

Final Outturn Report for the Scottish Budget 2023-2024

May 2025

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Purpose

1. The purpose of this report is to present a statement of Final Outturn for the financial year 2023-24 against the statutory limits authorised through the appropriate legislative processes by the Scottish Parliament.
2. The report then summarises the financial outturn of the Scottish Government, the bodies within the Scottish Administration and bodies funded directly from the Scottish budget (Scottish Parliamentary Corporate Body and Audit Scotland) against HM Treasury budgetary limits. It also provides a reconciliation to the Scottish Government's 2023-24 Consolidated Accounts.

Background

3. Building on the Scottish Government's 2023-24 Consolidated Accounts¹, this report summarises the financial outturn of the bodies within the Scottish Administration, to report against the statutory budget limits authorised by the Scottish Parliament.
4. This report also includes the outturn of other bodies funded directly from the Scottish Budget, the Scottish Parliamentary Corporate Body and Audit Scotland.
5. Final Outturn reports the position of the Scottish Government's expenditure against the fiscal controls set by HM Treasury which include all bodies within the Scottish Government budgeting boundary (with the areas making up the budgeting boundary set out in tables 1 and 2). The Provisional Outturn statement announced in June 2024 also follows this format.

Scottish Government Consolidated Accounts

6. The scope of the Scottish Government's Consolidated Accounts is determined by the requirements of the Government's Financial Reporting Manual (FReM) and covers elements not included within HM Treasury fiscal totals. The variances are driven by different reporting boundaries. The Accounts are based against the Spring Budget Revision (SBR, which represents the final amended budget approved by Parliament), which does not include final borrowing and funding decisions (as a number by necessity take place in March), or the impact of final consequential changes from the final UK Supplementary Estimates process, which concluded after the SBR had been finalised. Therefore, as these reports are generated on a different basis, the figures reported in the Consolidated Accounts and the Provisional and Final Outturns will differ.
7. The Scottish Government's 2023-24 Consolidated Accounts¹ reports a final expenditure outturn of £54.0 billion against the approved budget of £54.3 billion, generating an underspend of £277 million.

[Scottish Governments Consolidated Accounts Year Ended 31 March 2024](#)

8. Taking into account other bodies included within the wider Scottish Administration boundary, the position shows final expenditure outturn of £57.5 billion against the approved Parliamentary budget of £58.3 billion, generating an underspend of £842 million.
9. The inclusion of the directly-funded bodies (i.e. Scottish Parliament and Audit Scotland) completes the picture. The overall reported position for the total Scottish Budget in 2023-24 shows an expenditure outturn of £57.6 billion against the approved Parliamentary budget of £58.5 billion. This results in an underspend of £847 million which represents 1.5 percent of budget. Table 1 below provides further detail. It should be noted the figures provided are as reported in the audited accounts of each body.

Table 1 - Comparison of Outturn to the Budget Approved by the Scottish Parliament

2023-24 Scottish Government Consolidated Accounts	Final Outturn	Budget as at Spring Budget Revision	Over / Under
	£million	£million	£million
Constitution External Affairs and Culture	270	272	(2)
Deputy First Minister and Finance	12,977	12,946	31
Education and Skills	5,065	5,174	(109)
Justice	3,396	3,367	29
NHS Recovery, Health and Social Care	19,138	19,074	64
Rural Affairs, Land Reform and Islands	1,072	1,146	(74)
Social Justice	6,678	6,675	3
Transport, Net Zero and Just Transition	3,921	4,069	(148)
Wellbeing Economy, Fair Work and Energy	1,263	1,324	(61)
The Crown Office and Procurator Fiscal	200	210	(10)
Total Scottish Government as per Consolidated Accounts	53,980	54,257	(277)
Consumer Scotland	2	2	0
Crown Estates	0	0	0
Environmental Standards Scotland	3	4	(1)
Food Standards Scotland	23	23	0
National Records of Scotland	31	33	(2)
NHS & Teachers Pension Schemes	3,211	3,762	(551)
Office of the Scottish Charity Regulator	3	3	0
Registers of Scotland	6	11	(5)
Revenue Scotland	8	8	0
Scottish Courts and Tribunal Service	192	198	(6)
Scottish Fiscal Commission	2	2	0
Scottish Housing Regulator	5	5	0
Total Scottish Administration	57,466	58,308	(842)
Scottish Parliament	15	18	(3)
Audit Scotland	131	133	(2)
Total Scottish Budget	57,612	58,459	(847)

10. The total underspend of £847 million does not represent a loss of spending power to the Scottish Government.
11. Full details of the Scottish Government Consolidated Accounts underspends which make up the £277 million underspend are outlined [here](#).
12. Of the remaining figures over and above the Consolidated Accounts position, the most material variance (a £551 million underspend) relates to NHS and Teacher pension schemes. The pension schemes fall under Annually Managed Expenditure (AME) budgets, which are ring-fenced budgets set by HM Treasury. Any under/over spends shown against UK-funded Annually Managed Expenditure cannot be deposited in the Scotland Reserve and have no subsequent impact on the Scottish Budget. These budgets are non-discretionary and are not available to support general public services.

Taxes, Borrowing and the Scotland Reserve

13. The Fiscal Framework Outturn Report 2024² published by the Scottish Government on the 26th of September 2024 provides information in relation to Scottish Income Tax, fully devolved taxes, the use of borrowing powers and the operation of the Scotland Reserve. The Fiscal Framework Outturn Report sets out the position as reported in the Provisional Outturn statement to Parliament in June 2024. The next section provides an update to that position and an explanation of the key movements between Provisional and Final Outturn.

Final Outturn – HM Treasury Controls

14. The final 2023-24 fiscal outturn confirmed with HM Treasury in December was £48.9 billion against a budget of £49.3 billion, resulting in an underspend of £412 million. This is just under 1% of the total budget (Table 2 below provides further detail). This represents a movement of £120 million from the £292 million underspend reported in June 2024 in the Provisional Outturn Statement.

[Fiscal framework outturn report: 2024 - gov.scot](#)

Table 2 – Final Outturn 2023-24 (HMT budgetary limits)

2023-24 Final Outturn						
Portfolio	Outturn £m	Budget £m	Variance £m	Variance per Budget Category		
				Resource	Capital	Financial Transactions
				£m	£m	£m
Constitution External Affairs and Culture	267	272	(5)	(3)	(1)	(1)
Deputy First Minister and Finance	9,908	9,876	32	(15)	43	4
Education and Skills	3,795	3,851	(56)	(59)	3	0
Justice	3,324	3,337	(13)	(12)	(1)	0
NHS Recovery, Health and Social Care	18,423	18,513	(90)	(100)	9	1
Rural Affairs, Land Reform and Islands	1,061	1,133	(72)	(49)	(28)	5
Social Justice	6,595	6,625	(30)	(7)	(10)	(13)
Transport, Net Zero and Just Transition	3,702	3,793	(91)	(63)	(27)	(1)
Wellbeing Economy, Fair Work and Energy	1,222	1,326	(104)	(49)	(44)	(11)
The Crown Office and Procurator Fiscal	196	204	(8)	(8)	0	0
Total Scottish Government	48,493	48,930	(437)	(365)	(56)	(16)
Consumer Scotland	2	2	0	0	0	0
Crown Estates	0	0	0	0	0	0
Environmental Standards Scotland	3	4	(1)	(1)	0	0
Food Standards Scotland	22	22	0	0	0	0
National Records of Scotland	28	30	(2)	(1)	(1)	0
NHS & Teachers Pension Schemes	0	0	0	0	0	0
Office of the Scottish Charity Regulator	3	3	0	0	0	0
Registers of Scotland	6	6	0	0	0	0
Revenue Scotland	8	8	0	0	0	0
Scottish Courts and Tribunal Service	158	162	(4)	(5)	1	0
Scottish Fiscal Commission	2	2	0	0	0	0
Scottish Housing Regulator	5	5	0	0	0	0
Total Scottish Administration	48,730	49,174	(444)	(372)	(56)	(16)
Audit Scotland	16	17	(1)	0	(1)	0
Scottish Parliament	117	118	(1)	(1)	0	0

Total Scottish Budget	48,863	49,309	(446)	(373)	(57)	(16)
Funding & Post Audit Adjustments – Resource	(9)	(117)	108	108		
Funding & Post Audit Adjustments – Capital	3	397	(394)		(394)	
Funding & Post Audit Adjustments – Financial Transactions		(12)	12			12
Funding Adjustments – IFRS16		(308)	308		308	
TOTAL	48,857	49,269	(412)	(265)	(143)	(4)

15. The Provisional Outturn Statement is presented to Parliament prior to completion of audited accounts for the Scottish Government and associated bodies and is therefore subject to change.
16. The changes between Provisional and Final Outturn were a result of accounting adjustments which occurred as part of the year-end process. The main driver of the change is within the Health and Social Care portfolio and represents a significant movement in the revenue position, primarily as a result of the re-categorisation of PFI/PPP revaluation liabilities included in provisional outturn (£100 million).
17. The £412 million underspend is carried forward in full in the Scotland Reserve and utilised in 2024-25. £109 million of the capital underspend was anticipated at the Spring Budget Revision.
18. Annex A provides a reconciliation to the Scottish Government’s Consolidated Accounts versus Final Outturn statement against HM Treasury Totals.

Summary

19. The Scottish Government’s approach means that budgets are carefully managed across more than one year, with limited funding carried forward into the following year to support budget plans approved by the Scottish Parliament. This approach recognises fluctuations in demand and associated costs across spending review periods, ensuring no loss of spending power in Scotland. Table 3 below sets out the final Reserve carry forward position.

Table 3 – Scotland Reserve 2022-23

Scotland Reserve 2023-24	Resource £million	Capital £million	Financial Transactions £million	Total £million
Provisional Outturn	162	130	0	292
Movement	103	13	4	120
Final Outturn	265	143	4	412

Annex A – Outturn Reconciliation between HMT Basis and Scottish Government Basis

2022-23 Reconciliation from Scottish Government Consolidated Accounts to HMT Final Outturn	Scottish Budget Variance	Remove GIA and add HMT resource capital and FT	AME / Other	HMT Budget Variance	Non- Cash	HMT Budget Variance (excl. Non- Cash)
	£million	£million	£million	£million	£million	£million
Constitution External Affairs and Culture	(2)	4	0	(6)	(1)	(5)
Deputy First Minister and Finance	31	0	0	31	(1)	32
Education and Skills	(109)	(100)	200	(209)	(153)	(56)
Justice	29	22	19	(12)	1	(13)
NHS Recovery, Health and Social Care	64	35	93	(64)	26	(90)
Rural Affairs, Land Reform and Islands	(74)	3	(1)	(76)	(4)	(72)
Social Justice	3	0	50	(47)	(17)	(30)
Transport, Net Zero and Just Transition	(148)	(31)	(33)	(84)	7	(91)
Wellbeing Economy, Fair Work and Energy	(61)	4	(5)	(60)	44	(104)
The Crown Office and Procurator Fiscal	(10)	0	(1)	(9)	(1)	(8)
Total Scottish Government	(277)	(63)	322	(536)	(99)	(437)
Consumer Scotland	0	0	0	0	0	0
Crown Estates	0	0	0	0	0	0
Environmental Standards Scotland	(1)	0	0	(1)	0	(1)
Food Standards Scotland	0	0	0	0	0	0
National Records of Scotland	(2)	0	0	(2)	0	(2)
NHS & Teachers Pension Schemes	(551)	0	(551)	0	0	0
Office of the Scottish Charity Regulator	0	0	0	0	0	0
Registers of Scotland	(5)	0	(4)	(1)	(1)	0

Revenue Scotland	0	0	0	0	0	0
Scottish Courts and Tribunal Service	(6)	0	(2)	(4)	0	(4)
Scottish Fiscal Commission	0	0	0	0	0	0
Scottish Housing Regulator	0	0	0	0	0	0
Total Scottish Administration	(842)	(63)	(235)	(544)	(100)	(444)
Scottish Parliament	(3)	0	(2)	(1)	0	(1)
Audit Scotland	(2)	0	0	(2)	(1)	(1)
Total Scottish Budget	(847)	(63)	(237)	(547)	(101)	(446)
Funding & Post Audit Adjustments – Resource						108
Funding & Post Audit Adjustments – Capital						(394)
Funding & Post Audit Adjustments - Financial Transactions						12
Funding Adjustments – reductions relating to IFRS 16 underspends						308
Total						(412)

Glossary

Scottish Budget Variance – The difference between actual outturn and budget as reported in the Scottish Government Accounts and also brings in those bodies within the Scottish Administration boundary and directly funded bodies.

NDPBs / Other Bodies – The Scottish Government Consolidated Accounts includes the grant in aid to the Scottish Government sponsored bodies. To reconcile this to HMT Treasury reporting the grant in aid is removed and replaced with the actual expenditure in those bodies.

AME / Other – refers to Annually Managed Expenditure and Outside Departmental Expenditure which does not form part of the Scotland Reserve limit and therefore is removed.

Non-Cash – refers to accounting adjustments such as depreciation and does not form part of the Scotland Reserve therefore is removed from the Scottish Budget variance to get to the HMT Budget variance.

HMT Budget Variance – is the difference between actual outturn and budget for resource, capital and financial transactions which is reported to HMT. Note the funding adjustments in the table relate to changes to funding post conclusion of the Spring Budget Revision and forms part of the overall Scotland Reserve.



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The Scottish Government
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Edinburgh
EH1 3DG

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