

# Public Document Pack

To: **Members of the Cabinet**

## ***Notice of a Meeting of the Cabinet***

**Tuesday, 18 May 2010 at 2.00 pm**

**County Hall, Oxford, OX11ND**

*Joanna Simons*

Joanna Simons  
Chief Executive

May 2010

Contact Officer:

**Sue Whitehead**

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### *Councillors*

### **Membership**

Keith R. Mitchell CBE	- <i>Leader</i>
David Robertson	- <i>Deputy Leader</i>
Arash Fatemian	- <i>Cabinet Member for Adult Services</i>
Ian Hudspeth	- <i>Cabinet Member for Growth &amp; Infrastructure</i>
Jim Couchman	- <i>Cabinet Member for Finance &amp; Property</i>
Kieron Mallon	- <i>Cabinet Member for Police &amp; Policy Co-Ordination</i>
Louise Chapman	- <i>Cabinet Member for Children, Young People &amp; Families</i>
Michael Waive	- <i>Cabinet Member for Schools Improvement</i>
Rodney Rose	- <i>Cabinet Member for Transport</i>
Mrs J. Heathcoat	- <i>Cabinet Member for Safer &amp; Stronger Communities</i>

*The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on 26 May 2010 unless called in by that date for review by the appropriate Scrutiny Committee. Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.*

*Date of next meeting: 22 June 2010*

## **Declarations of Interest**

This note briefly summarises the position on interests which you must declare at the meeting. Please refer to the Members' Code of Conduct in Part 9.1 of the Constitution for a fuller description.

### **The duty to declare ...**

You must always declare any "personal interest" in a matter under consideration, ie where the matter affects (either positively or negatively):

- (i) any of the financial and other interests which you are required to notify for inclusion in the statutory Register of Members' Interests; or
- (ii) your own well-being or financial position or that of any member of your family or any person with whom you have a close association more than it would affect other people in the County.

### **Whose interests are included ...**

"Member of your family" in (ii) above includes spouses and partners and other relatives' spouses and partners, and extends to the employment and investment interests of relatives and friends and their involvement in other bodies of various descriptions. For a full list of what "relative" covers, please see the Code of Conduct.

### **When and what to declare ...**

The best time to make any declaration is under the agenda item "Declarations of Interest". Under the Code you must declare not later than at the start of the item concerned or (if different) as soon as the interest "becomes apparent".

In making a declaration you must state the nature of the interest.

### **Taking part if you have an interest ...**

Having made a declaration you may still take part in the debate and vote on the matter unless your personal interest is also a "prejudicial" interest.

### **"Prejudicial" interests ...**

A prejudicial interest is one which a member of the public knowing the relevant facts would think so significant as to be likely to affect your judgment of the public interest.

### **What to do if your interest is prejudicial ...**

If you have a prejudicial interest in any matter under consideration, you may remain in the room but only for the purpose of making representations, answering questions or giving evidence relating to the matter under consideration, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise.

### **Exceptions ...**

There are a few circumstances where you may regard yourself as not having a prejudicial interest or may participate even though you may have one. These, together with other rules about participation in the case of a prejudicial interest, are set out in paragraphs 10 – 12 of the Code.

### **Seeking Advice ...**

It is your responsibility to decide whether any of these provisions apply to you in particular circumstances, but you may wish to seek the advice of the Monitoring Officer before the meeting.

**If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, but please give as much notice as possible before the meeting.**

# AGENDA

## 1. Apologies for Absence

## 2. Declarations of Interest

- guidance note opposite

## 3. Minutes (Pages 1 - 8)

To confirm the minutes of the meeting held on 20 April 2010 (**CA3**) and to receive for information any matters arising therefrom.

## 4. Questions from County Councillors

Any county councillor may, by giving notice to the Proper Officer by 9 am on the working day before the meeting, ask a question on any matter in respect of the Cabinet's delegated powers.

The number of questions which may be asked by any councillor at any one meeting is limited to two (or one question with notice and a supplementary question at the meeting) and the time for questions will be limited to 30 minutes in total. As with questions at Council, any questions which remain unanswered at the end of this item will receive a written response.

Questions submitted prior to the agenda being despatched are shown below and will be the subject of a response from the appropriate Cabinet Member or such other councillor or officer as is determined by the Cabinet Member, and shall not be the subject of further debate at this meeting. Questions received after the despatch of the agenda, but before the deadline, will be shown on the Schedule of Addenda circulated at the meeting, together with any written response which is available at that time.

## 5. Petitions and Public Address

## 6. Consultation on The Secretary of State's Proposed Changes to South East Plan Policy M3 (Primary Aggregates Provision and Apportionment) (Pages 9 - 26)

*Cabinet Member: Growth & Infrastructure*

*Forward Plan Ref: 2010/058*

*Contact: Peter Day, Minerals and Waste Policy Team Leader Tel: (01865) 815544*

Report by Head of Sustainable Development (**CA 6**).

A review of the sub-regional apportionment of land-won aggregates in Policy M3 of the South East Plan is being carried out. In March 2009 consultation was carried out on proposals by the South East England Regional Assembly (SEERA) for a revision of Policy M3, including a revised apportionment. Following an Examination in Public held in October 2009, the Secretary of State has now published proposed changes to Policy M3 for consultation. The apportionment sets the amount of provision that should be made for mineral working in the Minerals and Waste Development Framework. It is therefore appropriate for the County Council to make a response. The consultation closes on 1 June 2010.

The proposed new sand and gravel apportionment is based on a regional total of 11.12 million tonnes a year. This is less than the government guideline figure but not as low as the figure proposed by SEERA. The proposed sand and gravel apportionment for Oxfordshire is 2.10 million tonnes a year, which is 15% more than the current figure, and represents an increased share of regional supply. This would increase the Oxfordshire apportionment to a higher level than since the early 1990s. Actual production has been below this level since 1990 and has been steadily declining since 1998.

***The Cabinet is RECOMMENDED to:***

- (a) ***agree the following response to the consultation by the Government Office for the South East on the Secretary of State's Proposed Changes to Regional Spatial Strategy for the South East (South East Plan) Policy M3 – Primary land-won aggregates and sub-regional apportionment:***
  - (i) ***the County Council objects to the proposed changes to the sand and gravel figures in Policy M3, particularly the regional figure of 11.12 million tonnes a year and the Oxfordshire figure of 2.10 million tonnes a year, for the reasons set out in paragraph 20 of this report;***
  - (ii) ***the County Council supports the proposed changes to the crushed rock figures in Policy M3;***
  - (iii) ***the County Council supports the other proposed changes to the wording of Policy M3, in particular the inclusion of a statement that apportionments will be subject to testing of deliverability in the preparation of MWDFs;***
- (b) ***authorise the Head of Sustainable Development, in consultation with the Cabinet Member for Growth and Infrastructure, to submit a response to the consultation based on this report.***

**7. Establishment Review - May 2010** (Pages 27 - 32)

*Cabinet Member:* Deputy Leader

*Forward Plan Ref:* 2010/012

*Contact:* Sue Corrigan, Strategic HR Manager Tel: (01865) 810280

Report by Head of Human Resources (**CA7**).

This report gives an update on activity since the implementation of the Establishment Review and associated Recruitment Approval process on 1 August 2005. It provides detail on the overall objectives of the review and summarises progress made against the targets which were agreed to ensure delivery of those objectives. Details of the agreed establishment figure at 31 March 2010 in terms of Full Time Equivalents is provided, together with the detailed staffing position at 31 March 2010. These are shown in the report by directorate and service area.

The report also provides information on current activity and in addition there is information on grant funded posts and the cost of those vacancies which are being covered by agency staff.

***The Cabinet is RECOMMENDED to:***

***(a) note the report;***

***(b) confirm that the Establishment Review continues to meet the Cabinet's requirements in reporting and managing staffing numbers.***

**8. Forward Plan and Future Business** (Pages 33 - 36)

*Cabinet Member:* All

*Contact Officer:* Sue Whitehead, Committee Services Manager (01865 810262)

The Cabinet Procedure Rules provide that the business of each meeting at the Cabinet is to include "updating of the Forward Plan and proposals for business to be conducted at the following meeting". Items from the Forward Plan for the immediately forthcoming meetings of the Cabinet appear in the Schedule at **CA8**. This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

The Schedule is for noting, but Cabinet Members may also wish to take this opportunity to identify any further changes they would wish to be incorporated in the next Forward Plan update.

***The Cabinet is RECOMMENDED to note the items currently identified for forthcoming meetings.***

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## CABINET

**MINUTES** of the meeting held on Tuesday, 20 April 2010 commencing at 2.00 pm and finishing at 2.35 pm.

**Present:**

**Voting Members:** Councillor Keith R. Mitchell CBE – in the Chair  
Councillor David Robertson (Deputy Chairman)  
Councillor Arash Fatemian  
Councillor Ian Hudspeth  
Councillor Jim Couchman  
Councillor Kieron Mallon  
Councillor Louise Chapman  
Councillor Michael Waine  
Councillor Rodney Rose  
Councillor Mrs J. Heathcoat

**Other Members in Attendance:** Councillor Zoé Patrick (Agenda Item 8)

**Officers:**

Whole of meeting Chief Executive, S. Whitehead (Corporate Core)

Part of Meeting

<b>Agenda Item</b>	<b>Officer Attending</b>
6.	K. Wilcox (Financial Planning), K. Jurczynsyn (Financial Planning)
7.	Interim Head of Service for Children and Families, F. Fonseca (Children, Young People & Families)

*The Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting, together with a schedule of addenda tabled at the meeting, and decided as set out below. Except insofar as otherwise specified, the reasons for the decisions are contained in the agenda, reports and schedule, copies of which are attached to the signed Minutes.*

### **39/10 CABINET MEMBERSHIP**

The Leader of the Council welcomed Councillors Fatemian and Mallon to the Cabinet in their roles as Cabinet Member for Adult Services and for Police & Policy Coordination respectively and welcomed Councillor Jim Couchman in his changed role as Cabinet Member for Finance & Property.

### **40/10 MINUTES**

(Agenda Item. 3)

The Minutes of the meeting held on 16 March 2010 were approved and signed.

### **41/10 QUESTIONS FROM COUNTY COUNCILLORS**

(Agenda Item. 4)

Councillor John Goddard had given notice of the following question to the Cabinet Member for Safer and Stronger Communities

“When does the Cabinet Member expect to receive the delayed business plan from the new Cogges Manor Farm Trust and how will its independently assessed viability be assured?”

Councillor Judith Heathcoat:

“The business plan was not delayed. We are expecting it next month. This will be subject to careful scrutiny by all the relevant officers including finance. Their advice will be taken account of and reflected in the public report that will come forward for consideration by members.”

Councillor Janet Godden had given notice of the following question to the Cabinet Member for Children, Young People & Families:

“The Virtual School (referred to at Item 7, para 5 bullet point 2 & para 9, 2nd bullet point from end) must now have been in existence for about five years, unless it was disbanded and restarted. It would be interesting to know how it has performed during that time, and how many pupils it has currently (school year 09-10)?”

Councillor Louise Chapman:

- “Specific support for Children Looked After began in 2003 with the appointment of one member of staff and has grown over time. The full Virtual School has been in operation for six terms with the appointment of a Head in September 2008.
- On 19 April 2010 there were 380 students on the school roll. Due to the nature of the Looked after population this is subject to significant in year fluctuation. For example 235 young people have entered and another 211 have exited care between March 2009 and 2010.



- The educational achievement remains a challenge at key stage 2 and 4 with attendance being an issue - we are currently performing around our statistical neighbour at key stage 4 average and below at key stage 2, although again this is subject to change.
- The **attendance** issues have been caused in part by lack of education provision and by late entries to care of young people with very troubled histories.
- There are a range of strategies in place to increase the amount of provision for CYP with special educational needs and training programmes in place for designated teachers, social workers and foster carers to support re-engagement and regular school attendance. Structural changes to the Virtual school and inclusion teams will also mean a more local focus on Children Looked After within areas which should also increase the support to CYP and their networks. .
- The cohorts are small between key stage 2 and 4. At key stage 2 varying between 11 and 16 and at Key stage 4 between 40 and 50 and therefore results as a percentage are subject to wide variation.
- In recent years (since 2005) the percentage of the cohort attaining 1 GCSE or GNVQ has been consistently high and in line with the national average. The exception to this being in 2008.
- 5A\*-G peaked in 2007 at 63% and 2009 it was 46% which represented an increase of 7% on 2008 figures
- In 2009, 5+ A\*-C improved by 5% from 10 to 15%, which is above the National average for 2008 and 5+ A\*-C including English and Maths by +3% from 5% - 8%. 15% represents only 7 children."

Councillor Janet Godden had given notice of the following questions to the Cabinet Member for Children, Young People & Families:

"The number of voluntarily accommodated children seems high (annex 1, V2 under Legal status). Please can you tell me whether this is going up or down over time, or is steady state?"

Councillor Louise Chapman:

- "The number of voluntarily accommodated children has risen by 8%, as a proportion of the total CLA, since 2007. This is lower than numbers for our statistical neighbours. Oxon's overall numbers of CLA/10,000 remains below our statistical neighbours.
- The proportion of 16+ in care has increased with more CYP staying on in education and wanting to remain looked after for longer. This is in line with expectations of the 2008 CA and new case law, entitling

homeless young people aged 16 and 17 to full accommodation and support.

- Wherever possible the Local Authority tries to work in partnership with parents. We believe that wherever possible children are best placed within their own family environment. Where this is not possible we will seek to safeguard the welfare of children by voluntary agreement with parents or we will seek court agreement under care proceedings and then help these CYP exit the care system to permanent placements when ever possible.

#### **42/10 PETITIONS AND PUBLIC ADDRESS**

(Agenda Item. 5)

The following requests to address the meeting had been agreed:

Speaker	Item
Councillor Zoé Patrick	8. Appointments to Outside Bodies

#### **43/10 FINANCIAL MONITORING - APRIL 2010**

(Agenda Item. 6)

Cabinet considered the eleventh financial monitoring report for the 2009/10 financial year covering the period up to the end of February 2010. It included projections for revenue, balances, reserves and capital monitoring.

The in – year Directorate forecast was an overspend of +£3.619m. After taking account of calls on balances (pending or to be approved) it was expected that the overspend reported this month would reduce to +£0.884m or +0.24% of the budget by year end.

The current position for general balances showed a forecast of £10.578m after taking account of agreed and proposed requests for supplementary estimates. After taking into account the forecast Directorate overspend adjusted for supplementary estimates requested to date the consolidated revenue balances forecast was £9.321m.

Cabinet noted an amended annex 8, and considered annex 9, which was marked to follow on the original agenda.

Cabinet also considered a supplementary report and recommendations relating to adjustments to the 2010/11 budget concerning Personal Care at Home Grant for 2010/11 and the write off of a bad debt.

The Cabinet Member for Finance & Property highlighted three areas that continued as pressure points. Children’s placements were still rising; young unaccompanied asylum seekers was beginning to see a resolution but the underlying problem of lack of proper resourcing by central government remained; and ICT was a known difficulty where action was being taken. He also referred to pooled budgets that were likely to end up close to budget

following the funding from the PCT. However he continued to be concerned about some of the underlying structure, and would continue to monitor closely seeking additional information.

The Cabinet Member for Children, Young People & Families confirmed that the issues around young unaccompanied asylum seekers were a national problem and Councils had lobbied government with some limited success. Children's placements were demand led and social worker's made decisions based on the best interests of the County's vulnerable youngsters. A successful bid had been made with regard to foster caring initiatives and she would be discussing this with the Chief finance officer to explore options to invest to save.

The Cabinet Member for Schools Improvement referred to steps being taken around the schools repairs and maintenance budgets.

The Deputy Leader confirmed that steps were being taken to address the ICT overspend but that the budget would remain pretty tight.

**RESOLVED:** to:

- (a) note the report;
- (b) approve the supplementary estimate request of £0.060m in relation to legal fees over £0.025m in Annex 2f and paragraph 68;
- (c) note the latest position relating to the Personal Care at Home bill;
- (d) agree the write off of a bad debt of £16,456 as set out in paragraph 73 and 74;
- (e) note the increase of £1.081m in the provisional allocation for the Personal Care at Home Grant for 2010/11 as set out in paragraph 97;
- (f) note the removal of £0.6m Green Book pay inflation from 2010/11 budgets as shown in Annex 8 and paragraph 98 & 99;
- (g) note the addition to Council budgets of £0.1m Teachers' pay inflation as set out in paragraph 100; and
- (h) agree the virements to Children, Young People & Families budgets for 2010/11 as set out in Annex 9 and paragraph 101.

#### **44/10 PROGRESS REPORT ON CHILDREN LOOKED AFTER AND LEAVING CARE**

(Agenda Item. 7)

Cabinet considered one of regular reports that came to Cabinet on its role as legal "Corporate Parent" to the Children and Young People Looked After by the Council, and those Leaving Care to live independently.

The Cabinet Member for Children, Young People & Families in introducing the report highlighted the work of the Children in Care Council who were holding their own Conference in June 2010. She also referred to the work of the Corporate Parenting Panel in carrying out inspections of Children's Homes which had led to a number of issues being addressed. She thanked members for their involvement. The Pledge made by Cabinet had had positive results with computers being provided to youngsters who were very positive about the benefits gained. She paid tribute to the virtual school who did an outstanding job.

The Cabinet Member also referred to the challenge in relation to childrens' placements and steps taken to ensure that the service provided was better than good.

The Cabinet Member for Schools Improvement added that schools and governors were reminded of their corporate parenting responsibilities. Schools had a specific staff member, there were individual education plans and schools worked successfully through and with others in the virtual school.

**RESOLVED:** to:

- (a) continue to support the Corporate Parenting Strategy;
- (b) note the information on outcomes for our Looked After Children, and the service performance measures; and
- (c) take note that a revised placement strategy is expected to return to Cabinet in June 2010.

#### **45/10 APPOINTMENTS TO OUTSIDE BODIES**

(Agenda Item. 8)

Cabinet considered a report on an appointment to the Learning Disability Partnership Board.

Councillor Zoe Patrick, Leader of the Opposition, suggested Councillor Janet Godden for the role, noting that she had at one time been Co-Chairman and that she had all the necessary skills and experience for the post.

The Leader thanked Councillor Patrick for her suggestion and commented that he did not doubt Councillor Godden's skills. However he was proposing Councillor Neil Owen who also had the necessary skills and would represent the administration .

The Cabinet Member for Children, Young People & Families suggested that if it were possible she would have no objection to Councillor Godden deputising for Councillor Owen.

**RESOLVED:** to agree the appointment of Councillor Neil Owen to be the co-chairman of the Learning Disability Partnership on the same basis as other appointments to Standing Advisory Bodies.

**46/10 FORWARD PLAN AND FUTURE BUSINESS**

(Agenda Item. 9)

The Cabinet considered a list of items (CA9) for the immediately forthcoming meetings of the Cabinet together with changes and additions set out in the schedule of addenda.

**RESOLVED:** to note the items currently identified for forthcoming meetings.

**47/10 DELEGATED POWERS OF THE CHIEF EXECUTIVE**

(Agenda Item. 10)

**RESOLVED:** to note the details of the executive decisions taken by the Chief Executive under the specific powers and functions delegated to her under the terms of Part 7.4 of the Council's Constitution and set out on the schedule to the agenda item.

..... in the Chair

Date of signing

.....

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Division(s): N/A

## **CABINET – 18 MAY 2010**

### **SOUTH EAST PLAN: THE SECRETARY OF STATE'S PROPOSED CHANGES TO POLICY M3 PRIMARY LAND-WON AGGREGATES AND SUB-REGIONAL APPORTIONMENT, MARCH 2010**

#### **Report by Head of Sustainable Development**

#### **Introduction**

1. Policy M3 in the South East Plan sets out the amount of aggregate mineral extraction (sand and gravel and crushed rock) to be provided within the region and by each county. This is the apportionment which mineral planning authorities (MPAs) should make provision for in their Minerals and Waste Development Frameworks (MWDF). A review of the apportionment in Policy M3 is being carried out, as a partial review of the South East Plan.
2. Policy M3 currently provides for 13.25 million tonnes a year of sand and gravel and 2.2 million tonnes a year of crushed rock for the region. The current apportionment for Oxfordshire is 1.82 million tonnes a year of sand and gravel (13.7% of the regional total) and 1.0 million tonnes a year of crushed rock (limestone and ironstone) (45.5% of the regional total).
3. The Government periodically issues national and regional guidelines for aggregates provision in England. These set figures for production of land-won primary aggregates (sand and gravel and crushed rock) in each region, taking into account expected supply from other sources including secondary and recycled materials. New guidelines, for the period 2005 to 2020, were published by the Government in June 2009. These set lower figures for the South East region: 12.18 million tonnes a year of sand and gravel; and 1.56 million tonnes a year of crushed rock.

#### **Review of Policy M3 – Aggregates Apportionment**

4. The current apportionment is based on the past distribution of mineral production within the region. The South East England Regional Assembly (SEERA) considered and consulted on options for a new apportionment based on a more rounded and forward-looking methodology, as detailed in the attached Annex 1.
5. In March 2009 SEERA submitted a proposed revision of Policy M3 to the Secretary of State, and the Government Office for the South East carried out consultation on this. This proposal included a regional sand and gravel figure of 9.01 million tonnes a year, which was less than the Government's figure, but which SEERA considered appropriate since production rates have consistently been below guideline figures. The proposed sand and gravel apportionment was based on Option E (Demand and Resources) with a transition element to smooth the change, which gave a figure of 1.58 million

tonnes a year for Oxfordshire. For crushed rock, a continuation of the existing apportionment was proposed, but applied to a lower regional figure, giving a figure of 0.71 million tonnes a year for Oxfordshire.

6. The County Council strongly supported SEERA's proposed regional sand and gravel supply figure of 9.01 million tonnes a year and supported the proposed reduced Oxfordshire apportionment figures. These would increase the share of regional sand and gravel supply provided by Oxfordshire but by less than under the other options, except Option C (Demand).
7. An Examination in Public (EIP) was held in October 2009 and the Panel's Report was published in November 2009. The Panel agreed that the amount of primary aggregates supply that the South East should provide for should be reduced, and recommended a regional sand and gravel figure of 11.12 million tonnes a year. This is less than the new Government guideline figure of 12.18 million tonnes a year, but not as big a reduction as the 9.01 million tonnes a year that SEERA had proposed.
8. The County Council put forward evidence to the EIP (attached at Annex 2) to indicate that Oxfordshire has been providing a substantially higher proportion of the regional supply of sand and gravel relative to its share of both housing development and economic activity, and that any increase in the Oxfordshire apportionment would increase this difference. Any increase in production of sand and gravel in Oxfordshire would therefore be to supply markets elsewhere, with a consequent increase in lorry miles. This is unlikely to be a sustainable way of supplying requirements elsewhere in the South East, particularly given Oxfordshire's location on the north western edge of the region. However, this evidence is not referred to in the Panel's report and it would appear that these arguments have not been taken into consideration.
9. The Panel recommended an apportionment based on Option E, but with no transition element, giving a higher sand and gravel apportionment of 2.1 million tonnes a year for Oxfordshire. For crushed rock, the Panel recommended a reduction in the regional figure to 1.44 million tonnes a year and a lower apportionment of 0.66 million tonnes a year for Oxfordshire.
10. The Panel also recommended that the Government should review their aggregates forecasting model and determine whether the national and/or regional guidelines should be altered.

### **Proposed Revised Apportionment**

11. The Secretary of State has now published Proposed Changes to Policy M3 for consultation. These follow the recommendations of the Panel for reduced regional supply figures and a revised apportionment. The proposed revised apportionment (with the existing apportionment and SEERA's March 2009 proposals for comparison) and other changes to Policy M3 are set out in the attached Annex 3. Updates to the sustainability appraisal report and Habitats Regulations Assessment have also been published.



12. The proposed regional figures and the apportionments for Oxfordshire are:

	<b>Secretary of State's Proposed Apportionment (March 2010)</b>	SEERA Proposed Apportionment (March 2009)	Existing South East Plan Policy M3 Apportionment
<b>Sand and Gravel</b>	Annual Average (million tonnes a year) 2010 – 2026		
Oxfordshire	<b>2.10</b>	1.58	1.82
South East	<b>11.12</b>	9.01	13.25
Oxfordshire proportion of regional total	<b>18.9%</b>	17.5%	13.7%
<b>Crushed Rock</b>	Annual Average (million tonnes a year) 2010 – 2026		
Oxfordshire	<b>0.66</b>	0.71	1.0
South East	<b>1.44</b>	1.56	2.20
Oxfordshire proportion of regional total	<b>45.8%</b>	45.5%	45.5%

13. Annex 3 shows that Oxfordshire has by far the largest proposed increase in sand and gravel apportionment. Buckinghamshire, Milton Keynes and West Sussex have smaller proposed increases. Berkshire, Hampshire, Kent and especially Surrey have substantial proposed decreases.
14. These proposals affect the provision for mineral working to be made in the MWDF. It is therefore important that the County Council makes a response to the consultation, which closes on 1 June 2010. Following consideration of responses to this consultation, the Secretary of State will publish final changes to Policy M3.

### **Comments of Head of Sustainable Development**

15. Aggregates planning is based on a top-down, predict and provide approach. There is little scope for flexibility to be exercised at either the regional or MPA level in the overall quantity of aggregates to be provided or the make up of that provision. In particular, the system does not allow a region or MPA to provide for less primary land-won aggregate production where either the supply of secondary and recycled aggregate materials can be increased or the need for aggregates can be reduced through the use of more sustainable construction methods. It is to be regretted that these factors are not currently taken into account in the apportionment of land-won aggregates.
16. Under the Secretary of State's proposals, the Oxfordshire sand and gravel apportionment is increased by 15%, from 1.82 to 2.1 million tonnes a year, and the share of regional supply provided by Oxfordshire is increased from 13.7 % to 18.9%. This would increase the Oxfordshire apportionment to a much higher level than it has been since the early 1990s. (It was reduced from 2.2 to 2.0 million tonnes a year in 1994; and again to 1.82 million tonnes a year in 2006.) This increase is a function of the apportionment methodology in Option E, which strongly reflects that Oxfordshire has greater remaining resources of sand and gravel that are not constrained by national environmental designations than other south east counties.

17. Production of sand and gravel in Oxfordshire has been below 2.1 million tonnes a year since 1991, and has been in steady decline since 1998, falling to 0.78 million tonnes in 2008. Regional production of sand and gravel has also fallen substantially and has been below the proposed figure of 11.12 million tonnes a year since 2003. From 1995 to 2008 average production of sand and gravel in Oxfordshire was 1.62 million tonnes a year. This represents 14.3% of regional production, much lower than the 18.9% now proposed. This is shown in more detail in the attached Annex 4.
18. The sustainability appraisal of the proposed apportionment includes an assessment of effects on proximity and transport objectives. For Oxfordshire it records a positive impact because the county has a large proportion of sand and gravel resources within a growth sub-region. I believe this to be a flawed assessment since it does not take into account that any increase in sand and gravel supply in Oxfordshire would be to serve markets elsewhere. I consider that this should instead be recorded as a negative impact.
19. Following publication of the Panel's report, the South East England Partnership Board (SEEPB) wrote to the Department for Communities and Local Government (CLG) to press for an early review and re-run of the forecasting model and the guidelines, as recommended by the Panel. CLG have rejected this, saying that it would be more appropriate to do this when new data is available from the 2009 aggregates monitoring survey (in 2011), and that implementation of the new guidelines should not be delayed.
20. I believe that the proposed regional sand and gravel supply figure of 11.12 million tonnes a year is too high; and that the proposed increase in the Oxfordshire sand and gravel apportionment to 2.1 million tonnes a year is unnecessary, inappropriate and unacceptable; for the following reasons:
  - (a) Annual sand and gravel production in both the South East region and Oxfordshire has been well below the proposed figures for some years, as shown in the attached Annex 4.
  - (b) Evidence has been put forward by SEEPB, and supported by the MPAs, to justify a regional figure of 9.01 million tonnes a year. Whilst this was not fully accepted by the Panel, they have recommended a review and re-run of the aggregates forecasting model and guidelines. This should be done as a matter of urgency, before the figures in Policy M3 are finalised.
  - (c) Oxfordshire's share of regional sand and gravel production has been substantially less than the 18.9% proposed and has been declining.
  - (d) Sand and gravel production in Oxfordshire has been falling steadily and has been below the proposed apportionment level since 1991; and in 2008 was only 37% of the proposed apportionment. There is no need for an increase in Oxfordshire's apportionment.
  - (e) Oxfordshire is on the north western periphery of the region and most of the sand and gravel resource is in the western part of the county.

Development, and consequent demand for aggregates, is currently and is planned to be proportionately higher elsewhere in the region, as shown by Option C and evidence submitted by the County Council to the EIP (Annex 2) which it appears was not taken into consideration. An increase in supply from Oxfordshire would be to serve other parts of the region or other regions, not Oxfordshire; and would result in longer distance lorry movements of aggregates with a resultant increase in climate change impacts. In addition to the adverse sustainability implications of this way of supplying sand and gravel to the South East, the increase in transport costs involved must cast considerable doubt on its economic deliverability.

- (f) The sustainability appraisal is flawed in its assessment of effects on proximity and transport objectives for Oxfordshire.
21. The proposed Oxfordshire crushed rock apportionment (0.66 million tonnes a year) would be a significant (34%) decrease on the current apportionment, reflecting a decrease in production of limestone and ironstone in recent years. I consider the proposed crushed rock apportionment to be appropriate.
22. I consider that the other proposed changes to the wording of Policy M3 should be supported, in particular the inclusion of a statement that apportionments will be subject to testing of deliverability in the preparation of MWDFs.

### **Corporate Policies and Priorities**

23. The review of the aggregates apportionment has implications for the County Council's MWDF, in terms of both the amount of mineral working to be provided for and the programme for preparing it. Production of the MWDF can contribute to the Council's objective of providing value for money, but uncertainties over the plan-making process pose a risk to that. It can also contribute towards the Council's priorities for the environment and economy.

### **Risk Management**

24. The MWDF is a high risk project because of the complexity of the process and potential implications for planning applications for major developments such as new mineral workings. The timing and outcome of the review of the aggregates apportionment could affect preparation of the MWDF. Delay to the review process could further delay the MWDF; and if the revised apportionment is not realistic and achievable it is likely to be more difficult to reach agreement on proposals for mineral working in the MWDF.

### **Financial and Staff Implications**

25. The review of the aggregates apportionment does not have any direct implications for finance or staffing.

## RECOMMENDATION

26. The Cabinet is **RECOMMENDED** to:

- (a) agree the following response to the consultation by the Government Office for the South East on the Secretary of State's Proposed Changes to Regional Spatial Strategy for the South East (South East Plan) Policy M3 – Primary land-won aggregates and sub-regional apportionment:
  - (i) the County Council objects to the proposed changes to the sand and gravel figures in Policy M3, particularly the regional figure of 11.12 million tonnes a year and the Oxfordshire figure of 2.10 million tonnes a year, for the reasons set out in paragraph 20 of this report;
  - (ii) the County Council supports the proposed changes to the crushed rock figures in Policy M3;
  - (iii) the County Council supports the other proposed changes to the wording of Policy M3, in particular the inclusion of a statement that apportionments will be subject to testing of deliverability in the preparation of MWDFs;
- (b) authorise the Head of Sustainable Development, in consultation with the Cabinet Member for Growth and Infrastructure, to submit a response to the consultation based on this report.

CHRIS COUSINS  
Head of Sustainable Development  
Environment & Economy

Background Papers: Nil

Contact Officer: Peter Day, Tel. Oxford 815544

May 2010

### SEERA Options for Sub-Regional Land-Won Aggregates Apportionment

The Panel that held the Examination in Public (EIP) of the Waste and Minerals Alterations to RPG9 in 2004 recommended (in their report, December 2004, that a review of the apportionment in Policy M3 be carried, as a partial review of the South East Plan. The South East England Regional Assembly (SEERA) considered the following six options for a new apportionment based on a more rounded and forward-looking methodology:

Option A 'Past Sales' – heavily weighted to existing sales and therefore similar to the existing apportionment;

Option B 'Resource' – weighted to the distribution of mineral resources within the region;

Option C 'Demand' – weighted towards where future demand for aggregates is expected to be within the region;

Option D 'Environmental' – weighted towards avoiding areas of national and international conservation and landscape importance but also strongly influenced by the distribution of mineral resources;

Option E 'Demand & Resources' – equal weighting given to demand for aggregates and location of mineral resources;

Option F 'Equal Weighting' – no variation in weighting between criteria.

SEERA discounted options A, B and F, all of which would give significant increases in sand and gravel apportionment for Oxfordshire.

In May 2008 SEERA consulted on options C, D and E for a revised apportionment. Option C would give Oxfordshire a reduced proportion of regional sand and gravel supply and reduce the Oxfordshire apportionment, but Options D and E would substantially increase it.

Option C was supported by many respondents to the SEERA consultation but there were serious doubts about its practicality and it was criticised for being too close to the existing situation. Consequently there was no overall support for it from MPAs.

**ANNEX 2****Oxfordshire County Council Submission to Policy M3 Examination in Public October 2009****D1. Is Option E (with additional sales element) the appropriate basis for the sub-regional apportionment of whatever regional total is deemed to be justified?**

1. In response to the SEERA Consultation Document, May 2008 (CD 1.7), Oxfordshire County Council expressed preference for Option C 'Demand' but recognised that it may not be practical. The reasons for this response were set out in a report to the County Council's Cabinet Member for Sustainable Development, 17 July 2008, as follows:
  - (12) 'Option C would be advantageous for Oxfordshire in that the aggregates apportionment and hence the minerals supply requirement would be reduced. The lower apportionment figures would be closer to actual production levels in recent years and closer to the level of demand for these minerals in the county, and transportation of minerals by road should be reduced. But other parts of the region – Buckinghamshire, East Sussex, Isle of Wight, Medway, Milton Keynes and West Sussex – would be faced with increased apportionments. There are doubts over the practical capability of those areas to increase the supply of land-won sand and gravel and/or crushed rock to the region and the practicality of this option is therefore uncertain.'
2. In response to the Review of Policy M3 – Recommendations for amending the policy, March 2009 (CD 1.2), Oxfordshire County Council supported the proposed changes to Policy M3 but stated that the Council's support for the sub-regional sand and gravel apportionment in the proposed changes to Policy M3 is only on the basis of a regional total figure of 9.01 million tonnes a year. The reasons for the Council's view were set out in a report to the County Council's Cabinet Member for Sustainable Development, 26 May 2009, as attached at Appendix 1.
3. Oxfordshire County Council continues to prefer Option C but recognises that for practical reasons of delivery there is an argument for giving weight to resources as well as demand. In the interests of coming up with a sub-regional apportionment that all MPAs could sign up to, we were therefore prepared to support an apportionment based on Option E provided it would not adversely impact on Oxfordshire. We supported the modification of Option E to include a transitional sales element for practical reasons. Because of existing quarry infrastructure and permitted reserves, mineral company commitments and plan preparation periods, it would take time for a changed apportionment under Option E to be planned for and implemented. It therefore made sense to include a transition period based on the existing pattern of sales for the first 5 years.

4. We recognise that Oxfordshire contains a greater share of the South East's theoretically available sand and gravel resources than any other MPA in the region; in the LUC 'Primary Aggregates Sub-Regional Apportionment in South East England – Final Report' November 2007 (CD 1.10), Table 2.11 shows Oxfordshire as having 26% of the area of unsterilised combined sand and gravel resource outside of international designations (+250m buffer).
5. The main resource in Oxfordshire is sharp sand and gravel; soft sand accounts for only around 17% of total sand and gravel production. Almost all of Oxfordshire's sharp sand and gravel production is from the deposits of the Thames valley. The BGS map of un-sterilised sharp sand and gravel resources in Oxfordshire – CR/06/147 (CD 1.48d) shows sand and gravel deposits elsewhere in the county, but these are generally thin and/or poor quality. There is only one small sharp sand and gravel quarry outside the Thames valley, at Finmere in the north east of the county. As the BGS map (CD 1.48d) shows, Oxfordshire's un-sterilised sharp sand and gravel resources are heavily concentrated in the west of the county, on the north side of the river Thames upstream from Oxford.
6. The Thames valley sharp sand and gravel resources upstream from Oxford are on the periphery of the South East region and are well distanced from demand areas in the region other than in Oxfordshire. This position can be seen from Figure 3 of the BGS 'SEERA: South East Plan – Review of Mineral Supply and Demand – Commissioned Report CR/06/147', 2006 (CD 1.44). These resources can only be satisfactorily accessed via the A40, north west of Oxford. Production of sharp sand and gravel in Oxfordshire mainly serves local, Oxfordshire markets. The only significant movements of this mineral out of the county are from Caversham Quarry, in south east of the county, which supplies into the Reading market area in Berkshire.
7. Appendix 2 shows that Oxfordshire's percentage of housing completions in the South East region averaged 8.6% between 1996 and 2005, and that over the period 2006 to 2026 Oxfordshire is expected to provide for 8.4% of the regions planned house building. This average for 1996 to 2005 was similar to Oxfordshire's percentage of the South East region's Gross Value Added (GVA), which averaged 8.9% over the period 1996 to 2006. This suggests that housing development is a good indicator of overall economic activity in the county.
8. These figures indicate that Oxfordshire's share of construction activity over the period to 2026 will be essentially the same as it has been since 1996. They also indicate that the demand for aggregates in Oxfordshire as a proportion of the regional demand will not change over the period to 2026 from what it has been in the recent past.
9. Appendix 2 also shows that between 1996 and 2007 Oxfordshire accounted for 14.6% of regional sales of sand and gravel, varying year by year only between 12.5% and 15.6%. The sub-regional apportionment for Oxfordshire under the existing South East Plan Policy M3 is 13.7% (1.82 mtpa of 13.25 mtpa) and prior to 2001 it was 12.1% (2.0 mtpa of 16.5 mtpa). The current proposal is for an Oxfordshire apportionment of 17.5% (1.58 mtpa of 9.01 mtpa).

10. If house building is taken as an indicator of construction activity, it would seem that Oxfordshire has been supplying some 70% more sand and gravel than its share of regional development (14.8% of sand and gravel sales compared with 8.6% of housing completions from 1996 to 2005); and that under the proposed Policy M3 apportionment this would increase to 108% (17.5% of regional sand and gravel total compared with 8.4% planned house building). In addition, Oxfordshire's share of sand and gravel sales has been 66% more than Oxfordshire's share of regional GVA (14.8% of sand and gravel sales compared with 8.9% of GVA from 1996 to 2005/2006). This indicates that Oxfordshire has been providing more than its regional share of sand and gravel supply in terms of demand for aggregates, and that it is being expected to provide an even greater share in the future.
11. This is supported by a comparison of the ratio of sand and gravel sales / apportionment to housing completions / planned house building in the South East and Oxfordshire, as also set out in Appendix 2. This shows that the ratio is higher in Oxfordshire than in the South East and that the percentage decline in the ratio between each 5 year period is greater in the South East than in Oxfordshire.
12. Given that Oxfordshire is relatively rich in sand and gravel resources, this situation could make sense, but only if those resources were well placed to supply the region as a whole. As already explained, this is not the case. If the proportion of land-won sand and supply in the South East that comes from Oxfordshire is increased, this will result in an increase in the average distances from quarry to market and an increase in sand and gravel lorry miles travelled. This is unlikely to be the most sustainable way of supplying aggregates in the South East. It is likely to be more sustainable to supply from more local sand and gravel resources elsewhere in the South East, closer to markets, and/or to make up any deficiency in supply with aggregates transported by rail or sea from outside the South East.
13. Whilst in principle the County Council believes that Option C is the most appropriate basis for the sub-regional apportionment, we were prepared to accept the proposed apportionment based on Option E with a transitional sales element in order to secure an agreed apportionment, but only on the basis of a regional total of 9.01 mtpa. This is because we believe there should be a reduction in the Oxfordshire sub-regional apportionment from the existing 1.82 mtpa level, for the reasons set out in Appendix 1 (paragraph 15), and the apportionment in the proposed Policy M3 does give a 13% reduction in the Oxfordshire figure to 1.58 mtpa, although this is significantly less than the proposed overall regional reduction of 32%.
14. For the reasons set out above, Oxfordshire County Council does not consider that Option E with a transitional sales element would be an appropriate basis for the sub-regional apportionment if the regional total was increased above 9.01 mtpa. In particular, any apportionment of an increased regional total that would result in a sub-regional apportionment figure for Oxfordshire of more than the existing 1.82 mtpa would adversely impact on Oxfordshire, would result in an increase in sand and gravel lorry mileage, and would therefore be wholly unacceptable.



**Extract from Oxfordshire County Council Report by Head of Sustainable Development to Cabinet Member for Sustainable Development, 26 May 2009**

- 12 The changes to Policy M3 proposed by SEERA challenge the government's approach. They include a regional supply figure for sand and gravel that is less than the government's current and draft proposed figures, based on local evidence. This lower regional figure is supported by a study carried out for SEERA by consultants Green Balance, 'Review of the Basis for the National and Regional Guidelines for Aggregates Provision 2005 – 2020 as Applied to South East England' January 2009. I believe that the proposed regional sand and gravel supply figure of 9.01 million tonnes a year is justified and should be strongly supported.
- 13 The proposed sand and gravel apportionment for Oxfordshire is 1.58 million tonnes a year. This would be a 13% decrease from the current apportionment, although the share of regional supply provided by Oxfordshire would increase from 13.7% to 17.5 %. But this is a lower proportion than under most of the other options considered by SEERA; and the Oxfordshire figure is less than it would be under a straight Option E apportionment, due to the transition element based on past production. For comparison, Oxfordshire's sand and gravel production over the period 2002 – 2006 averaged 1.47 million tonnes a year, representing 14.4% of regional production, although in 2007 it fell to 1.06 million tonnes a year, only 12.5% of the regional total.
- 14 Of the options considered by SEERA, only Option C – 'Demand' would give Oxfordshire a reduced proportion of regional sand and gravel supply. This option was supported by many respondents to the SEERA consultation but there were serious doubts about its practicality and it was criticised for being too close to the existing situation. Consequently there was no overall support for it from MPAs.
- 15 I believe a reduction in the Oxfordshire sand and gravel apportionment is supported by the following factors:
- the government has proposed a reduction in the regional sand and gravel figure, and there is sound evidence to support a further reduction as proposed in the revision of Policy M3;
  - sand and gravel production in Oxfordshire has been below the current apportionment level since 2002, has been falling steadily since then, and in 2007 was only 58% of the apportionment level;
  - Oxfordshire is on the north western periphery of the region and much of the sand and gravel resource is in the western part of the county;
  - development and therefore demand for aggregates is proportionately higher elsewhere in the region (as shown by 'Demand' Option – C);
  - an increase in supply from Oxfordshire to serve other parts of the region would result in longer distance lorry movements of aggregates with resultant increase in climate change impacts.'

- 16 The proposed Oxfordshire sand and gravel apportionment is higher than recent actual production levels and would be an increase in the proportion of regional production. This reflects the fact that Oxfordshire has greater remaining resources of sand and gravel than other south east counties. But it would be a significant decrease on the current apportionment and is based on a better apportionment method than others that were considered by SEERA. Given that other options either produce adverse apportionments for Oxfordshire or lack support from other MPAs, I consider the recommended apportionment to be acceptable on the basis of a regional sand and gravel total of 9.01 million tonnes a year.

## Housing, Sand &amp; Gravel Sales and GVA Figures for Oxfordshire and the South East Region

## Appendix 2

## Housing Completions

Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
SE Region	27415	28639	26490	25494	23130	25447	24725	28447	32050	33309
Oxon	2199	3217	2558	1917	1829	1830	1603	2015	2895	3538
% of total	8.0	11.2	9.7	7.5	7.9	7.2	6.5	7.1	9.0	10.6

## Housing Completions / Planned House Building

Period	1996 – 2000 (completions)	2001 – 2005 (completions)	1996 – 2005 (completions)	2006 – 2026 (planned 5 year average from South East Plan)
SE Region	131168	143978	275146	163500
Oxon	11720	11881	23601	13800
% of total	8.9	8.3	8.6	8.4

## Sand and Gravel Sales (thousand tonnes)

Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
SE Region	12826	12872	13369	13580	12630	12449	11484	10638	10405	9713	8804	8502
Oxon	1875	1908	2068	1970	1866	1925	1787	1606	1480	1289	1166	1059
% of total	14.6	14.8	15.5	14.5	14.8	15.5	15.6	15.1	14.2	13.3	13.2	12.5

## Sand and Gravel Sales (thousand tonnes) / Sand and Gravel Apportionment (million tonnes per annum)

Period	Sales 1996 – 2000	Sales 2001 – 2005	Sales 1996 – 2007	Apportionment 1996 – 2000	Apportionment 2001 – 2008	Proposed Apportionment 2010 – 2026
SE Region	65277	54689	137272	16.5	13.25	9.01
Oxon	9687	8087	19999	2.0	1.82	1.58
% of total	14.8	14.8	14.6	12.1	13.7	17.5

**South East Ratio of Housing Completions / Planned House Building to Sand and Gravel Sales / Proposed Apportionment**

Period	1996 – 2000	2001 – 2005	2010 – 2026 (5 year average)
Housing completions / planned house building	131168	143978	163500
Sand & gravel sales / proposed apportionment	65277 (thousand tonnes)	54689 (thousand tonnes)	45050 (thousand tonnes)
Ratio	0.50	0.38	
% decrease in ratio	–	24%	26%

**Oxfordshire Ratio of Housing Completions / Planned House Building to Sand and Gravel Sales / Proposed Apportionment**

Period	1996 – 2000	2001 – 2005	2010 – 2026 (5 year average)
Housing completions / planned house building	11720	11881	13800
Sand & gravel sales / proposed apportionment	9687	8087	7900
Ratio	0.83	0.68	0.57
% decrease in ratio	–	18%	16%

**Gross Value Added (GVA) for the South East Region and Oxfordshire £ million)**

Year	1996	1998	2000	2002	2004	2005	1996 – 2006 average
SE Region	94,059	109,467	122,985	137,307	152,706	166,003	130,421
Oxon	7,864	9,562	11,047	12,291	13,788	14,920	11,579
% of Regional GVA	8.36	8.74	8.98	8.95	9.03	8.99	8.88

Source: GVA by NUTS3 area at current basic prices, Office for National Statistics

**ANNEX 3****Secretary of State's Proposed Changes to Policy M3 of the South East Plan –  
Sub-Regional Land-Won Aggregates Apportionment  
March 2010****A. Sand and Gravel Apportionment**

Mineral Planning Authority	Annual Average (million tonnes a year) 2010 – 2026		
	Secretary of State's Proposed Apportionment (March 2010)	SEERA Proposed Apportionment (March 2009)	Existing South East Plan Policy M3 Apportionment
Berkshire unitaries	<b>1.33</b>	1.00	1.57
Buckinghamshire	<b>1.05</b>	0.86	0.99
East Sussex / Brighton & Hove	<b>0.10</b>	0.07	0.01
Hampshire	<b>2.05</b>	1.62	2.63
Isle of Wight	<b>0.10</b>	0.09	0.05
Kent	<b>1.63</b>	1.40	2.36
Medway	<b>0.18</b>	0.11	0.17
Milton Keynes	<b>0.28</b>	0.16	0.12
Oxfordshire	<b>2.10</b>	1.58	1.82
Surrey	<b>1.27</b>	1.32	2.62
West Sussex	<b>1.03</b>	0.79	0.91
<b>South East Total</b>	<b>11.12</b>	<b>9.01</b>	<b>13.25</b>

**B. Crushed Rock Apportionment**

Mineral Planning Authority	Annual Average (million tonnes a year) 2010 – 2026		
	Secretary of State's Proposed Apportionment (March 2010)	SEERA Proposed Apportionment (March 2009)	Existing South East Plan Policy M3 Apportionment
Kent	<b>0.78</b>	0.85	1.2
Oxfordshire	<b>0.66</b>	0.71	1.0
<b>South East Total</b>	<b>1.44</b>	<b>1.56</b>	<b>2.20</b>

**Changes to Wording of Policy M3**

The Secretary of State's Proposed Changes to Policy M3 of the South East Plan also include the following detailed changes to the wording of the policy:

- Deletion of reference to supply from secondary and recycled materials (covered by Policy M2) and from marine dredged aggregates (outside MPA control) to focus the policy on primary aggregates.
- Clarification that the policy is for supply of primary aggregates over the period to 2026.
- Inclusion of a statement that MPAs should make separate landbank provision for soft sand and sharp sand and gravel where appropriate.
- Clarification that crushed rock landbanks should be at least 10 years.
- Inclusion of a statement that sub-regional apportionments will be subject to testing of deliverability in the preparation of MWDFs.

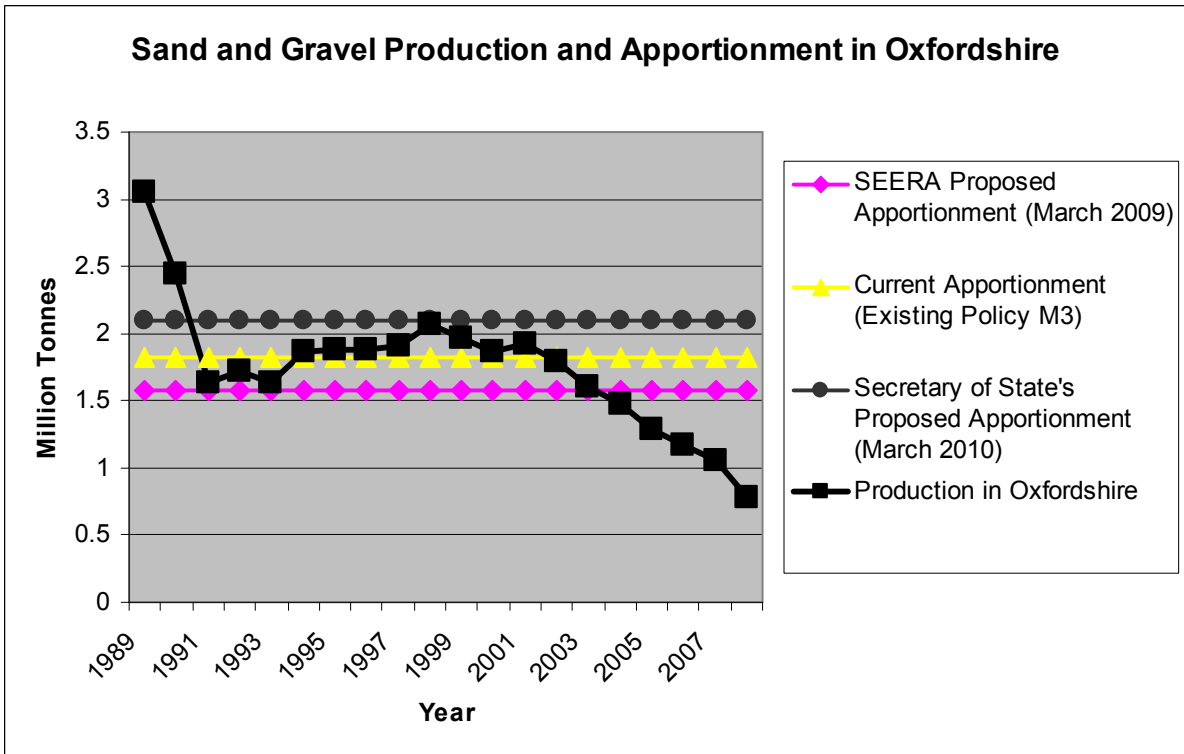
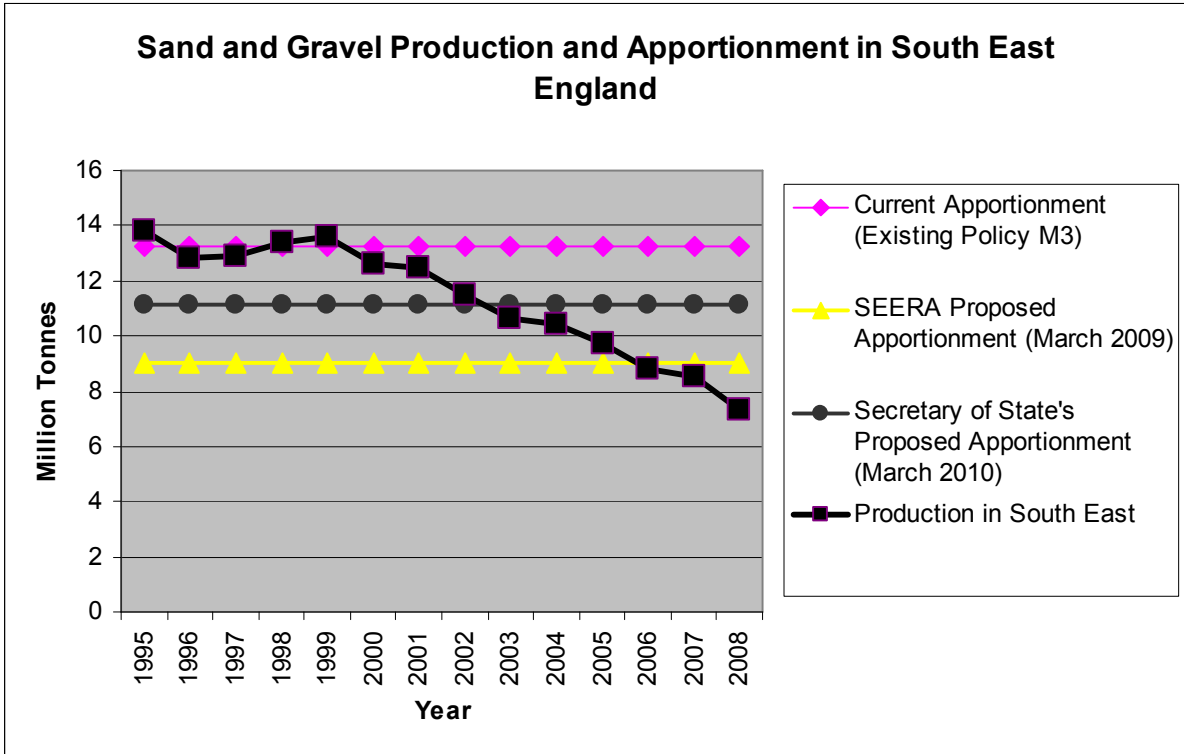
Some related changes to the supporting text are also proposed.

**ANNEX 4****Sand and Gravel Production and Apportionment in the South East Region and Oxfordshire 1989 to 2008**

Year	South East Region Production of Sand & Gravel million tonnes	Oxfordshire Production of Sand & Gravel million tonnes	Oxfordshire Percentage of Regional Production
1989	*	3.05	
1990	*	2.45	
1991	*	1.63	
1992	*	1.72	
1993	*	1.63	
1994	*	1.86	
1995	13.78	1.88	13.6%
1996	12.83	1.88	14.7%
1997	12.87	1.91	14.8%
1998	13.37	2.07	15.5%
1999	13.58	1.97	14.5%
2000	12.63	1.87	14.8%
2001	12.45	1.93	15.5%
2002	11.48	1.79	15.6%
2003	10.64	1.61	15.1%
2004	10.41	1.48	14.2%
2005	9.71	1.29	13.3%
2006	8.80	1.17	13.3%
2007	8.50	1.06	12.5%
2008	7.30	0.78	10.7%
Average 1999 – 2008	10.55	1.49	14.1%
Current Apportionment (Existing Policy M3)	13.25 million tonnes a year	1.82 million tonnes a year	13.7%
SEERA Proposed Apportionment (March 2009)	9.01 million tonnes a year	1.58 million tonnes a year	17.5%
Secretary of State's Proposed Apportionment (March 2010)	11.12 million tonnes a year	2.10 million tonnes a year	18.9%

Source: SEERAWP Aggregates Monitoring Reports

\* Figures not available for current South East England Region





Division(s): N/A

## CABINET – 18 MAY 2010

### ESTABLISHMENT REVIEW

#### Report by Head of Human Resources

#### Introduction

1. This report provides an update on Establishment Review activity and the associated Recruitment Approval process. It also gives details of the agreed establishment figure at 31 March 2010 together with staff numbers reported at that date.
2. The overall objectives of the review are to:-
  - gain control over the numbers of staff, which should result in an initial stabilisation and subsequent reduction in numbers as well as cost savings;
  - achieve a shift in distribution of resources to front-line services and certain approved business critical roles;
  - reduce overall costs associated with temporary/interim staff and recruitment advertising;
  - handle redeployment more effectively;
  - raise accountability across the Council in terms of resource allocation.

#### Current Numbers

3. In headline terms, the establishment and staffing numbers (FTE) as at 31 March 2010 are 5836.19 Establishment (5283.56 FTE in post). These figures exclude the school bloc, but include cleaning and catering staff based in schools employed within Food with Thought and QCS Cleaning and Facilities.
4. We monitor the balance between full time and part time workers to ensure that the best interests of the Council and the taxpayer are served. For information, the numbers as at 31 March 2010 were as follows: Full time – 3448 and Part time –4051. This equates to the total of 5283.56 FTE.
5. All service areas within directorates have an agreed establishment figure which is updated on a quarterly basis.
6. The main changes between Quarter 3 and Quarter 4 are:
  - Coroner posts equivalent to 6.6 FTE have transferred from Thames Valley Police to Legal & Democratic Services;
  - Increase in Shared Services due to a growing demand by schools for the services of Food with Thought and Quest Cleaning;

- Increase in the Southern Area of Children, Young People & Families. This is partly due to the movement of posts between service areas, and partly due to the addition of the lunar payroll employees (e.g. Care Assistants). Employees on the lunar payroll are paid on a timesheet basis which fluctuates each period. Due to the complexities of recording the information on SAP they have not been included accurately in the past. This quarter, the figures have been produced from an automated process for the first time and now include the lunar paid numbers. It is suggested that from the next quarter details for lunar paid employees are shown separately to show the fluctuations on a quarter by quarter basis.

7. Establishment changes between 1 April 2009 and 31 March 2010 are shown in the table below. A breakdown of movements by directorate and service area is provided at Appendices 1 and 2.

	Main reasons for changes to establishment	Changes in Establishment FTE	Establishment expressed in FTE
Establishment Figure at 31 March 2009 – Non-Schools			5359.75
Establishment Figure at 30 June 2009 – Non-Schools	Food with Thought and QCS Cleaning and Facilities transferred to Shared Services having previously been counted with Schools; Oxford City Council ICT transferred in.	459.32	5819.07
Establishment Figure at 30 September 2009 – Non-Schools	Transfer of Cogges Farm Museum from County Council Ownership. Restructure of CYP&F continued with creation of new posts prior to reviewing deletions within old post structure. Review of vacancies within Food with Thought and QCS.	26.28	5845.35

Establishment Figure at 31 December 2009 – Non-Schools	ICT Contractors moved to existing vacant posts within ICT; New posts in the Financial Management Accounting Team for Schools and Social & Community Services as well as SAP Trainers for Schools. Review of vacancies.	-55.79	5789.56
Establishment Figure at 31 March 2010 – Non-Schools	Coroners transferred from Thames Valley Police; Growing demand by schools for the services of Food with Thought and Quest Cleaning; Information on staff paid on timesheets now included in establishment for CYP&F.	46.63	5836.19
Net Change		476.44	5836.19

### Agency/Advertising costs

8. The cost of agency staff for Quarter 4 will be reported with the Quarter 1 2010/11 figures due to the earlier submission of this report. The cost of recruitment advertising has continued to reduce for Quarter 4 due to the move away from paper based advertisements to on-line:

<b>Recruitment Advertising Costs Q1 – Q4</b>			
<b>Quarter 1</b>	<b>Quarter 2</b>	<b>Quarter 3</b>	<b>Quarter 4</b>
159,156.34	34,428.82	33,319.58	20,293.07

### Redeployment

9. All staff in the redeployment pool are considered for each vacancy - this is now an integral part of the recruitment approval process. All vacancies

coming through the approvals process, including exempt posts, go to the Job Finder Service before being released for advertisement to ensure that anyone whose job is at risk is considered prior to advertising, if they meet the minimum specification for the job. The Job Finder Service also works closely with the Oxfordshire Employment Service who aim to find employment for people with physical and learning disabilities. Since the job finder service was introduced in January 2007, there have been 79 successful redeployments.

### **Accountability**

10. To ensure that we achieve the required shift in distribution of resources to front-line services and other business critical roles and that we have the appropriate resource allocation in place, Heads of Service are required to check and confirm establishment data by their service area on the following basis (dates below reflect this quarter's reporting):
- Establishment figure (FTE) at 31 March 2010
  - Authorised vacancies (FTE) included in that number
  - FTE employed at 31 March 2010
  - Reason for movement over the last quarter – details of new posts, resignations, temporary appointments
  - Vacancies at 31 March 2010 (FTE)
  - Grant funded posts (FTE)
11. Vacancies held for longer than 6 months need to be justified by directorates. These are under continual challenge with our service areas via the HR Business Partners. There has been a reduction by a further 64.87 between Quarter 3 and Quarter 4.

### **RECOMMENDATION**

12. **The Cabinet is RECOMMENDED to:**
- (a) **note the report; and**
  - (b) **confirm that the Establishment Review continues to meet requirements in reporting and managing staffing numbers.**

STEVE MUNN  
Head of Human Resources

Background Papers: Nil

Contact Officer: Sue James, Strategic HR Officer, Tel: 01865 815465.

April 2010

CA7  
ESTABLISHMENT REPORT 31 MARCH 2010

DIRECTORATE	SERVICE AREA	Total Established Posts at 31-Dec-09	Changes to Establishment	Establishment 31-Mar-2010	FTE Employed at 31-Mar-2010	Quarterly Change in FTE		Vacancies at 31-Mar-2010
						FTE	%	
CHILDREN, YOUNG PEOPLE & FAMILIES	Central Area	522.97	-24.64	498.33	419.30	-17.20	-3.9%	79.03
	Northern Area	379.19	1.15	380.34	342.46	18.13	4.2%	37.88
	Southern Area	604.27	50.36	654.63	579.53	40.73	9.3%	75.10
COMMUNITY SAFETY AND SHARED SERVICES	Commissioning, Performance and Quality Assurance	207.61	6.67	214.28	180.84	-1.18	-0.3%	33.42
	Traveller Liaison	7.00	0.00	7.00	7.00	0.00	0.0%	0.00
	Safer Communities	8.41	0.00	8.41	6.41	0.00	0.0%	2.00
	Emergency Planning	5.49	0.00	5.49	4.49	0.00	0.0%	1.00
	Fire & Rescue Service - uniformed	269.00	-1.43	267.57	275.07	-2.00	-0.5%	0.00
	Fire & Rescue Service - non-uniformed	59.43	0.03	59.46	55.44	1.00	0.2%	2.95
	Trading Standards	53.32	0.00	53.32	49.55	0.00	0.0%	4.00
	Shared Services	686.08	10.63	696.71	610.24	14.14	3.2%	0.00
	Business & Support	12.00	-1.00	11.00	11.00	-1.00	-0.2%	0.00
	Legal & Democratic	66.66	7.01	73.67	69.85	9.24	2.1%	3.83
CORPORATE CORE	Policy & Change	31.53	0.01	31.54	30.52	2.81	0.6%	1.02
	Partnerships	10.92	-1.00	9.92	8.45	-2.00	-0.5%	1.47
	Communications	20.54	0.00	20.54	15.77	4.54	1.0%	4.77
	Strategic HR & OD	28.23	1.00	29.23	25.33	-1.05	-0.2%	3.90
	ICT	204.01	-0.32	203.69	183.90	-11.20	-2.6%	19.64
	Finance & Procurement	56.47	-1.00	55.47	49.30	-0.47	-0.1%	6.17
	Sustainable Development	121.05	-0.97	120.08	116.29	-1.14	-0.3%	7.68
	Business Support & Executive	12.73	1.00	13.73	14.31	1.00	0.2%	0.00
	Transport	394.82	7.84	402.66	387.35	4.27	1.0%	12.23
	Property	53.66	0.00	53.66	50.57	-1.10	-0.3%	1.68
SOCIAL & COMMUNITY SERVICES	Adult Social Care	1251.92	-2.92	1249.00	1138.19	-6.19	-1.4%	110.79
	Community Services	541.92	-3.84	538.08	491.50	-5.55	-1.3%	46.59
	Major Programmes	15.81	-1.00	14.81	10.73	-1.00	-0.2%	4.08
	Strategy and Transformation	164.52	-0.95	163.57	150.17	3.35	0.8%	14.95
TOTAL		5789.56	46.63	5836.19	5283.56	48.13	0.9%	474.18

NB:

Increase to Corporate Core, Legal & Democratic Services, due to Coroner posts transferred from Thames Valley Police  
 Increase in Shared Services due to more Schools using the services of Food with Thought and Quest Cleaning  
 Increase to CYPF Southern Area to include variable hours for care staff and transfers between service areas

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ESTABLISHMENT REPORT 31 MARCH 2010

Directorate Totals

DIRECTORATE	Established Posts at 31 December 09	Changes to Establishment	Establishment at 31 March 2010	FTE Employed at 31 March 2010	Quarterly Change in FTE Employed	Vacancies at 31 March 2010	Grant Funded Posts	Cost of Agency Staff * £
CHILDREN, YOUNG PEOPLE & FAMILIES	1714.04	33.54	1747.58	1522.13	40.48	225.43	466.11	298,697
COMMUNITY SAFETY & SHARED SERVICES	1088.73	9.23	1097.96	1008.20	13.14	9.95	16.00	147,609
CORPORATE CORE	430.36	4.70	435.06	394.12	0.87	40.80	5.00	40,819
ENVIRONMENT & ECONOMY	582.26	7.87	590.13	568.52	3.03	21.59	31.00	229,168
SOCIAL & COMMUNITY SERVICES	1974.17	-8.71	1965.46	1790.59	-9.39	176.41	54.22	506,697
<b>TOTAL</b>	<b>5789.56</b>	<b>46.63</b>	<b>5836.19</b>	<b>5283.56</b>	<b>48.13</b>	<b>474.18</b>	<b>572.33</b>	<b>1,222,990</b>

Please note: The vacancies plus the FTE employed will not always be equivalent to the Establishment. Where employees are absent eg on maternity leave or long term sick and have been temporarily replaced, both the absent employee and the temporary employee will have been counted.

\* This figure does not necessarily bear a direct relationship with vacant posts.

Division(s): N/A
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## CABINET – 18 MAY 2010

### FORWARD PLAN AND FUTURE BUSINESS

#### Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
<b>Cabinet, 22 June 2010</b>	
<ul style="list-style-type: none"> <li>▪ <b>Director of Public Health Annual Report</b> Cabinet requested to recommend the Council to receive the report and note its recommendations.</li> </ul>	Cabinet, 2010/004
<ul style="list-style-type: none"> <li>▪ <b>Building Schools for the Future - June 2010</b> To set out the Building Schools for the Future model and its implications for the Council.</li> </ul>	Cabinet, 2010/044
<ul style="list-style-type: none"> <li>▪ <b>Appointments</b> Annual review of appointments.</li> </ul>	Cabinet, 2010/057
<ul style="list-style-type: none"> <li>▪ <b>Performance Management: 4th Quarter Progress Report Against Priorities and Targets</b> Quarterly Performance Monitoring Report</li> </ul>	Cabinet, 2010/013
<ul style="list-style-type: none"> <li>▪ <b>New Contract for Specialist Health Services for People with Learning Disabilities</b> To approve a new contract for the provision of the services specified.</li> </ul>	Cabinet, 2010/076
<ul style="list-style-type: none"> <li>▪ <b>Financial Monitoring - June 2010</b> Monthly financial report on revenue and capital spending against budget allocations, including virements between budget heads</li> </ul>	Cabinet, 2010/011
<ul style="list-style-type: none"> <li>▪ <b>Provisional 2009/10 Revenue and Capital Outturn</b> To consider the 2009/10 outturn report and agree carry forwards and virements</li> </ul>	Cabinet, 2010/014
<ul style="list-style-type: none"> <li>▪ <b>Expansion of Sandhills Primary School</b> To consider the expansion of Sandhills Primary School and approve issue of statutory notice if objections received.</li> </ul>	Cabinet, 2010/021
<ul style="list-style-type: none"> <li>▪ <b>Oxford School - June 2010</b> To receive a report on progress with developments in relation to Oxford School and to take such decisions as necessary.</li> </ul>	Cabinet, 2010/041
<ul style="list-style-type: none"> <li>▪ <b>Home to School Transport Policy</b> To review and approve the policy</li> </ul>	Cabinet, 2010/072
<ul style="list-style-type: none"> <li>▪ <b>Cogges Trust</b> To seek approval to complete the legal details, agreements and lease of the new Trust</li> </ul>	Cabinet 2010/007
<b>Cabinet Member for Adult Services, 22 June 2010</b>	
<ul style="list-style-type: none"> <li>▪ <b>Retender for Young People and Teenage Parent Services</b> To seek approval of the project group's recommendations for award of contracts</li> </ul>	Cabinet Member for Adult Services, 2009/230

## **Cabinet Member for Children, Young People & Families, 1 June 2010**

- **Chill Out Fund 2010/11 - June 2010**  
To consider applications received (if any) from the Chill Out Fund. Cabinet Member for Children, Young People & Families, 2010/052
- **Early Years Capital Grants - June 2010**  
To consider full applications received (if any) for Early Years Capital Grants. Cabinet Member for Children, Young People & Families, 2010/060

## **Cabinet Member for Growth & Infrastructure, 3 June 2010**

- **Oxford City Centre Low Emission Zone**  
To agree the legal mechanism to be pursued to implement the LEZ, and the timescale for further work and decisions. Cabinet Member for Growth & Infrastructure, 2010/055

## **Cabinet Member for Transport, 3 June 2010**

- **East Saint Helen Street, Abingdon - Contra-Flow Cycle Lane**  
To decide whether or not to proceed with the scheme. Cabinet Member for Transport, 2010/024
- **Highway Matters - Northfield End and Bell Street**  
To clarify status and highway and financial implications at these locations and confirm appropriate action. Cabinet Member for Transport, 2010/036
- **Oxford - Central Area CPZ - Minor Amendments**  
To agree minor amendments to the central Oxford parking scheme. Cabinet Member for Transport, 2009/207
- **Oxford - Barracks Lane, Cowley - Proposed Parking Restrictions**  
To consider responses to a consultation on the introduction of parking restrictions on parts of Barracks Lane as a result of development. Cabinet Member for Transport, 2008/194
- **Oxford - Cowley Marsh Area - Parking Restrictions**  
To consider amendments to the Cowley Marsh area parking restrictions. Cabinet Member for Transport, 2009/210
- **Disabled Persons' Parking Places (DPPPs) in Vale of White Horse District**  
To seek approval for the provision of proposed new and formalised Disabled Persons' Parking Places (DPPPs) in Vale of White Horse district. Cabinet Member for Transport, 2010/068
- **Oxford - Headington Central CPZ - Minor Amendments**  
To agree minor amendments to the Headington parking scheme. Cabinet Member for Transport, 2009/206



- **Pay and Display Parking Charges**

To seek approval of changes to Tariffs.

- **A415 Newbridge**

To seek approval for planning, statutory orders and outline project appraisal.

Cabinet Member  
for Transport,  
2010/075  
Cabinet,  
2010/033

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