

FINANCE MONITORING REPORT

Month 6 (September 2025)



I. EXECUTIVE SUMMARY

- I.1.** The monitoring position reported at Month 6 is an adverse variance of £8.754m, this is an adverse variance of £1.897m. This report provides an explanation of this position and gives details around further underlying risks.

Table 1: General Fund Revenue Forecast

Directorate	Budget £m	Forecast £m	Variance £m
Total General Fund Budget	253.418	262.172	8.754

- I.2.** Adult Social Care continues to experience additional demand within Care Home related spend, causing an increased pressure at Month 6.
- I.3.** Community Connections is maintaining a pressure at Month 6 due to numbers of clients in temporary accommodation, increasing costs for nightly paid accommodation and unavoidable delays in planned activity to reduce demand.
- I.4.** The Children's Directorate is reporting an increased budget pressure at Month 6, due to Children's Social Care placements, with Residential Placements now at 63 (1 above budget) and Unregistered Placements at 9 (2 above budget), both these numbers continue to reduce.
- The Children's Directorate is also reporting a net cost pressure on short breaks provision, the service is engaged in developing mitigation plans to address.
- I.5.** The Customer & Corporate Directorate is forecasting an adverse variance of £1.274m against budget. This is predominately caused by additional survey requirements for the Facilities Management service, and savings target delivery pressures across the directorate.
- I.6.** Overall, £6.510m of the in-year planned savings targets have been considered achieved, with £3.713m in progress. £2.233m is considered unachievable and being reported as pressures, of which £1.300m relates to an additional income target for Energy from Waste which is not achievable due to maintenance downtime. This pressure is reported as part of the Growth Directorate's position.
- I.7.** Section 12 of this report sets out an update on the Capital Programme at Quarter 2 (see Table 18). As at 30 September 2025 the 5-year capital budget 2025-2030 is currently forecast at £372.311m.

The forecast for 2025/26 has reduced from £178.813m to £161.263m and reflects new approvals added to the programme offset by monthly monitoring and continued project monitoring to reprofile forecasts into future years.

2. DIRECTORATE REVIEW

2.1. The reported position is an overspend of £8.754m at Month 6, an adverse movement of £1.897m from the position reported at Month 5.

Table 2: Revenue Forecast by Directorate*

Directorate	Budget £m	Forecast £m	Variance £m	Status
Adults, Health and Communities Directorate	119.512	122.674	3.162	Over
Children's Directorate	91.843	96.257	4.414	Over
Growth Directorate	30.660	31.960	1.300	Over
Office of the Director of Public Health	3.889	3.511	(0.378)	Under
Chief Executive's Office	1.684	1.529	(0.155)	Under
Customer and Corporate Services	44.120	45.394	1.274	Over
Corporate Items	(38.290)	(39.153)	(0.863)	Under
Total	253.418	262.172	8.754	

*note budget changes at Month 5 due to allocation of pay award budgets previously held Corporately.

3. ADULTS, HEALTH AND COMMUNITIES DIRECTORATE

Table 3: Adults, Health and Communities Directorate Forecast

Adults, Health and Communities Directorate	Variance £m
Adult Social Care	2.243
Community Connections	0.919
Total	3.162

Table 4: Adult Social Care Forecast

Adult Social Care	Variance £m	RAG (mitigations /risk)
Pressures:		
Care package expenditure	4.575	
Community Equipment Service	0.315	
Mitigations:		
Additional client and joint funding income	(2.310)	Amber
Forecast staffing savings	(0.337)	Amber
Total	2.243	

3.1 The Adults, Health and Communities Directorate is reporting a pressure of £2.243m, an increase of £1.188m from the Month 5 position.

- 3.1.1. Domiciliary Care continues to see an increased demand for intermediate care to support clients' discharge from hospital.
- 3.1.2. As assessment waitlists have been reduced, the directorate has seen a significant increase in bedded care clients, as previously included as a risk. Backdated packages have resulted in £0.783m of old year costs being incurred in year.
- 3.1.3. £2.310m additional Joint Funding and client income have been identified, correlating to increased package expenditure. A joint funding panel has been established to improve the process and maximise income.
- 3.1.4. Following the insolvency of the previous provider, an inflationary increase was agreed to ensure the continuing delivery of the Community Equipment Service. We are currently assuming funding will be negotiated to be received from the ICB to meet the additional costs in the pooled budget.

- 3.1.5. The Directorate's Budget Containment Group has been mobilised for 2025/26 and activity is ongoing; the function of the group is to focus on emerging high-risk areas, assigning task groups to identify actions to be taken to contain spend, such as focused package reviews. Work identified includes focus on review and analysis of Domiciliary Care, Bedded Care fees levels and pipeline demand, timescales and planning in increase client in Direct Payments and a focus on the Short-Term Residential clients to identify any barriers to long term care.
- 3.2. Further risks to the Adult Social Care Budget include potential further increases in demand on Care Package budgets and the outcome of the CQC inspection, which may make recommendations that could have an impact on budgets.
- 3.3. Total Delivery Plans of £3.425m, including a prior year target of £0.648m, are assumed to be met in 2025/26. Of the 2025/26 target of £2.733m, £2.074m (75%) has been achieved to date, with £0.659m in progress.

Table 5: Community Connections Forecast

Community Connections		Variance £m	RAG (mitigations /risk)
Pressures:	Delays in planned activity in supply of additional units, increase in demand for temporary accommodation	1.164	
	Domestic Homicide Reviews - activity over budget	0.120	
	Other pressures; incl removals and storage for clients	0.141	
Mitigations:	Additional income from penalty charges	(0.040)	Green
	Grant maximisation and other staffing savings	(0.466)	Green
Total		0.919	

- 3.4. The reported pressure has remained the same since Month 5 at £0.919m. There has been an increase of £0.111m to reported pressure due to increased demand but this has been offset by salary savings.
- 3.5. Drivers for increased demand for temporary accommodation include domestic abuse victims fleeing properties, the cost-of-living crisis, lack of available social housing and lack of affordable private sector accommodation to house clients experiencing homelessness.
- 3.6. There is also a reported pressure of £0.120m due to an increase in the number of Domestic Homicide reviews required this year.
- 3.7. There are salary savings totalling £0.449m at Month 6, these are due to vacancies, gaps whilst recruiting, maternity leave and an increase in posts funded by grants compared to budget. Of this, £0.155m salary savings is offsetting various smaller pressures within Young Carers, Unauthorised Encampments and Removals and Storage, and a further £0.111m has mitigated the additional pressure of temporary accommodation demand. The residual balance has been allocated towards Delivery Plan targets.
- 3.8. The forecast includes £0.200m of additionally identified grant maximisation.
- 3.9. Planned activity within the service to mitigate further budgetary risk includes review of all grant allocations to maximise impact on budgets, increased activity at the front door to reduce demand, additional planned activity to replace delayed projects and continued monitoring of activity and trends to inform full year forecasts.

4. CHILDREN'S DIRECTORATE

Table 6: Children's Directorate – total reported pressure

Children's Directorate	Variance £m
Children, Young People and Families Department	3.731
Education, Participation and Skills Department	-
Children's Central Spine	0.683
Total	4.414

Table 7: Children's Directorate – CYPF Forecast

Children, Young People and Families Department		Variance £m	RAG (mitigations /risk)
Pressures:	Looked After Children – Placements	3.887	
	Agency staffing costs	0.050	
	Delivery plan pressure	1.182	
	Vacancy savings forecast	(0.050)	Amber
Mitigations:	FHFPC Workstream, Reunification & Reconnect	(1.182)	Amber
	Partnership working to identify Children transitioning into alternative placement		
	Removal of Retention Payments for Social Workers in Child Protection Team	(0.032)	Green
	Adopt South West - Underspend as provided by Devon County Council	(0.070)	Green
	Caritas Agency Recruiter removed	(0.054)	Green
	Total	3.731	

4.1. The Children, Young People and Families service is reporting a pressure of £3.731m at Month 6, an adverse movement of £0.288m

- 4.1.1. £3.887m pressure on Children's Social Care placements due to an increase in Independent Sector Placements. This is an adverse placement variation of £0.444m. Residential Placements are now at 63 (1 above budget) and Unregistered Placements at 9 (2 above budget). Of this variance 0.086m relates to Unaccompanied Asylum-Seeking Children who have been placed into Supported Living at above £2,000 p/week.
- 4.1.2. There are also pressures flagged within staffing, primarily down to agency staff and vacancy savings targets, however these costs are mitigated through the planned exit dates of agency staff through Quarter 2
- 4.1.3. Savings have been identified through Quarter 2 Star Chamber monitoring, which is a line-by-line review of the service's expenditure throughout the department. These savings have totalled £0.156m, reducing the overall monthly variance to £0.288m. This includes savings within the Adopt South West Contract and removal of retention payments.

4.2. The service has identified a cohort of children who are currently placed within a Residential or Supported Living setting where transitioning to an alternative placement setting is considered appropriate for the child, such as fostering or reunification. This will always be the correct move for the child which also generates a recordable saving – it is this saving which is being earmarked towards the delivery plan total.

- 4.2.1. This stream of work is called "Steps" and is monitored monthly at the Family Homes for Plymouth Children board, the services is also working with external partners such as Reconnect to help the Authority achieve its targets.

4.2.2. There are currently enough Children identified with suitable transition plans to achieve the remaining £1.161m balance, however it is essential to point out that delays to these plans are possible creating further possible pressure.

4.3. Remaining mitigations are related to Staffing and the ongoing redesign of the CYPF structure. The new structure should align with the National Reform - Families First concept. Current proposals offset all agency pressure as well as achieving Budget Gap savings allocated in 2024/25.

Table 8: Children's Directorate – EPS Forecast

Education, Participation and Skills Department		Variance £m	RAG (mitigations)
Pressure:	Savings delivery plan pressure	0.038	Green
Mitigations:	Net additional income and vacancy savings	(0.038)	
Total		-	

4.4. The Education, Participation and Skills service is reporting nil variance at Month 6, with work carried out by the service to identify additional savings to offset a delivery plan pressure. There is now minimal risk of non-delivery, however work will continue through the year to identify further savings.

4.5. In 2025/26, Plymouth will receive a total Dedicated Schools Grant (DSG) allocation of £312.148m. This funding supports mainstream schools, special schools, Early Years providers, and pupils with additional needs through the High Needs Block. The High Needs Block continues to face significant financial pressure, driven by increased numbers of pupils with EHCPs, and the cost of provision, with a forecast overspend of £35.250m. When combined with the cumulative deficit from prior years of £18.498m, the total projected deficit balance is expected to reach £54.261m by the end of the financial year.

While a statutory override remains in place, allowing local authorities to carry forward DSG deficits there are associated revenue implications. Specifically, the cost of borrowing to fund the unfunded expenditure is estimated to exceed £2m in 2025/26.

Table 9: Children's Directorate – Central Spine Forecast

Children's Central Spine		Variance £m	RAG (mitigations)
Pressures:	Short breaks cost pressures	1.318	Amber
	Potential shortfall on vacancy savings targets	0.024	
	Short breaks Q1 savings identified	(0.446)	
Mitigations:	Delay in Home-to-School forecast increases	(0.187)	Amber
	Admission team savings	(0.026)	Amber
Total		0.683	

4.6. Some Children's Services budgets have now been combined into the 'Central Spine', including Short Breaks, Admissions and School Transport. The monitoring position is unchanged at Month 6, with an overall pressure of £0.683m.

4.6.1. There is a forecast pressure within Short Breaks due to demand, however this has been mitigated through £0.446m of savings identified, leaving a net pressure of £0.872m. The service is currently reviewing saving plans identified to ensure they are achievable and is now tasked with identifying methods to mitigate this residual pressure.

4.6.2. School Transport budgets are currently forecast to make a saving of £0.187m, this is due to the delay in the forecast increase in numbers of EHCPs, which has a direct impact to SEND Home to School Transport demand. This has been reviewed again at the start of the new academic year, and forecasts are still in line with previous estimates.

4.6.3. Additional Admissions Appeals income was identified at Month 4, and forecasts remain at this level.

5. GROWTH DIRECTORATE

Table 10: Growth Directorate Forecast

Growth Directorate		Variance £m	RAG (mitigations)
Pressures:	Economic Development - Land and Property additional professional, redevelopment, legal and events costs	0.683	
	Other delivery pressures within Street Services; including fleet costs and unachieved delivery plans	1.371	
	Management historic efficiency target	0.266	
	SPI - reduced planning income and increased concessionary fares	0.371	
	Loss of EfW income due to downtime	1.300	
	Economic Development - additional commercial lease income	(0.983)	Amber
Mitigations:	SPI - additional vacancy savings	(0.696)	Amber
	Increased parking income and Fleet and Garage efficiencies	(0.414)	Amber
	Further planned management actions	(0.598)	Amber
Total		1.300	

- 5.1.** The Growth Directorate is reporting a pressure of £1.300m at Month 6, this is unchanged from Month 5. The Directorate is unable to contain a £1.300m income budget from the Energy from Waste profit share which is forecast at nil. This is following a significant period of scheduled site downtime for maintenance.
- 5.2.** The Directorate has identified £2.2m of other pressures in year and established a schedule of cross service area management action plans, to achieve mitigation of £1.6m of this as at Month 6. This includes recruitment deferral, income maximisation from grants, car parking and commercial lease events, and the review and deferral of discretionary expenditure where possible. Plans are in hand to build upon this achievement with the aim of achieving £2.2m of total savings by year end.
- 5.3.** The Directorate had in-year savings/income targets for 2025/26 of £3.495m, to date £2.195m has been achieved. The £1.300m target for income from Energy from Waste profit share will not be realised in this financial year and is reported as a pressure.

6. OFFICE OF THE DIRECTOR OF PUBLIC HEALTH

Table 11: Office of the Director of Public Health Forecast

Office of the Director of Public Health		Variance £m	RAG (mitigations)
Pressures:	Contract overhead recharge in relation to Coroners arrangements	0.080	
	Bereavement pressures - repairs, caretaking and vehicle hire	0.077	
	Additional income; Civil Protection and Environmental Health	(0.075)	Green
Mitigations:	Leisure Management; efficiencies and contract savings	(0.191)	Green
	Further grant maximisation of eligible expenditure	(0.200)	Amber
	Cross-directorate salary savings	(0.069)	Green
Total		(0.378)	

- 6.1.** The Public Health Directorate is reporting a saving at Month 6 of £0.378m. This is an improvement of £0.014m from the Month 5 position; this is due to additional savings proposals brought forward by the Directorate.
- 6.2.** An additional £0.200m of the Public Health grant has been allocated to cover eligible expenditure.
- 6.3.** Within the Bereavement and Registration service there is a £0.157m reported pressure which includes £0.077m pressure relating to repair and maintenance, caretaking and vehicle hire at the Crematorium and a £0.080m pressure for contract overhead recharges for Coroners arrangements. The current SLA with Devon County is being reviewed and will be further to further engagement.

- 6.4.** Pressures are offset by savings achieved through Leisure Management efficiencies and cross-Directorate salary savings.
- 6.5.** Underlying risks within the Directorate include the volatility of cremation income within the Bereavement budget, which may deviate from the forecast, and levels of fees and charges income within Public Protection Services.

7. CHIEF EXECUTIVE'S OFFICE

Table 12: Chief Executive's Office Forecast

Chief Executive's Office		Variance £m	RAG (mitigations)
Pressure:	Delivery of planned savings	0.175	
Mitigations	Savings on LGR staffing costs	(0.100)	Amber
	Staffing savings	(0.230)	Amber
Total		(0.155)	

- 7.1.** The Chief Executive Office is reporting a favourable variance at Month 6 of £0.155m, noting pressures from brought forward savings targets not expected to be achieved being offset by savings on vacancies held. This position includes an additional savings proposal of £0.100m from reduced staffing costs within the Local Government Reorganisation team as well as savings on staffing.

8. CUSTOMER AND CORPORATE SERVICES DIRECTORATE

Table 13: Customer and Corporate Services Directorate Forecast

Customer & Corporate Services		Variance £m	RAG (mitigations)
	Forecasted survey spends and R+M within Hard FM	0.646	
Pressure:	Guildhall Closure	0.195	
	DEM Referendum	0.169	
	Potential shortfall on vacancy savings targets	0.028	
	Savings plan	1.140	
	Use of flexible capital receipts for transformation	(0.300)	Green
Mitigations:	Release of insurance provision	(0.300)	Green
	Other cross-directorate savings	(0.304)	Amber
Total		1.274	

- 8.1.** The Customer and Corporate Services Directorate is reporting a pressure of £1.274m at Month 6, an adverse change of £0.490m since Month 5.
- 8.1.1.** Within Hard FM there has been £0.350m of unbudgeted surveys required to ascertain the condition of the Corporate Estate. From these surveys an additional £0.296m of repairs and maintenance has been identified.
- 8.1.2.** In Soft FM budgets there is an estimated £0.195m impact, due to reduced income as a result of the extended closure of the Guildhall
- 8.1.3.** The DEM Referendum has come in £0.169m over the allocated budget.
- 8.1.4.** A net £0.028m pressure is being forecast across the directorate relating to unachievable vacancy savings targets.

- 8.1.5. There are savings plans relating to both 2025/26 and prior year targets, within HR & OD, Departmental Management, Legal, Internal Audit, Transformation and ICT that are unlikely to be achieved. These total £1.140m, of which £0.883m relate to specific 2025/26 plans. The directorate will be working over the coming months to develop business plans to mitigate these pressures.
- 8.1.6. Additional in-year savings have been identified totalling £0.904m, the most significant of which were the use of Capital Receipts flexibilities to fund transformation costs currently met by revenue budgets (£0.300m), and the release of insurance provision (£0.300m).

9. CORPORATE ITEMS

Table 14: Corporate Items Forecast

Corporate Items		Variance £m	RAG (mitigations)
Pressure:	Schools PFI Contract	0.239	
	Pay Award confirmed at 3.2%	0.186	
Mitigations:	Action Plan Proposals - Release additional EPR grant funding	(0.863)	Green
	Additional Support Service Recharge recoverable from funded posts	(0.425)	Green
Total		(0.863)	

Table 15: Progress against savings targets – Treasury Management

Treasury Management Savings Targets	Target per Budget £m	Achieved £m	In Progress £m
Treasury Management Debt rescheduling	0.300	0.300	-
Treasury Management Efficiencies	0.500	0.500	-
Treasury Management MRP adjustment for prior year overpayments	0.634	0.634	-
Total	1.434	1.434	-

- 9.1. This area holds budgets relating to Treasury Management and centrally held grant funding and central expenditure budgets. Additional grant income has been allocated to PCC and this has been released corporately to fund the overall financial position, this results in a favourable variance of £0.863m.
- 9.2. Within Treasury Management, borrowing costs remain managed to budget. The £1.434m savings targets identified in 2025/26 is expected to be fully achieved.
- 9.3. Within Other Corporate Items, there is a pressure arising from the Schools PFI contract, this is expected to be mitigated by additional income from Support Service Recharges (Corporate Overheads) chargeable to funded posts.
- 9.4. The nationally agreed NJC pay award has been confirmed at 3.2%. Provision in the budget allows for a 3% uplift, therefore this confirmation results in financial pressure of £0.186m, which was reported at Month 5.

10. CORE RESOURCES

Table 16: Core Resources Forecast

Core Resources	Budget £m	Forecast £m	Variance £m
Revenue Support Grant	(12.662)	(12.662)	-
Council Tax	(149.450)	(149.450)	-
Business Rates	(86.584)	(86.584)	-
Reserves	(4.722)	(4.722)	-
Total	(253.418)	(253.418)	-

10.1. At Month 6 there are currently no variances forecast against Core Resources which fund the net revenue budget.

11. SAVINGS BUDGETS

Table 17: Summary of progress against savings targets

2025/26 Savings and Management Actions Progress (incl EfW additional income target) - reprofiled for Directorate departmental movements	Total Savings & Management Actions Target		Additional Income Target	Achieved	In Progress	Not achievable	Total
	Recurrent	Non-Recurrent					
Corporate items	(0.500)	(0.300)		(0.800)	-	-	(0.800)
Adult Health & Communities	(2.733)			(2.074)	(0.659)	-	(2.733)
Children's Directorate	(3.142)			(0.613)	(2.529)	-	(3.142)
Growth Directorate	(1.201)	(0.994)	(1.300)	(2.195)		(1.300)	(3.495)
Chief Executive	(0.175)			-	(0.125)	(0.050)	(0.175)
Customer & Corporate	(2.111)			(0.828)	(0.400)	(0.883)	(2.111)
Total	(9.862)	(1.294)	(1.300)	(6.510)	(3.713)	(2.233)	(12.456)

11.1. A summary of the progress achieved against additional savings targets built into Directorate budgets for 2025/26 is set out above. Any pressure in relation to the achievability of these targets is addressed in the relevant Directorate section set out in this report.

12. CAPITAL

12.1. The Capital Programme as at 30 September 2025 incorporates movements since the quarter 1 position as at 30 June 2025, with the 5-year Capital budget 2025-2030 currently forecast at £372.311m.

12.2. Table 18 reflects the change in 5-year programme scope with movement through new approvals and variations since reported at 30 June 2025.

Table 18: Capital Programme Changes

Description	£m
Capital Programme as at 30 June 2025 for 5 year period 2025 - 2030	351.063
New Approvals – see table 21 for breakdown	24.838
Variations	(3.590)
Total Revised Capital Budget (2025/26 -2029/30)	372.311

12.3. A breakdown of the current approved Capital Budget by directorate and by funding is shown in Tables 19 and 20 below.

Table 19: Capital Programme by Directorate

Directorate	2025/26 £m	2026/27 £m	2027/28 £m	2028/29 £m	2029/30 £m	Total
Children's Services	3.501	1.376	-	-	-	4.877
Adults, Health and Communities	13.581	12.964	1.903	-	-	28.448
Growth - Economic Development	49.985	60.393	38.995	10.678	1.917	161.968
Growth - Strategic Planning & Infrastructure	66.688	58.944	10.795	2.856	0.275	139.558
Growth - Street Services	21.960	6.554	0.222	0.212	0.247	29.195
Customer & Corporate Services	5.070	2.516	0.100	0.101	-	7.787
Office for Director of Public Health	0.478	-	-	-	-	0.478
Total	161.263	142.747	52.015	13.847	2.439	372.311

Table 20: Capital Programme Financing

Financed by:	2025/26 £m	2026/27 £m	2027/28 £m	2028/29 £m	2029/30 £m	Total
Capital Receipts	10.518	4.345	1.196	2.840	1.917	20.816
Grant Funding	83.922	42.194	13.744	0.193	0.296	140.349
Corporate Funded borrowing	41.942	33.537	10.225	0.377	-	86.081
Service dept. supported borrowing	20.243	53.927	25.916	10.335	0.226	110.647
Developer contributions	2.454	8.729	0.934	0.102	-	12.219
Other Contributions	2.184	0.015	-	-	-	2.199
Total	161.263	142.747	52.015	13.847	2.439	372.311

12.4. Of the 5-year programme valued at £372.311m, 76.88% is forecast to be funded from grants, contributions and service-supported 'invest-to-save' borrowing, with the remaining 23.12% (£86.081m) forecast to be funded from corporate borrowing. Work is ongoing to update the capital pipeline which will identify further

potential corporate borrowing requirements. Assessment of the future funding assumptions and resulting revenue impact of the capital programme is under review.

Table 21: Capital approvals Quarter 2 including funding

Service /Directorate	Governance	New Approvals	5 Year Programme Approvals £m	
CCO	Exec Dec	Life Centre Fire and PA System Replacement	0.382	URF Corp Borrowing
CCO	Exec Dec	FM Consolidated Capital Programme of Works	2.000	URF Corp Borrowing
SPI	Exec Dec	The Warm Homes: Local Grant	2.571	RF Grant
SPI	Exec Dec	Plymouth Major Road Network	12.809	RF Grant/ URF Grant
CS	Exec Dec	Longcause Office Conversion (Phase 1)	0.208	URF Grant
SS	Exec Dec	Street Furniture Replacements	0.120	URF Corp Borrowing
SS	Exec Dec	Highway Capital Investment Programme	6.482	URF Grant/URF Corp Borrowing
Various	S151	Various Approvals up to £200k	0.266	Various
Total Capital Approvals			24.838	

Financing of New Approvals in Q2	£m	
External Grants, S106 contributions, Cap Receipts	20.402	82.1%
PCC financing (all borrowing and revenue)	4.436	17.9%
Total	24.838	

Glossary	
AHC	Adults, Health and Communities
CS	Children's Services
SPI	Strategic Planning & Infrastructure
SS	Street Services
ED	Economic Development
PH	Public Health
CCO	Customer & Corporate

Glossary	
RF	Ring Fenced
URF	Unring Fenced
CB	Corporate Borrowing
SB	Service Borrowing
Cap Rec	Capital Receipts
Cont	External Contribution

Capital Programme 2025/26 monitoring

- 12.5. The 2025/26 forecast has decreased by £17.550m, from £178.813m to £161.263m. This reduction is primarily due to £29.109m of planned spending being deferred to later years, partially offset by £12.030m of new approvals expected to be spent this financial year, along with a minor programme adjustment removing £0.471m.
- 12.6. Table 22 below includes a breakdown by directorate of actual cash spend as at 30 September 2025 shown as a value and percentage against latest forecast (overall 31.37%), with the percentage to Month 6 2024/25 (23.40%) reflecting tighter forecasting in 2025/26.
- 12.7. Approval is sought for a virement of £425,452.64 to consolidate the Royal Parade project budget, currently split across two separate cost codes. The Royal Parade initiative was initially approved as part of the Better Place Public Realm programme within the Capital Programme. Subsequently, the Transforming Cities Fund was also added to the Capital Programme, which included a separate allocation for Royal Parade focused on Sustainable Transport delivery. Both elements are now being delivered concurrently by the same project team. To streamline project management and reporting, it is proposed that the two budget lines be merged under a single project entry within the Capital Programme.

Table 22: 2025/26 Programme including actual spend and % spent compared to latest forecast

Directorate	Latest Forecast 2025/26	Actual Spend as at 30 September 2025	Spend as a % of Latest Forecast
	£m	£m	%
Children's Services	3.501	0.481	13.73%
Adults, Health and Communities	13.581	4.847	35.69%
Growth - Economic Development	49.985	10.542	21.09%
Growth - Strategic Planning & Infrastructure	66.688	26.263	39.38%
Growth - Street Services	21.960	6.324	28.80%
Customer & Corporate Services	5.070	1.778	35.06%
Office for Director of Public Health	0.478	0.350	73.16%
Total	161.263	50.584	31.37%

- 12.8. Profiling of the Capital Programme will continue to review robustness of forecasts to spend as project officers assess the inflationary impact to schemes, delivery timescales and challenges to meet grant funding conditions.

13 Prudential Indicators Q2 2025/26

13.1 The Authority measures and manages its capital expenditure, borrowing and commercial and service investments with reference to the following indicators. It is now a requirement of the CIPFA Prudential Code that these are reported on a quarterly basis.

Table 23: Capital Financing Requirement

Capital Financing Requirement	2024/25 actual £m	2025/26 forecast £m	2026/27 budget £m	2027/28 budget £m	2028/29 budget £m
General Fund services	869.516	911.197	975.882	986.747	970.978

Capital Financing Requirement: The Authority's cumulative outstanding amount of underlying debt finance is measured by the capital financing requirement (CFR). This increases with new debt-financed capital expenditure and reduces with Minimum Revenue Provision / loans fund repayments and whenever capital receipts used to replace debt. The actual CFR is calculated on an annual basis.

CFR represents the total amount of capital expenditure that has not yet been financed by capital receipts, grants, or contributions. CFR is not the same as the actual amount of borrowing (loans) held by the authority. Instead, it is an accounting measure that shows the cumulative value of capital expenditure that has been financed by borrowing or other temporary means. It is a way of tracking the long-term impact of capital decisions on the authority's balance sheet.

13.2 Gross Debt and the Capital Financing Requirement

Statutory guidance is that total debt should remain below the capital financing requirement, except in the short term. The Authority has complied with, and expects to continue to comply with, this requirement in the medium term as is shown below.

Table 24: Gross Debt/Capital Financing Requirement

Gross Debt /Capital Financing Requirement	2024/25 actual £m	2025/26 forecast £m	2026/27 budget £m	2027/28 budget £m	2028/29 budget £m	Q2 2025/26 actual £m
Debt (borrowing)	702.532	780.500	922.600	1021.900	1085.300	757.532
PFI & Leases	92.828	88.978	86.478	83.978	81.478	91.478
Gross debt (incl PFI & Leases)	795.360	869.478	1009.078	1105.878	1166.778	849.010
Forecast borrowing for working capital / DSG deficit requirement	18.498	30.000	75.860	131.600	202.520	
Total debt less DSG deficit	684.034	750.500	846.740	890.300	882.780	
Capital Financing Requirement	869.516	911.197	975.882	986.747	970.978	

13.2.1 Note that whilst the underlying driver for Plymouth City Council's borrowing is capital investment, actual borrowing levels are driven by cash flow needs. Therefore, the level of borrowing above also includes the impact of working capital financing, including the cumulative deficit in the Dedicated Schools Grant (DSG). The DSG deficit is treated as a short-term, working capital financing issue because we expect that government will establish a policy framework, guidance and funding to support Local Authorities to reduce and eliminate deficits before the statutory override ends in March 2028. Notwithstanding this expectation, we have included a provisional forecast for DSG deficit borrowing for the 2028/29 financial year, taking a prudent approach whilst we await government announcements on SEND reform. The net working capital requirement in 2025/26 is anticipated to be lower than the forecast cumulative DSG deficit.

13.2.2 Included in the debt balance are amounts relating to 'PFI liabilities & finance leases'. These represent the gross value of the total long-term financing obligations payable or long-term service delivery contracts, e.g. the Energy from Waste plant. Whilst these are both analysed alongside borrowing, these are financing

arrangements directly linked to underlying assets, which represent a prudent approach to enabling key operational initiatives to proceed.

13.3 Debt and the Authorised Limit and Operational Boundary:

13.3.1 The Authority is legally obliged to set an affordable borrowing limit (also termed the Authorised Limit for external debt) each year. In line with statutory guidance, a lower “operational boundary” is also set as a warning level should debt approach the limit.

13.3.2 The Council manages its borrowing activity in line with its approved Capital Strategy and Treasury Management Strategy, ensuring that borrowing is managed responsibly, and sustainably. The setting of the Authorised Limit is informed by the CIPFA Prudential Code, and the Council continues to operate well within these defined parameters.

13.3.3 Maintaining borrowing within these limits is essential to ensure that the Council’s capital investment programme remains financially sustainable and that any future implications for Council Tax are manageable and proportionate.

Table 25: Debt and Authorised Limit/Operational Boundary

	Max. debt Q2 2025/26 £m	Debt at Q2 2025/26 £m	Authorised Limit £m	Operational Boundary £m	Complied? Yes/No
Borrowing	800.532	757.532	788.286	838.286	Yes
PFI and Finance Leases	92.828	91.478	217.000	217.000	Yes
Total debt	893.360	849.010	1005.286	1055.286	

Since the operational boundary is a management tool for in-year monitoring it is not significant if the boundary is breached on occasions due to variations in cash flow, and this is not counted as a compliance failure.

13.4 Proportion of Financing Costs to Net Revenue Stream

Although capital expenditure is not charged directly to the revenue budget, interest payable on loans and MRP/loans fund repayments are charged to revenue. The net annual charge is known as financing costs; this is compared to the net revenue stream i.e. the amount funded from Council Tax, business rates and general government grants.

Table 26: Proportion of Financing Costs to Net Revenue Stream

	2024/25 actual £m	2025/26 forecast £m	2026/27 budget £m	2027/28 budget £m
Financing costs (£m)	43.480	49.913	57.156	64.660
Proportion of net revenue stream - all financing costs	18.38%	19.73%	22.37%	24.44%
- financing costs exc. Service Borrowing	10.73%	11.98%	14.35%	16.16%

Element of financing costs due to DSG deficit (£m)	n/a	0.450	3.224	5.593
% impact of DSG deficit financing	n/a	0.18%	1.27%	2.12%

13.4.1 The increase in financing costs is driven by assumptions surrounding use of borrowing to support the approved capital programme and cashflow requirements. Currently this includes assumptions on financing required to fund the cumulative DSG deficit, however we are seeking guidance to clarify how this financing

cost should be disclosed within Prudential Code indicators. The level of borrowing incurred, and therefore MRP, may be reduced where external funding sources, e.g. grants, are secured.

13.4.2 It is important to note that (in line with guidance) we have measured total financing costs against the core (net) revenue streams for the authority. However, a large proportion of the financing costs relate to borrowing for investments – known as ‘service borrowing’ - which generate non-core income streams, mainly rents through the authority’s Property Regeneration Fund (PRF) property portfolio. This makes the financing costs more affordable for the Council, providing that risks relating to the income streams are well-managed. This being the case, we have also shown a comparative ratio of financing costs / net revenue stream % figure that excludes service borrowing from the cost of borrowing, which we consider to be a more accurate view of the affordability of debt financing. The impact of DSG deficit financing is shown for information – the % impact is included within the overall % figures for reference.

13.4.3 From 2026/27, the Fair Funding Review will impact general government grants significantly by ‘rolling in’ grant funding streams that have previously been excluded from the Net Revenue Stream – this will have the impact of reducing the proportion of net revenue required for financing costs. At this stage, to ensure comparability with figures published in our 2025/26 Treasury Management Strategy, the anticipated impact of the Fair Funding Review on our net revenue stream has not been included within forward projections for 2026/27 and 2027/28.

13.4.4 Short-term borrowing with other local authorities is currently being secured at 4.25% to 4.65% with comparable 1-year PWLB at 4.58% as at 30 September 2025.

13.5 Net Income from Commercial and Service Investments to Net Revenue Stream

The Authority’s income from commercial and service investments as a proportion of its net revenue stream has been and is expected to be as indicated below.

Table 27: Net Income from Commercial and Service Investments to Net Revenue Stream

	2024/25 actual £m	2025/26 forecast £m	2026/27 budget £m	2027/28 budget £m
Total net income from service & commercial investments (£m)	(11.281)	(12.092)	(12.303)	(13.016)
Proportion of net revenue stream	4.77%	4.78%	4.81%	4.92%

13.5.1 This income relates to the strategic investments made into the Property Regeneration Fund (PRF), currently held as a portfolio of assets with a gross capital cost of £236.3m. The PRF has regenerated areas of the city, encouraged private investment and created or retained employment in the city. Again, forecasts of net revenue stream in future years currently exclude anticipated changes arising from the Fair Funding Review, to ensure comparability with the indicator set in our Treasury Management Strategy for 2025/26.

13.5.2 This is a useful performance indicator for assessing the council’s dependency on ‘non-core’ income; showing that the council is not overly reliant on commercial investments (which could be a risk to financial stability).