consumption"

In the reporting Year 2024/25 there has been no change in the fleet profile from previous year but a slight reduction in fuel usage.

### 4.4.8 "Percentage of Climate Action plan delivering to target"

At the end of 2024/25 the position of the Climate Action plan is of the 126 Climate Actions, 103 were Ongoing, 13 On-hold, and 10 Completed. RAG ratings showed 56 actions in Green, 54 in Amber, and 16 in Red.

Work on the Local Area Energy Planning (LAEP) is progressing in partnership with OCC, ARUP, and neighbouring authorities. Phase 1 began with a mobilisation meeting in January, and we're advancing the baseline report and stakeholder engagement plan.

The Climate Action Working Group concluded its work this municipal year, recommending seven priority actions, which were taken to the Overview & Scrutiny Committee. A briefing on the Solar Strategy study was held with councillors, and the final report will be available early next quarter (April'25).

We hosted a Climate Community event with around 30 attendees from 14 community groups and organizations. Draft reports for the district's carbon baseline, and a fleet study were received, reviewed, and shared with the consultants for further refinements. Draft report for business and industrial emissions was received and is under review.

### 4.4.9 "Reduction in total Greenhouse gas emissions for the year"

During 2023/24 Cherwell District Council (CDC) total emissions increased by 1.2% (49 tonnes CO2e), from 4,071 tonnes CO2e in 2022/23 to 4,119 tonnes CO2e in 2023/24. Comparison for 2024/25 is not yet available. The main reason for the increment in emissions in 2023/24 is related to decarbonisation equipment installed in 2022/23 not realising reductions in gas demand, particularly in the leisure property portfolio. Emissions increased in areas namely Corporate Electricity, Leisure Electricity, Leisure Gas, Business Travel, Water emissions. One third of emissions increase is directly related to a 5% increase in the carbon intensity of the UK electricity grid. Also, For the first time, CDC is reporting emissions from water supply, water treatment and waste disposal.

# 4.4.10 Monitoring Measures

There are also 17 measures that the council monitors to be able to identify any emerging trends that might require early intervention from us or partners. There are no targets for these measures as they are dependent on external factors.

During the Financial Year we observed the following trends:

- Homes improved through enforcement action The numbers are higher for the FY 2024-25 with a total of 162 in comparison to the previous FY with a total of 138. With the highest number in Q3 of 43, 11 cases were relating to damp and mould compared to the same quarter last year at 30.
- Tonne's residual household waste collected This year we have seen an increase of approx. 1.000 tonnes which was a total of 28.726 tonnes for FY 2024-25 in comparison with last year's total of 27.707 tonnes. This would be in line with property growth within the district.
- Percentage of recycling contamination rate Contamination rate for FY 2024/25
  has been slightly higher (13.1%) than previous year's (12.3%) due to the fire at the
  Materials Recovery Facility causing damage to the testing station. In the final quarter
  of the year contamination rate has started to reduce due to the work the service
  development team have carried out.
- Number of Visits/Usage of all Leisure Facilities within the District Usage figures as an overall number continued to grow in 2024/25, however this has largely been due to the performance of Spiceball Leisure Centre with individual visits for January to March up by circa 15,500 on same period last year. Woodgreen Leisure Centre has shown a small increase of 3,000 visits for January to March with usage at directly managed figures broadly in line with 2024. Bicester and Kidlington have shown small decreases within the 3-month period against 2024 of 1,000 and 2,000 respectively.
- Residents who have taken part in programmes contributing to improving health inequalities 2024/25 has been a highly successful year with a large number of residents benefitting from the health intervention programmes You Move (3,659 residents on programme) and Move Together (3,252 residents on programme). You Move offers families in receipt of free school meals reduced and free opportunities has seen clear increases in Physical Activity with a 48% increase in Children's activity levels from being part of You Move. You Moves

impact features in Oxfordshire's Director of Public Health report as having a positive impact on Mental Wellbeing. Move Together which offers a bespoke physical activity pathway for residents with long term conditions has seen excellent results with 84% of residents reporting an improvement in pain management, 23% fewer falls and 4.5 GP appointments saved per participant per year.

• **Number of Illegal Fly Tips –** This year 2024/25 was an increase of 211 with a total of 1,311 in comparison to 2023/24 with a total of 1,100, benchmarkable national information is not available at the moment of doing this report.

Please note some of the graphs included with these measures would not include previous year comparison due to the metrics being new.

See Appendix 8 for the full list of targeted and monitoring measures.

# 4.5 Annual Delivery Plan Priorities

4.5.1 All of the 15 Priorities were successfully delivered for 2024/25.

See Appendix 9 for End of Year updates on the Annual delivery plan.

# 4.6 Equalities, Diversity, and Inclusion Action plans

4.6.1 Of the 25 actions identified for 2024-25, 23 achieved their year-end target or within the agreed tolerance. The two measures that missed their 2024-25 target are:

# 4.6.2 "Complete an Equalities Impact Assessment on the website (including the terms and conditions)"

Reported slightly behind schedule for End of Year. We have now completed the draft assessment and sent it to our Assistant Director. There may be work arising from the EIA; therefore, an action reflecting the support work undertaken to improve our website accessibility should be considered going forward.

# 4.6.3 "Conduct an access audit on Castle Quay and other major council buildings (internal)"

Reported slightly behind schedule for End of Year. Main tasks for this action were completed in 2024/25 any remaining actions will be completed in the following as Business as Usual.

See Appendix 10 for End of Year updates on Equalities, Diversity, and Inclusion Action plans.

# 5. Alternative Options and Reasons for Rejection

5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Cherwell District Council

Option 1: This report summarises the council's forecast financial position and performance position up to the end of End of Year 2024-25, therefore there are no alternative options to consider.

### 6. Conclusion and Reasons for Recommendations

6.1 The report updates the Executive on the year-end financial position and performance of the council for 2024/25, and performance position as of the end of year 2024-25. Regular reporting is key to good governance and demonstrates that the council is actively managing its resources sustainably.

# **Decision Information**

Key Decision	No
Subject to Call in	Yes
If not, why not subject to call in	N/A
Ward(s) Affected	All

### **Document Information**

Appendices	
Appendix 1	Capital Outturn March 2025
Appendix 2	Detailed Revenue Narrative on Forecast March 2025
Appendix 3	Virements & Aged Debt March 2024
Appendix 4	Funding March 2025
Appendix 5	Use of Reserves and Grant funding March 2025
Appendix 6	n/a
Appendix 7	Savings
Appendix 8	Business Plan & Monitoring measures End or Year 2024-25
Appendix 9	Annual Delivery Plan End of Year 2024-25
Appendix 10	EDI Action Plans End of Year 2024-25
Background Papers	N/A
Reference Papers	N/A
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Approval (unless	Transformation, 20 May 2025
Corporate Director or	
Statutory Officer report)	