OXFORDSHIRE COUNTY COUNCIL

# Cabinet
# Tuesday, 19 September 2023

# ADDENDA 1

## 7. Proposal from Oxford United Football Club to Oxfordshire County Council as Landowner - September 2023

In paragraph 39 of the Cabinet report, the response of Lathbury Road Residents' Association was summarised as "tending towards being supportive with some concerns". The chair of the residents' association, following discussion with a council officer, has confirmed that he would like the summary to be updated to "concerned/negative".

## 9. Time for Change: Improving Educational Opportunity for All Oxfordshire's Children and Young People - A report by the Oxfordshire Education Commission (Pages 1 - 82)

Report attached.

## 10. Reports from Scrutiny Committees (Pages 83 - 132)

Still to follow:

Place Overview and Scrutiny Committee on Proposal from Oxford United Football Club to Oxfordshire County Council as Landowner

The following Scrutiny reports are attached:-

Performance and Corporate Services Overview and Scrutiny Committee on LGA Peer Review on Comms

Performance and Corporate Services Overview and Scrutiny Committee on Consultation and Engagement Strategy

Performance and Corporate Services Overview and Scrutiny Committee on Business Transformation Programme

Performance and Corporate Services Overview and Scrutiny Committee on EDI Strategy and Action Plan

Performance and Corporate Services Overview and Scrutiny Committee on Workforce Strategy

Performance and Corporate Services Overview and Scrutiny Committee on Workforce Report and Data Q4 2022/23

## 15. Local Aggregate Assessment for 2022 (Pages 133 - 212)

Apologies: Annex 2 was omitted from the Agenda Pack and is attached.

**Divisions Affected - All**

**CABINET**

**19 September 2023**

# Time for Change: Improving Educational Opportunity for All Oxfordshire's Children and Young People.

***A report by the Oxfordshire Education Commission***

**Report by the Interim Corporate Director for Children's Services**

## RECOMMENDATION

1. **The Cabinet is RECOMMENDED to**

   (a) **NOTE the report of the Oxfordshire Education Commission.**

## Executive Summary

2. In Autumn 2022, the Council established an independently-chaired Oxfordshire Education Commission to consider how the Council, collectively with all state-funded schools, other education settings, and partners including children and families, could plan to sustain improving outcomes for all Oxfordshire children.
3. This was initially as a response the education white paper *Opportunity for All: Strong Schools with Great Teachers* which was expected to lead to the Schools Bill. Government announced that the Schools Bill would not progress in December 2022 but the Council agreed to continue with the Commission.
4. The Commission reports in paragraph 2.2.1 that "overall, pupils in Oxfordshire tend to achieve good academic outcomes compared to national averages" but notes that the data shows "there are certain demographic groups who achieve poorer outcomes, as well as locality difference."
5. The Commission sets out 17 proposals for the Council along with schools and other partners to consider.
6. The Council is very grateful to Gail Tolley, the Chair, and the nine members of the Commission for their commitment and diligence. Their work involved wide consultation and engagement as well as detailed analysis.
7. As the Chair notes in her foreword, the Commission has been assured that action will be forthcoming on behalf of all children and young people in Oxfordshire schools. Officers will consider the Commission's report and its proposals in full and will submit a proposed response and action plan to Cabinet for its approval.

## Corporate Policies and Priorities

8. The establishment of the Commission and its proposals relate explicitly to the following priorities: tackle inequalities in Oxfordshire; prioritise the health and wellbeing of residents; create opportunities for children and young people to reach their full potential.

## Financial Implications

9. Consideration of the Commission's proposals will include assessment of the financial implications involved.

## Legal Implications

10. Consideration of the Commission's proposals will include assessment of any legal implications involved.

## Staff Implications

11. Consideration of the Commission's proposals will include assessment of any staffing implications involved.

## Equality & Inclusion Implications

12. Consideration of the Commission's proposals will include assessment of any equality and inclusion implications involved.

Anne Coyle
Interim Corporate Director for Children's Services
September 2023

Annex: Time for Change: Improving Educational Opportunity for All Oxfordshire's Children and Young People. *A report by the Oxfordshire Education Commission*

# Time for Change: Improving Educational Opportunity for All Oxfordshire's Children and Young People

***A report by the Oxfordshire Education Commission***

September 2023

## Table of Contents

# Foreword

The education landscape in England has experienced significant change in the past decade with local authorities and schools needing to be proactive and adaptable to stay focused on collective responsibilities for improving the wellbeing, including learning outcomes, of all children and young people. In 2022, in the period following the disruption to learning of the pandemic, Oxfordshire County Council recognised that it needed to reflect and reset ways of working between the Council and schools in the best interests of all children, particularly the most disadvantaged.

The Oxfordshire Education Commission 2023 has been privileged to be given a broad remit to undertake this reflection and develop the desired 'call to action' for improved local area collaboration. Section 5 of this report has 17 proposals for the Council along with schools and other partners to consider. As a commission, we have been assured that action will be forthcoming on behalf of all children and young people in Oxfordshire schools.

I would like to thank the members of the commission for their outstanding commitment. They are all volunteers who have given their time to provide invaluable local knowledge, professional expertise and a relentless focus on the needs and ambitions of children and young people. As a commission we have been expertly assisted since March through Oxford University Innovation by Alice Tawell (Research Consultant), whose skills have greatly enhanced this report. Thanks are also due to Kathy Smith for administrative support to the meetings of the commission and Tim Brock for extensive logistical support to the chair and the work of the commission throughout this period.

A primary school pupil focus group told us that 'nothing's impossible here'. We agree.

Gail Tolley

Independent Chair

# 1. Introduction

1.1 Oxfordshire County Council (OCC) took an innovative approach in Autumn 2022, following publication of the Education White Paper **Opportunity for All: Strong Schools with Great Teachers** (March 2022) and the subsequent development of a Schools Bill, to set up an independently chaired Oxfordshire Education Commission (OEC).[1] The OEC was intended to consider how, collectively with all state funded schools, other education settings and partners including children and families, OCC could plan to sustain improving outcomes for all Oxfordshire children and young people in line with the expectations of the Schools Bill.

1.2 In December 2022 the Secretary of State for Education announced that the Schools Bill would not be progressing but the government remained committed to the objectives that underpinned the Bill and the policy positions in the White Paper. The leadership of OCC determined to continue with the OEC without the specific focus of the Schools Bill. This commitment was sustained through the changes at Chief Executive and Director of Children's Services (DCS) level during 2023. Broadly, the terms of reference provided to the OEC were to:

1. Present a stocktake of the current educational outcomes for pupils in Oxfordshire
2. Consider the role of local government and other stakeholders in supporting education in Oxfordshire
3. Assess the current organisational landscape and make proposals for future direction in line with the White Paper Opportunity for All.

1.3 Appointments were made to the commission by OCC between November and early January, allowing for the first meeting of the OEC on 19 January 2023. The membership of the OEC comprised:

- Gail Tolley - Independent Chair
- Hilary Emery - Governor (Chair of Governors Eynsham Community Primary School)
- Jan Davison-Fischer - University (Interim Head of School of Education, Oxford Brookes University)
- Bryn Gibson - Primary (Headteacher Harwell Primary School)
- Katie Geran-Haq - Primary (Headteacher Windale Primary School)
- Paul James - Secondary (CEO River Learning Trust)
- Simon Knight - Special (Joint Headteacher Frank Wise Special School)
- Jeremy Long - Business (Former Chair of Oxfordshire Local Enterprise Partnership)
- Martha O'Curry - Governor (Combe Primary School)
- Ian Thompson - University (Associate Professor, University of Oxford)

1.4 Administrative as well as logistical support has been provided to the OEC by OCC and from March – August 2023 an experienced researcher, Alice Tawell, sourced from the University of Oxford has provided additional part time expertise.

[1] A full list of acronyms used in this report is provided in Appendix A.

1.5 Evidence gathering commenced in December 2022 by the independent chair with key strategic educational partners: Archdiocese of Birmingham (RC); Diocese of Portsmouth (RC); Diocese of Oxford (CofE); and the Department for Education (DfE) Regional Director (former Regional Schools Commissioner).

1.6 The OEC met in person on five occasions between January and June and once online in July. The first two meetings concentrated on reviewing and analysing data relating to pupil outcomes and developing a workplan. At the third meeting in March, following analysis and consideration of the data provided by OCC, discussion of the issues raised by members and a recognition of the limited time scale we confirmed the major issue and our main interrogative to be:

| |
|---|
| 'How do we improve outcomes for those who find it hardest to succeed in Oxfordshire schools?' |

1.7 Members agreed a methodology for additional gathering of information from interviews with practitioners, service providers in the LA and beyond, other partners including the third sector and parents and children and young people between March and June to supplement the various meetings that had been attended by the chair since December.

1.8 The meeting in May focused on reviewing the fieldwork and emerging themes, with the meeting in June taking the form of a whole day workshop to review all the evidence gathered and identify key themes and provisional recommendations. We met in July to consider the drafting of the report and commission members commented on the draft report in August prior to a revised expectation that the Commission report to Cabinet in September 2023.

1.9 For the purposes of this report, the word schools is taken to cover all state funded provision regardless of the form of governance. This reflects local concern about too sharp a divide being made between academies and maintained schools (community or voluntary aided) and that the time is right for all schools to work collaboratively with the Local Authority (LA) to solve local, complex issues.

1.10 The report has been structured in line with the terms of reference provided by OCC. It was emphasised at the start that this was to be an Education rather than specifically SEND Commission, although it was clear that matters relating to the support for children and young people with SEND had a high profile across the local area. The OEC was also not asked to consider whether the deployment of resources meets current need. This is for OCC to determine along with Schools Forum and other partners.

# 2. Stocktake of Educational Outcomes for Pupils in Oxfordshire

**2.1 Introduction**

In this section, we provide a stocktake of educational outcomes for pupils in Oxfordshire. Drawing on data for the 2021/22 school year, provided by the Learning and School Improvement team and Virtual School for Looked After Children and Care Leavers at OCC, as well as national data published by the DfE, we explore who according to the official data are finding it hardest to succeed in Oxfordshire schools. The section provides a snapshot account, with further detail provided in Appendix B, including comparisons with statistical neighbours.

**2.2 Overall outcomes**

2.2.1 Overall, pupils in Oxfordshire tend to achieve good academic outcomes compared to national averages.

2.2.2 In 2021/22, Oxfordshire ranked in the top quartile nationally for the percentage of pupils achieving a good level of development in the Early Years Foundation Stage (EYFS).

2.2.3 At Key Stage 1 (KS1), the percentage of pupils achieving at least the expected standard in reading and mathematics was above the national average. However, the percentage of pupils achieving expected standards in writing, and phonics in Year 1, was slightly below the national average. At the end of Year 2, the percentage of pupils working at the expected level in phonics was higher than the national average.

2.2.4 At Key Stage 2 (KS2), while the percentage of pupils achieving at least the expected standard in reading was in-line with the national average, the percentage of pupils in Oxfordshire achieving expected standards for writing, mathematics, and reading, writing and mathematics (RWM) combined was lower than average.

2.2.5 At Key Stage 4 (KS4) Oxfordshire's Attainment 8 score and the percentage of pupils achieving a grade 5 or above in both English and mathematics were both above the national average.

2.2.6 Despite the generally good academic outcomes for pupils in Oxfordshire, the data suggests that there are certain demographic groups who achieve poorer outcomes, as well as locality differences.

## 2.3 Disadvantaged pupils

2.3.1 According to the 2022 data, disadvantaged pupils[2] in Oxfordshire perform less well than their peers nationally at all key stages, and in relation to many comparable 'statistical neighbours'.[3]

2.3.2 Concerningly, Oxfordshire ranks in the bottom quartile nationally for the proportion of disadvantaged pupils achieving (1) a good level of development in the early years (6%pts below national), (2) at least the expected standard in phonics in Year 1 (10%pts below national), (3) at least the expected standard in reading, writing, mathematics and RWM combined at KS1 (5%pts, 10%pts, 7%pts, 9%pts below national respectively) and KS2 (5%pts, 7%pts, 9%pts, 10%pts below national respectively) and (4) Attainment 8 scores at KS4 (2.9%pts below national).

2.3.3 In relation to almost all measures, the Free School Meals (FSM) and disadvantage gap has widened more in Oxfordshire compared to changes in the gap nationally. For example, the FSM gap in KS1 phonics reduced nationally between 2019 and 2022 from minus 18 percentage points to minus 17 percentage points, whereas in Oxfordshire the FSM gap, which is already wider than the national gap, increased from minus 20 percentage points to minus 27 percentage points.

## 2.4 Special educational needs and disabilities (SEND)

2.4.1 In 2021/22, outcomes for pupils with SEND in Oxfordshire were mixed relative to the national average for this group.

2.4.2 While the outcomes for pupils at SEN Support were generally in-line with or above the national average for this group in the early years, they varied in KS1 and KS2, and by KS4 outcomes for this group were below the national average.

2.4.3 The percentage of pupils with an Education, Health and Care Plan (EHCP) in Oxfordshire achieving a good level of development in the early years was below the national average for this group in 2021/22, as was the percentage of pupils with an EHCP working at the expected level in phonics in Year 1. However, pupils with EHCPs achieved above the national average for this group in all other areas and key stages.

## 2.5 Ethnicity

2.5.1 According to the data for 2021/22, pupils of minority ethnicities performed less well than their peers nationally at all key stages. Black heritage pupils were found to have the lowest outcomes among their peers.

[2] Pupils are defined as disadvantaged if they are known to have been eligible for Free School Meals at any point in the past six years, if they are recorded as a looked after child, or having been adopted.
[3] Oxfordshire's statistical neighbours are: Bath & N.E. Somerset, Bracknell Forest, Buckinghamshire, Cambridgeshire, Gloucestershire, Hampshire, Hertfordshire, West Berkshire, West Sussex, and Wiltshire.

2.5.2 In 2022, the percentages of Black, Asian and Other ethnic background pupils achieving a good level of development in the early years were below the national average. The percentage of children of Black heritage achieving a good level of development in Oxfordshire decreased between 2018 and 2022 and the decline was steeper than the decline seen nationally and in the statistical neighbour LAs.

2.5.3 At KS1, while performance was at or above the national average in each subject for most ethnic groups, Black heritage pupils performed below the national average in all areas (reading, writing and mathematics). The percentage of Mixed heritage pupils achieving the expected standard in writing was also below the national average. Boys of Black heritage achieved lower scores than girls of Black heritage in all areas, a trend that is also seen nationally and regionally.

2.5.4 The percentage of pupils of Black heritage working at the expected level in phonics in Year 1 in Oxfordshire decreased between 2018 and 2022. While this decrease was more than the decrease seen nationally, it was not as large as the decrease in the statistical neighbour LAs. A general decline in the percentage of Asian heritage pupils working at the expected level in phonics in Year 1 was also seen nationally, locally and in the statistical neighbour LAs between 2018 and 2022. The smallest decline was in Oxfordshire.

2.5.5 By the end of Year 2, the percentage of Black heritage pupils that met the expected standard in phonics was slightly below the national average.
2.5.6 At KS2, the percentage of Black, Asian and Mixed heritage pupils in Oxfordshire achieving at least the expected standard in reading, writing and mathematics was below the national average.

2.5.7 At KS4, Attainment 8 for pupils of Black heritage in Oxfordshire was below the national average, placing Oxfordshire in the bottom quartile nationally with only 16 LAs reporting a lower score for this pupil group. The Attainment 8 score for pupils from a Mixed heritage background was also slightly lower in Oxfordshire than the national average. While the Attainment 8 score was highest for Chinese heritage pupils, the Attainment 8 score for this group was lower than the national average.

**2.6 Children We Care For**

2.6.1 Data provided by Oxfordshire Virtual School showed a dramatic decline in the percentage of Children We Care For (CWCF) who passed their phonics check in Year 1 from 90 per cent in 2018/19 (higher than the national and local average for all pupils) to 25 per cent in 2020/21 (lower than the national and local average for all pupils). While there was a general decline in the percentage of all pupils passing their phonics check in Year 1 in 2021/22 both nationally and locally, the decline was larger for CWCF in Oxfordshire.

2.6.2 The percentage of CWCF in Oxfordshire who passed their Year 2 phonics check also declined slightly between 2018/19 and 2021/22 (63.6% to 61.1%). Though the percentage of pupils passing the check in 2021/22 was much higher than the percentage of pupils passing the Year 1 check, it was still below national and local averages for all children.

2.6.3 Data available for KS2 also showed that the percentage of CWCF achieving the expected standard in reading, writing, mathematics and RWM combined was below national and local averages, as well as the national average for CWCF. While the percentage of CWCF achieving the expected standard in reading increased slightly between 2018/19 and 2021/22 (33.3% to 34.8%), the percentage of CWCF achieving the expected standards in writing, mathematics and RWM decreased.

**2.7 Locality differences**

2.7.1 The data indicates that locality differences may account for differences in pupil outcomes in Oxfordshire. Here the data for nine localities in Oxfordshire are compared against the statistical neighbour average. On the whole, pupils in Abingdon, Oxford City, Wantage and Faringdon, and Witney generally achieved lower academic outcomes relative to the statistical neighbour average. In Oxford City outcomes across all key stages and measures were below the statistical neighbour average in 2021/22. This is compared to pupils in Banbury, Bicester, Didcot, Thame, and Woodstock who, on average, tended to achieve above the statistical neighbour average in most key stages.

2.7.2 In Abingdon and Wantage and Faringdon, pupils eligible for FSM, achieved below the statistical neighbour average across eight key stage measures in 2022 (Early Years Foundation Stage Profile (EYFSP), Year 1 phonics, Year 2 phonics, KS1 reading, KS1 writing, KS1 mathematics, KS2 RWM, KS4 Attainment 8). In Oxford City, Thame, and Witney, pupils eligible for FSM scored below the statistical neighbour average in five out of eight measures. In Bicester, and Didcot outcomes for pupils eligible for FSM were below the statistical neighbour average in four out of eight measures. Pupils eligible for FSM tended to perform better in Banbury, with Banbury scoring above the statistical neighbour average in six out of eight measures.

2.7.3 All pupils, and pupils eligible for FSM scored above the statistical neighbour average across all key stages in Woodstock.
2.7.4 Attainment 8 scores in seven out of the nine localities in Oxfordshire were below the statistical neighbour average for all pupils, and pupils eligible for FSM. All pupils, and pupils eligible for FSM achieved above the statistical neighbour average in Didcot and Woodstock.

2.7.5 Overall, pupil outcomes tend to be better in Woodstock and Banbury and worst in Abingdon, and Wantage and Faringdon.

**2.9 Absence**

2.9.1 The attendance report presented to the People Overview and Scrutiny Committee in March 2023 stated that:

> During the 2021/22 academic year 7.8% of sessions were missed due to absence in Oxfordshire, this is above (worse) than reported nationally (7.6% of sessions). Persistent absence in Oxfordshire was 22.1%, [this is] below (better than) the national average of 22.5%. Severe absence [over 50% absence] was in-line with the national average with a rate

of 11.7% (Performance and Information Team (Education), Oxfordshire County Council 2023, p.1).

2.9.2. In Oxfordshire primary schools, overall absence was above (worse than) the national average in 2021/22, whereas persistent absence was below (better than) the national average and severe absence was in-line with the national average. However, one in eight primary school children were persistently absent and 0.5 per cent of primary school pupils were severely absent.

2.9.3 In Oxfordshire secondary schools, overall, persistent, and severe absence rates were all above (worse than) the national average in 2021/22. One in four secondary school children were persistently absent and 2.6 per cent were severely absent.

2.9.4 In comparison, the overall, persistent and severe absence rates from Oxfordshire special schools were all lower (better than) the national average.

2.9.5 When looking at absence rates by pupil characteristics, rates were highest for pupils with (1) an EHCP, (2) on the autistic spectrum, (3) from Travellers of Irish Heritage and Gypsy/ Roma backgrounds. Persistent absence was highest for pupils with a primary need of social, emotional and mental health (SEMH) difficulties.

**2.10 Exclusion**

2.10.1 National data collected through the school census and published by the DfE in 2023, showed that between 2018/19 and 2021/22 the number of permanent exclusions in Oxfordshire fell from 64 to 30. Of the 30 pupils permanently excluded in 2021/22, eight were from state funded primary schools and 22 from state funded secondary schools. Half were eligible for FSM and 19 had SEND.

2.10.2 The rate of permanent exclusions in 2021/22 in Oxfordshire was 0.03 per cent of the school population, which was lower than the national average (0.08%). Rates of permanent exclusion in Oxfordshire were higher for pupils from Black and Mixed backgrounds, those eligible for FSM, those with an EHCP, and those with SEN without an EHCP.

2.10.3 In comparison to the decrease in number of permanent exclusions, the number of suspensions rose in Oxfordshire between 2018/19 and 2021/22 from 5,120 to 6,555. Of the 6,555 suspensions, 5,608 were issued to secondary school pupils, 902 to primary school pupils and 45 to pupils attending special schools. Forty-one per cent of all suspensions were issued to pupils eligible for FSM and 57 per cent were issued to pupils with SEND.

2.10.4 The rate of suspensions in Oxfordshire in 2021/22 was slightly below the national average (6.66% in Oxfordshire compared to 6.91% nationally). Rates of suspension in Oxfordshire were higher for pupils from Mixed and Black backgrounds, those eligible for FSM, those with an EHCP, and those with SEN without an EHCP (DfE 2023a).

**2.11 Other data sources**

2.11.1 It must be noted that the conclusions drawn in this section are based on the data made available to the Commission and others may wish to look at additional measures, for example, Progress 8. In order to dig deeper into why some children and young people find it harder to succeed in Oxfordshire schools, it would also be beneficial to combine data from across different services (e.g., education, health, social care, youth justice etc.) in order to build a more holistic picture of young people's lives and the root causes of emerging need. This in turn may help to respond in ways that are smarter, coordinate intervention and move towards more joined-up working. Existing data sources that could be drawn or built on include the Joint Strategic Needs Assessment (JSNA), and the Be Successful Data collected and reported by the Safeguarding in Education subgroup of the Oxfordshire Safeguarding Children's Board.

2.11.2 While it is important to analyse and monitor patterns in national and local data, it is also acknowledged that quantitative data can conceal as much as it reveals. In order to fully understand the complexity and interrelated nature of the challenges faced in Oxfordshire, it is important to supplement and contextualise the stocktake data with qualitative insights from key stakeholders including children and young people. In Section 3, we outline the methodology adopted to gather views from key stakeholders for this report, and in Section 4 the findings from the analysis of these data are presented.

# 3. Methodology

3.1 The Chair of the OEC was commissioned initially for 25 days to undertake this piece of work. In addition to meetings with the DfE Regional Director and Diocesan representatives, the Chair attended local Heads and Governor network meetings to introduce the work of the Commission and familiarise herself with the education landscape in Oxfordshire. She also visited schools and listened to the views of children and young people.

3.2. Weekly meetings were held between the Chair and senior Children, Education and Families (CEF) officers in the LA to support effective communication and evidence gathering. The Chair also attended key OCC meetings with councillors, and a range of other senior Council officers.

3.3 Having reviewed the data presented in Section 2, the Commission set out to answer the following question: *How do we improve outcomes for those who find it hardest to succeed in Oxfordshire schools?*

3.4 Evidence gathering took place between March and June. Through a combination of purposive and convenience sampling, stakeholders from across different sectors were invited by the Commission members and through the Council to be interviewed or provide written responses to the following questions:

1. From your perspective, who do you think are the children and young people who find it hardest to succeed in Oxfordshire schools?
2. What are the things that are not helping children and young people to succeed?
3. What are the system level barriers that prevent children and young people from succeeding?
    a. Are there any specific barriers in your experience? In your local area? (Please specify your local area).
4. What do you think would help children and young people who are finding it hardest to succeed?
    a. What support is needed to help these children and young people to succeed?
5. Can you identify any examples of good practice of working with children and young people who are finding it hardest to succeed?

3.5 Oral consent was sought from all adult respondents and assent from children and young people. Respondents were asked for their permission to use direct quotations in this report. All responses have been anonymised.

3.6 In total, 63 responses were gathered from 76 adult respondents. Twenty-eight individual, paired or group interviews were conducted by Commission members and 35 written responses were received. Broken down by stakeholder group this included: four responses from FE/HE; 14 responses from OCC (17 respondents); one city/district council (on behalf of three councils); six parent/carer responses (from eight parents/carers); six responses from the community and voluntary sector; five responses from statutory partners (six respondents); and 27 responses from schools and alternative provision providers (32 respondents across a range of operational and governance roles in primary, secondary and special schools).

3.7 Focus groups were also held with eleven groups of primary school pupils from across four schools, four groups of secondary school pupils across one school and young people from the Children in Care Council. An additional primary school aged pupil was interviewed individually. Headteachers of each school were asked to select groups of pupils with different demographic characteristics (i.e., disadvantaged children, children with SEND, children who had experienced trauma and minority ethnic pupils).

3.8 Child-friendly interview schedules were designed for the primary and secondary pupil focus groups. The children and young people were asked to reflect on what they thought helps (or could help) children to learn in school and what does not help, why they thought some children and young people might find it more difficult to get on well in school and whether they thought there are any particular groups of children and young people who might find school more difficult than others. Finally, they were asked what they would like to do when they grow up/leave school, and the secondary aged pupils were asked if they felt schools prepared young people for their futures and what job opportunities they thought might be available for young people in Oxfordshire.

3.9 Additional information and best practice examples were sought from a comparator County Council Children's Services Department.

3.10 Several reports and additional pieces of information were also submitted to the Commission by different stakeholders.

3.11 The evidence was reviewed by all Commission members and initial themes were identified at a Commission meeting in June 2023. Further coding iterations took place remotely following the meeting with assistance from the research consultant. Final themes were reviewed by the Commission members in July 2023.

3.12 The themes presented are based on the views of the people who responded to the Commission and therefore may not represent the views of all stakeholders in Oxfordshire. Additional research is warranted to further explore the findings presented in Section 4.

# 4. Stakeholder Views

**4.1 Introduction**

4.1.1 In Section 2 we provided a stocktake of educational outcomes in Oxfordshire. Drawing on data from the 2021/22 school year, as well as previous years where available, we identified stark inequalities in outcomes especially in relation to the most disadvantaged and vulnerable children and young people. For the purposes of this report, 'vulnerable children' are defined as any children at greater risk of experiencing physical or emotional harm and/or experiencing poor outcomes because of one or more factors in their lives. In Section 4, we turn to the views of key stakeholders to further interrogate who finds it hardest to succeed in Oxfordshire schools and the factors that may be acting as barriers to success. Adopting a strengths-based approach, we then consider what could work to help improve outcomes for those who are finding it hardest to succeed. Here we recognise existing resources and mechanisms that could be built upon to help address the identified inequalities and support *all* of Oxfordshire's children to thrive.

**4.2 Defining success**

4.2.1 In the stocktake, educational outcome measures were used as proxies for "success". In our conversations with key stakeholders, a number of people challenged this definition of success seeing it as too narrow and called for a more nuanced understanding which encapsulates a broader range of outcomes and acknowledges that success may look different and be experienced differently by every child:

> *"Success" is different for every child. Is it passing SATs? Is it one pass at GCSE or 5? Is it four A levels or one and at what grades? Is it an apprenticeship? Or is it being able to get a job they can do now because the most important thing is income? For some, just getting themselves into school and staying for the school day is a success.* (Schools and AP respondent 1)

What the above insights imply is that the way success is understood and measured has implications for practice in schools and may direct professionals' primary areas of concern.

4.2.2. Expectations of the wider system from the DfE and Ofsted, and the interpretation of these expectations by schools, also impact what is understood by the term "success". The current Ofsted framework has a greater focus on the curriculum and whole-school experience than previous frameworks, but schools are still held to account for headline outcomes which inform DfE performance tables. The value of attendance in school and of high examination outcomes are well understood. However, the complexities which impact such measures are numerous and stakeholders reported there is a risk that schools may be less inclusive if feeling under pressure to meet expectations that may not be suitable for particular pupils. It is important that these measures are used as the prompt to ask questions to better understand what lies behind them rather than responding to them at face value alone.

4.2.3 There is also a need to reflect carefully on what we consider to be effective outcomes within the specialist sector, how these are determined and how they reflect the individual requirements of the children educated outside of mainstream settings. There is little in the way of consensus in this area, as outcomes are often specific to needs of individual children, but that does not mean that we should shy away from interrogating the impact of education on those within the specialist sector in Oxfordshire and ensure that they are enabled to maximise their individual potential.

4.2.4 Some participants suggested alternative definitions of success which may help to promote more inclusive school cultures by focusing on preparedness for the next stage for our most vulnerable children and young people rather than headline outcomes and promoting a "whole child" approach (Schools and AP respondent 7):

> *Another way to define 'successful outcome'- for secondary and primary is: "on leaving the setting, the student feels confident that they can cope with the next stage, whatever that is". By confident, I mean they have a feeling of self-worth. That they belong, they do not feel 'excluded' or 'unwanted'. They have acquired enough knowledge to survive the next stage.* (Schools and AP respondent 1)

4.2.5 While the outcomes data presented in the stocktake in Section 2 provides one framing of success and the challenges faced in Oxfordshire, the stakeholder conversations offered further insights into who may be finding it hardest to succeed in Oxfordshire schools, both in terms of educational outcomes and more broadly.

**4.3 Who are the children who find it hardest to succeed?**

4.3.1 When asked who they thought found it hardest to succeed in Oxfordshire schools, the different stakeholder groups drew on different sources of information including official data as well as their own professional and personal experiences. Mirroring the findings in the stocktake of educational outcomes in Section 2, the most commonly cited groups were disadvantaged pupils and pupils with SEND. Some respondents also mentioned CWCF, children from certain minority ethnic groups and non-attenders. Two (possibly overlapping) additional groups raised, were children who have experienced multiple adverse childhood experiences (ACEs), and those with social care involvement. Some respondents also felt that children with a lack of parental support, or whose parents had negative experiences of education were also amongst those who may find it hardest to succeed. Other groups mentioned were those who fall below thresholds for support (e.g., do not meet social care, FSM, pupil premium, SEND thresholds) and children with unmet needs, whose behaviour is sometimes misunderstood. Socially deprived and isolated pupils, and children and young people who experience bullying were also discussed by some, as were pupils for whom English is an Additional Language (EAL). A small number of respondents also mentioned the following groups of young people: Children Missing Education (CME); disengaged pupils; in year transfers; pupils who are not school ready; pupils who experience poor transition; pupils who are medically unwell / have health issues; service children; and young carers. In addition to many of the groups already mentioned, some of the children and young people spoken to also mentioned children who are 'tired' as finding it hardest to succeed.

**4.4 There needs to be 'a reckoning'**

4.4.1 While the data presented in Section 2 (Stocktake of educational outcomes for pupils in Oxfordshire) mainly focused on the outcomes data for 2021/22, inequalities in outcomes have been persistent and enduring in Oxfordshire in relation to disadvantaged and vulnerable pupils. Whilst those working in schools and the wider system will have taken actions to address these inequalities, there has been no collective call to action that has led to significant change across the county. As one respondent from the community and voluntary sector described:

> *Oxfordshire hasn't had a reckoning about how badly it does particularly for children from disadvantaged backgrounds.* (Community and voluntary sector respondent 3).

4.4.2 Respondents described the inequalities faced by some young people as known unknowns whereby professionals are aware of the inequalities, but they do not necessarily know how or have the resources to address them. The extract below from a conversation with one of the statutory partners illustrates this point:

> *They are a small group of children (10% in his view) who are cut adrift and know that they are failing while staff find it hard to know how to help them and the focus is on the majority who can succeed. As the cohort across Oxfordshire is small it is hard to find resources (he drew the comparison with London Challenge where high percentage of disadvantage led to substantial funding for staff and support). Staff do not understand why these young people do not do well or the links to trauma and other factors beyond the school.* (Statutory partners respondent 1)

4.4.3 In order to understand what needs to change, in the following sections we first look at what was seen by key stakeholders, including children and young people, as not helping children and young people in Oxfordshire to succeed, before turning to look at what could help to achieve more equitable outcomes for all children and young people.

**4.5 Things that do not help**

4.5.1 In this section we outline different issues that were identified by respondents as barriers to success.

**4.5.2 Societal issues**

4.5.2.1 Growing social inequalities were identified by many as the backdrop to the issues faced by young people and their families in Oxfordshire. Respondents noted how the two-fold setback of the global pandemic followed by the cost-of-living crisis have pushed more families into poverty and led to increased cases of neglect and child and parent mental health difficulties. Disruptions caused by school closures during the pandemic were seen to have had an enduring impact on young people, particularly those from disadvantaged backgrounds and cohorts at points of transitions (i.e., from nursery to primary, primary to secondary, secondary to post-16, and changing schools), and resulted in increased academic and behavioural difficulties and attendance issues. One respondent noted that the increased levels of absence since the Covid pandemic are higher than national rates in Oxfordshire, with absence rates reportedly higher among disadvantaged children and children in receipt of FSM (City/district council respondent 1). As described by a respondent from the FE/HE sector:

> *The coronavirus pandemic and its associated lockdowns upended our lives and presented challenges and consequences that we are still reckoning with. Children living with everyday precarity and vulnerabilities due to social and economic inequalities are the worst affected by the pandemic: failing to engage with lived uncertainties means stopping short of addressing educational inequalities.* (FE/HE respondent 4)

4.5.2.2 Several respondents also raised concerns over child criminal exploitation, including county lines drug trafficking, and the impact on young people at risk of or who have been excluded from school or attending alternative provision.

4.5.2.3 Awareness of increasing numbers of pupils with SEND entering the school system and concerns regarding the funding and capacity to meet need was also raised by a number of respondents. While this issue was understood to predate the pandemic, one OCC respondent described how being born during the pandemic had left some children with 'significant communication and social emotional issues' (OCC respondent 1) due to a lack of early socialisation. Loss of social connectedness was another issue, predating but possibly exacerbated by the pandemic, that was seen to be affecting young people's physical, emotional and academic development. One statutory partner working in mental health described how the demise of community organisations has resulted in schools becoming increasingly vital for providing a sense of connectedness for young people. When schools closed during the pandemic, this sense of connectedness may therefore have been affected. Respondents talked about how the use of social media had become a lifeline for children to communicate during the pandemic but may have also had a negative impact on some.

4.5.2.4 As well as national issues, local issues specific to Oxfordshire were also identified by a number of respondents as impacting educational outcomes in Oxfordshire.

**4.5.3 Oxfordshire issues**

4.5.3.1 Oxfordshire's population is growing and diversifying, with OCC's *Strategic plan 2023-2025* noting that the population has increased by 10.9 per cent since the 2011 census (OCC 2023). This increase, which is above national growth, has put pressure on local services and infrastructure. Despite the overall population growth, primary schools across the county are seeing falling admissions due to a lower birth rate, though this is in part being offset by continued immigration (City/district council respondent 1). Oxfordshire is also one of the most expensive places to live in England, with the cost of housing and childcare fast becoming prohibitive to those wishing to work in the county, especially those in the public sector. Some new housing has been built across the county, but there is a shortage of affordable and social housing. While the economy is strong in Oxfordshire, there is a geography of disadvantage, with 'pockets of poverty across the county and within the city' (OCC respondent 1). Ten neighbourhoods within the county fall within the 20 per cent most deprived in England (OCC 2023), six of which are in the city of Oxford. While the population is growing, it is also transient due to, amongst other factors, having a number of military bases in the county. The rural landscape of the county, and poor transport links, also pose challenges for some young people, families and schools.

4.5.3.2 During one of the conversations for this report, a respondent from the community and voluntary sector described how:

> *There is something interesting about Oxfordshire having seen what is going on elsewhere. Oxfordshire has pockets of deprivation... and in some ways, you would be much better off being poor or disadvantaged in say [Northern Town] because there are many more universal services supporting families.* (Community and voluntary sector respondent 3)

4.5.3.3 Next, we turn to look at the issues identified at the LA level.

**4.5.4 Lack of shared strategic vision**

4.5.4.1 Respondents working within the LA described a lack of strategic vision, planning and leadership within the council and CEF particularly, as well as a lack of coordination with commissioning, and siloed working between teams and services. Respondents spoke about poor communication channels and data sharing systems, including a 'badly managed implementation of a new Management Information System' (OCC respondent 1) and a 'lack of flow of info from DLT [Directorate Leadership Team] back to Heads of Service' (OCC respondent 3). The absence of streamlined and coordinated interagency working was seen to lead to, at times, ad hockery, duplication and joint working becoming dependent on relationships and 'who you know' (OCC respondent 3) 'rather than planned forums with shared outcome focus' (OCC respondent 5). The lack of join up and shared strategic vision was not seen to reside only within the LA but also between the LA and other partner agencies and key stakeholders including schools.

**4.5.5 Fractured relationships, fractured working and fractured support**

4.5.5.1 The drive towards a more autonomous education system in England has altered the position and role of LAs and their relationships with schools. According to the *Academies programme end of year report – 2022*, produced by OCC, by the end of 2022 there were 168 academies (publicly funded schools independent of the LA) in Oxfordshire compared to 136 maintained schools. Thirty-three out of 34 secondary schools are academies, 108 out of 233 primary schools are academies, and nine out of 14 special schools are academies. Seventy-one per cent of pupils in mainstream schools are educated in academies; 49 per cent of primary pupils and 97 per cent of secondary pupils (OCC, 2023). While academisation has been in process for over ten years, the LA and schools continue to grapple with the changes to the education and governance landscape. Cuts to local services (discussed further below) and the altered remit of some LA teams has led to confusion over who is responsible and accountable for certain issues, for example attendance, and who should be delivering particular services, for example completing strengths and needs assessments and coordinating Team Around the Family (TAF) meetings. There was a feeling among respondents that this lack of clarity, coupled with funding and capacity constraints, had led to fractured relationships, fractured working and fractured support and the playing of the blame game.

4.5.5.2 As well as fragile relationships between the LA and schools, the absence of a cohesive sense of partnership between schools was also described by some respondents. For example, it was noted how the head teacher networks are not always well attended and as such are not necessarily representative. While there were some positive examples of schools working together within their Trusts and through local forums, such as the Fair Access Panels, the blame game also seemed to extend to schools, particularly between primary and secondary schools: 'We get them secondary ready and won't accept secondary schools blaming us' (Schools and AP respondent 29). Schools and AP respondent 29 noted how there is a 'need to look at ways to facilitate more cross school CPD [continuing professional development] and be open and not be defensive. [We] need less blame culture on common problems.'

4.5.5.3 Trusting relationships between different agencies was also seen to be affected by agencies failing to deliver on their promises.

**4.5.6 Talking the talk but not walking the walk**

4.5.6.1 Respondents described an all talk but no action culture in Oxfordshire in which an abundance of consultations and reports have been commissioned and conducted into various educational issues over the years but have not resulted in action or change. Some respondents felt that the same conversations were being had over and over again and talked about stakeholder survey fatigue. The idea of talking the talk but not walking the walk also captured the frustration some schools felt when conversations were had, and issues acknowledged, but they could not feel a sense of movement or change. This lack of movement was seen to diminish trust and feed the fractious and, at times, oppositional relationship between schools and the LA. The OEC is clear that this report is not just more talk but an active call to action.

**4.5.7 Struggling (with) systems**

4.5.7.1 One of the most pressing issues described by respondents in Oxfordshire was systems being under stress and professionals, parents/carers and children and young people struggling to access support.

*4.5.7.2 Capacity and resources*

Lack of capacity and resources were described across local services. Respondents, for example, spoke about underfunding in Early Years, funding pressures in schools 'driven in particular by the increased level of need of pupils requiring additional support, and inflationary pressures impacting payroll and maintenance costs' (City/district council respondent 1) as well as 'piecemeal and short-sighted funding, for example for SEND outreach' (Schools and AP respondent 6). Some spoke about how tightening school budgets has led to cutbacks in the provision of breakfast and after school clubs, which were often a lifeline for children and families under financial pressure, providing spaces for their basic needs to be met and opportunities for children to engage in extracurricular activities.

4.5.7.3 Almost all respondents mentioned a lack of resources and capacity in the wider system as factors that may be contributing to some children in Oxfordshire finding it hard to succeed in school. Some spoke about reduced capacity for early intervention and universal family support due to the closure of Children's Centres and lack of Family Hubs. Others spoke about a lack of early diagnosis of needs as well as long waiting lists and high thresholds to access specialist support, including Child and Adolescent Mental Health Services (CAMHS) and speech and language therapy. Taken together, these issues were seen to lead to reactive rather than proactive and preventative working, confusion over how, when and where to refer pupils for support, and 'some partner agencies and professionals stating [that] some of the need is not for them to address' (OCC respondent 6).

4.5.7.4 Additionally, there was a feeling amongst some of the school respondents that they were having to spend 'so much time filling the gaps in social care assessment and SEN in school' (Schools and AP respondent 13) that it was preventing them from focusing on outcomes for all pupils:

> *For example, we have spent so much time completing S+N [Strengths and Needs] assessments but we are still not accessing enough specialist support. Everything feels like it is being pushed back to schools without having any additional staff/time/finance/resources to manage this effectively. It feels that the paperwork and red tape is creating a barrier to actually putting supportive action in place.* (Schools and AP respondent 13)

4.5.7.5 Respondents spoke of a SEND system under extreme pressure with an apparent lack of coherence in the local area SEND Strategy. Concerns were raised over the Education, Health and Care Needs Assessment (EHCNA) process and meeting EHCP requirements and timescales. A number of parents who responded to the call for evidence described their frustration over the LA's lack of response to formal complaints. They also attributed the high number of appeals received by the LA to a lack of partnership working with parents.

4.5.7.6 Some spoke about underfunding of SEND provision by the DfE in Oxfordshire and suggested that in some cases this may have resulted in school resources for supporting disadvantaged children being redirected to support children with SEND. Linked to issues of funding for SEND was a feeling amongst many that there is insufficient provision of special school places in Oxfordshire.

*4.5.7.7 Infrastructure*

A common comment made by respondents was that there are not enough special schools places in Oxfordshire, nor enough specialist support in schools or available to help schools when a special school place is unavailable. Parents spoke about difficulties in accessing provision without an EHCP and issues around provisions being named on EHCPs regardless of these provisions expressing that they will not be able to meet need and evidence provided to show that the child will be unable to attend the placement. A lack of provision for children with SEMH needs has meant that in some cases children are being directed into alternative provision (AP), where spaces are also limited and expensive, and may not necessarily be the best fit to meet the child's needs. The stakeholder conversations illuminated what might be termed the special school conundrum, whereby on the one hand there was a call for more special schools and on the other hand a call for more inclusive mainstream school environments.

4.5.7.8 Some respondents also commented on the availability and suitability of AP in the county and the lack of strategic planning and overview. Some suggested that there is a need for more AP that is affordable and accessible from different areas of the county, or alternatively funding for schools to set up internal provisions and alternative pathways, including vocational courses. It was recognised that all AP must be of the highest quality and provide a meaningful education to the children and young people who access it, with all partners (e.g., LA, schools, alternative providers, partner agencies, parents/carers and young people) working together to plan and review the suitability of the placement and support on offer.

**4.5.8 Unstable workforce**

4.5.8.1 Issues of recruitment and retention across several sectors including education, social care and health were mentioned by a number of respondents. High turnover of staff, including senior leaders, and constant restructuring within the LA was described by one respondent as making it 'impossible to ever embed anything' (OCC respondent 1). Churn within the LA workforce, including at senior officer level, was seen to have affected the visibility and availability of LA staff and at times led to 'start again syndrome' (OCC respondent 9).

4.5.8.2 It was acknowledged that teacher recruitment and retention are national issues, however the cost of housing and wider cost of living in Oxfordshire, alongside transport issues and low traffic neighbourhoods (LTNs), were fuelling recruitment and retention issues in Oxfordshire. According to teacher vacancy data from the *School workforce in England* publication (DfE 2023b), the rate of teacher vacancies in Oxfordshire was higher than national in 2022/23, with the rate of vacant leadership positions being much higher (0.8% as opposed to 0.3%). There was a sense that difficulties in recruiting and retaining good teachers was felt most acutely in areas of disadvantage where the need for continuity and stability is greatest.

**4.5.9 System expertise**

4.5.9.1 Another issue mentioned by some respondents was an apparent lack of knowledge, understanding and awareness in some mainstream schools around SEND, including SEMH difficulties, and how to adapt education and the educational environment to meet the needs of young people. Drawing on their experience of working with young people in Oxfordshire, one respondent from the community and voluntary sector described how they believed the medical model of disability, rather than the social model of disability, continues to predominate in schools with responsibility for supporting the needs of young people with SEND falling in many cases to the Special Educational Needs Coordinator (SENCO) and teaching assistants (TAs) rather than being seen as the responsibility of all. Levels of expertise, paired with capacity and resources, were understood to vary between schools leading to inconsistent and unequal provision. Lack of understanding and training around the impact that trauma can have on young people's development and lives was also mentioned by a number of respondents. Some of the children and young people spoken to mentioned how being in the wrong head space, or things happening at home, may make it hard for some young people to engage in learning and wanted teachers to be aware of, and understand, this: 'If you aren't in the right head space, you can't work' (Children in Care Council focus group).

4.5.9.2 Insufficient training around SEND and trauma were linked to late identification and an escalation of need, as well as misunderstandings around behaviour and an overfocus on sanctioning rather than unpicking the reasons behind behaviour.

4.5.9.3 As well as a lack of system expertise, others spoke about how opportunities to draw on existing system expertise were not always taken up and opportunities for collaboration had been missed. For example, sector expertise not being drawn upon in the development of recent unsuccessful funding bids for two new special schools.

**4.5.10 Exclusionary school environments and practices**

4.5.10.1 Several respondents, including children and young people, described the inflexibility of the mainstream school system and aspects of mainstream school environments that can make it hard for some students to succeed. Linked to the issue of system expertise, Schools and AP respondent 6 described the curriculum as 'not set up for need' and suggested that more support for teachers to enable access to the curriculum for all pupils would be beneficial. Others described how the narrow academic curriculum coupled with diminishing facilities outside of school had resulted in fewer and fewer opportunities for young people who may find traditional academic subjects difficult, to thrive. Respondents called for alternative and more tailored approaches based on the interests of the child, vocational options, and opportunities for children to develop themselves holistically, including learning basic life skills.

4.5.10.2 Some of the groups of children and young people described how limited choices in subject options meant that not everyone has the same chance to succeed and achieve their career aspirations. When asked what does not help children and young people to succeed, some students spoke both about unengaging and unchallenging lessons as well as issues with pacing, and limited time and explanations provided, in lessons.

4.5.10.3 'Structural ableism' as opposed to 'inclusion' was seen to be built into the DNA of mainstream school environments and cultures. As described by Community and voluntary sector respondent 1:

> *When I say structural ableism I mean that the school environment and curriculum is not fit for purpose because it has been designed by non-disabled and neuro-typical people for a diverse*

*range of learners - class sizes prevent young people without an EHCP from receiving the quality of attention and support to understand their strengths and areas of development.*

4.5.10.4 Such neurotypical environments were identified as being overwhelming, inaccessible and at times exclusionary for some children and young people. Some of the children and young people spoken with described how distracting classroom environments can prevent some students from learning. Others spoke about how restricted access to spaces and facilities in schools led to frustration, for example not being allowed to go to the toilet during lessons or inside during breaktimes. Discussing access to food in schools, some also described how 'some kids might not be open about not having money [and] some might just go without' (Secondary school pupil focus group 3).

4.5.10.5 Other issues discussed by some children and young people as well as practitioners working in mental health were the impacts that both bullying and social isolation can have on children and young people's ability to get on at school and their sense of belonging. There is a strong link between mental health, and anxiety in particular, and the extent to which young people feel they do not belong. Where young people find themselves on the edge of society or social groups, they are less likely to attend school and less likely to engage and succeed even when they do.

4.5.10.6 A number of respondents, including children and young people, also described how points of transition, from nursery to primary school, primary to secondary, and secondary to post-16 can be a difficult experience for some young people, due to amongst other things the change in environment, and require careful consideration and planning.

4.5.10.7 Practices, described as oppressive and punitive, such as zero-tolerance behaviour policies, detentions, reintegration timetables, isolation and exclusion, were also mentioned by some stakeholders, including children and young people, as things that do not work and are not helping pupils to succeed. Linked to the lack of understanding of SEND and trauma discussed in the system expertise section, some children and young people described being punished for things outside of their control, and how misunderstanding of need can lead to conflict: '... teachers get angry if you do something you can't help, like fidgeting, or you might get told you're back chatting' (Secondary school pupil focus group 1).

4.5.10.8 The children and young people described both the need for behaviour policies to be applied consistently, but also fairly which may mean needing to be flexible and responsive to a child's needs and circumstances.

4.5.10.9 Linked to the discussion in the *defining success* section, stakeholders from the different groups spoken to, reflected on the impact that the inspection culture in England may be having on practice in schools. While regulation (which may involve inspection) is clearly important, some noted how target setting, current accountability pressures and over scrutiny can lead to box ticking, loss of creativity and a narrow focus on academic achievement. Pressure to perform was also mentioned by some of the children and young people spoken to as something that was not helping those who find it hardest to succeed.

**4.5.11 Ambition and opportunities for some**

4.5.11.1 Finally, under things that do not help, respondents talked about the impact of deficit views, discrimination and limited mindsets. In particular, some respondents felt that the level of ambition for some groups of children and young people was sometimes lower. For example, OCC respondent 10 described how 'there is not enough rigour around academic attainment for CWCF' and Parent 4 spoke about how 'those with some of the greatest 'disabilities' often receive the least input or belief that success is possible.' One young person described how she felt at times young people from particular backgrounds can be put into the 'box of not succeeding' (Children in Care Council focus group) and Schools and AP respondent 29 stated: 'What is needed is real belief in the children of Oxfordshire.'

4.5.11.2 Taken together the themes described in the first part of Section 4 have shown an education landscape that provides opportunities for some but not opportunities for all.

4.5.11.3 While addressing some of the structural and systemic difficulties discussed is beyond the scope of any one county or school, in the following section we focus on things that can help and could be addressed locally.

**4.6 Things that can help**

**4.6.1 Playing the same game not the blame game**

4.6.1.1 Throughout our conversations with professionals, parents, and practitioners there was an enduring sense for the need to play the same game not the blame game, and commitment from stakeholders to work together as 'we are all on the same side' (Schools and AP respondent 1). In order to play the same game, respondents spoke about the need for an agreed shared vision that is implemented through working in partnership across services, settings, communities, families and children. It was felt that clarifying and clearly communicating the roles of different players and the rules of the game, for example, knowing how, when and why to contact different services and agencies, and ensuring a shared understanding of what is possible, reasonable and achievable, and what is not, may help to foster more coordinated and joined-up working and problem-solving. Others spoke of the need for a common language between services as well as shared responsibility and clear accountability. Respondents also identified children and young people and their parents/carers as key players and described the need for genuine co-production, and a listening culture, involving all partners including parents/carers and children and young people.

4.6.1.2 To build trust and avoid allocation of blame, respondents described the importance of (1) respectful challenge, (2) acknowledging and learning from things that do not work and when mistakes are made, as well as (3) communicating honestly and fairly, even about difficult issues, and (4) taking a strengths-based approach.

**4.6.2 Taking a strengths and needs based approach**

4.6.2.1 Taking a strengths-based approach and actively identifying, publicising, sharing and building on the strengths of partners, and what is done or working well, may lead to changes in perception and help to promote a more collaborative local culture. Drawing on strengths can help organisations and partners to confidently tackle gaps and weaknesses, in the understanding that all are valued, and behaviour change is possible.

4.6.2.2 The analysis and use of data can help to identify underlying strengths and needs and inform how services develop individually and collectively to work with strengths and address needs at the community level. It can then be used to monitor progress and change. As one respondent said: 'If we can get a clear understanding of need we can respond in ways that are smarter and move towards more joined-up working' (OCC respondent 6).

4.6.2.3 Some respondents spoke about how community and third sector organisations are a strength that are not always recognised or used consistently and effectively. They encouraged greater recognition of their contribution in supporting partnership work at the individual, family and community level. Some noted how locating appointments with health and other services within the school and community can work well, for example using physical resources such as former Children's Centres, community centres and schools to avoid the need for costly transport and lost time from school for children.

4.6.2.4 In relation to individual children, some respondents noted how the strengths and needs based approach to early help – identifying the support needed including through home visiting – is helping to address attendance and attainment needs. This approach could be extended beyond schools to all agencies working with those children and families being willing to work in partnership to determine how to achieve sustainable improvement in outcomes.

**4.6.3 Building coherent capacity**

4.6.3.1 Members of the commission and respondents acknowledged the potential of the recently agreed strategies for Early Help and SEND as well as the Practice Framework. Further scrutiny of the SEND strategy was suggested in order to build a clearer implementation plan. Respondents and members of the Commission also described the need to consider contradictory messages and practices when implementing multiple new strategies, in order to avoid unintended consequences. The challenge will be for local stakeholders to identify synergies between the implementation plan of the SEND strategy and the action plan based on the proposals of the OEC, and to align these plans to help all children and young people to succeed.

4.6.3.2 Many respondents noted the importance of building professional knowledge about tackling needs arising from SEND and trauma, including in initial training and school leadership, so that school leaders set a culture of collective responsibility and all staff are confident in their practice knowing they can draw on and work with specialist input when necessary.

**4.6.4 Inclusive cultures – Everyone belongs**

4.6.4.1 Many respondents talked about the need for whole school culture change to be more aware of those most disadvantaged children and their needs including 'knowledge about what can be barriers, a baseline of thinking about behaviour as communication so that when young people behave in challenging ways the first thought is "what is the need here?"' (Community and voluntary sector respondent 5). Part of that culture change relates to ensuring that school environments foster emotional safety and that every child feels they belong and that their voices are heard, since we know that having a sense of belonging is central to enabling young people to succeed at school. As School and AP respondent 1 noted: 'If a child does not feel safe at school, they will not be able to learn.'

4.6.4.2 Examples given by parents of strategies that can support individual needs include:

- Relationship based support so that the individual needs of a child can be met
- Staff to be available to support issues as they arise e.g., transition from break time
- Teachers that respond to need e.g., brain breaks, extra breaks
- Developing positive relationships with parents and carers
- Supporting staff e.g., TAs who want to develop their practice to support needs they see
- 'Kindness, support, understanding and an alternative education where they can learn without feeling lacking and different, or left in a corridor' (Parent 3)

- Thinking outside the box – creative learning such as access to alternative curriculum opportunities (not just academic)
- Catch up academic support after school hours (Parent 6)

4.6.4.3 However, the challenge becomes 'how' when capacity, especially in smaller schools or with small numbers of children, is limited. This highlights a need for school to school, community and service partnerships and collaboration where all schools in a local area work collectively to meet needs.

**4.6.5 Listening to the voice of the child**

4.6.5.1 The importance of listening to the voice of the child and consulting children and young people on all issues that affect them was emphasised by many different stakeholder groups, including a primary school pupil focus group who clearly stated: 'LISTEN to what children are really saying'. This message was also emphasised in a report shared with the Commission which spotlighted good practice in Oxfordshire for service children. In the report, a pupils' ambassador group stated that schools must create opportunities to actively listen and respond to children and young people (RAF Families Federation 2022).

4.6.5.2 When discussing what helps children and young people in schools, children in the primary school focus groups also talked about teachers being actively involved with them and providing academic and emotional support, including providing examples and explanations, teaching them 'step by step' (Primary school pupil focus group 11) and helping them with the step they are stuck on.

4.6.5.3. Pupils across the primary and secondary school focus groups mentioned engaging, active, creative and 'fun lessons' (Primary school pupil focus group 7) and teaching methods as helping children and young people to achieve, as well as positive and trusting relationships with teachers and peers. They also spoke about the importance of safe and calm learning environments, and teachers who encourage them, adapt to their needs and 'tailor support for each young person' (Children in Care Council focus group), understand their behaviour, build on their strengths, and reward them. The children and young people also spoke about the importance of being in the right head space to learn and having 'good thoughts to start' (Primary school pupil focus group 6). Others talked about ensuring every child has a trusted adult they can speak to about any problems or concerns. Pupils also described how all children should have the same opportunities and talked about the importance of extracurricular activities. They also mentioned enjoying being able to take on positions of responsibility through for example school councils.

4.6.5.4 Pupils in the secondary school focus groups also mentioned the importance of receiving support for SEND and mental health difficulties – 'I had anxiety at school and nobody knew if the support people could help' (Secondary school pupil focus group 3) – as well as preparing young people for life after school and helping them to achieve their ambitions. For example, Secondary school pupil focus group 3 spoke about the importance of work experience saying: 'not everyone has connections to people at work. For the ones that I have thought about I don't know anyone'.

**4.6.6 Family and community working**

4.6.6.1 Many respondents talked about the importance of building links with parents and communities. These links need to involve all partners including schools, social care, health and third sector partners. Respondents provided suggestions of things they felt worked well including home school link workers, and other link workers who can ensure that schools and families are aware of community support and 'offer locality networks and resources… to ensure children and families are well supported at the earliest stages when emerging need is identified' (OCC respondent 6).

4.6.6.2 Respondents also noted many community links that already exist and are having an impact, that could be further built on. For example, Community and voluntary sector respondent 1 mentioned:

- school holiday clubs which offer structured provision which can help maintain a focus on education, and provide structured outcomes which keep children engaged, and mean that pupils are better able to start back at school
- '… positive activities facilitated by positive role models from within the communities'
- 'food poverty being identified quickly and addressed by schools signposting families to local food banks'
- 'therapeutic creative sessions for children struggling to engage… [and] bespoke sessions for the parents of these children, and to teachers to support with resilience and wellbeing'
- '… schools who prioritise building links to local voluntary sector providers who deliver in house projects for young people' such as youth work programmes

- building 'personal leadership skills with young people struggling to achieve in mainstream education.'

**4.6.7 Early intervention**

4.6.7.1 Many respondents from across all the groups referred to the need to take a more preventative, early intervention approach to enabling better outcomes, not only for those children who find it hardest to succeed but for all children and their families. The economic as well as human arguments for shifting the balance in approach are compelling. It was noted that we need 'effective multi-agency Early Help within the community that identifies children and their families at the earliest stage when children are observed/assessed to have difficulties in reaching their potential, and not making sufficient progress in their developmental milestones and educational attainment' (OCC respondent 5). Respondents described both the need to reinstate previous provisions such as family centres as well as the 'need to begin to think differently' (Statutory Partner 3). For example, Statutory partners respondent 3 talked about 'providing a joint single point of access between agencies – Education, CAMHs, social care – [and] treating the child as a whole.' This links back to earlier discussions around the need to draw together different data in order to take a more holistic approach.

**4.6.8 Long-term vision and investment to deliver impact**

4.6.8.1 Linked to early intervention, and in line with the call for a shared strategic vision, respondents spoke about the need to avoid short-termism, and 'silver bullets' (Schools and AP respondent 6) and focus on long-term investment to deliver impact. All of the data presented so far in this report has shown that we are not dealing with straightforward short-term problems that can be addressed with short-term solutions. Rather, the challenge at hand is complex and will require an overarching strategy and joint action from all stakeholders.

**4.6.9 Making Oxfordshire an attractive place to work**

4.6.9.1 Respondents spoke about needing to make Oxfordshire an attractive place to work in order to diversify the workforce and address staff turnover and staff vacancies. Many spoke about the need to resolve housing and transport issues. City/district council respondent 1 noted that they are working with partners who own land to see if more key worker housing can be delivered and with OCC and local bus companies 'to tackle the issue of congestion and boost the speed of bus travel and provision of bus routes into the city.' The OEC welcomes these developments.

**4.6.10 Opportunities for all**

4.6.10.1 Overall, respondents expressed a commitment to improving educational opportunities for all children and young people in Oxfordshire and called for tenacious practitioners with high expectations and ambition for all to '[do their] bit in this big thing' (Schools and AP respondent 28).

# 5. Call to Action

**5.1 Introduction**

‘We need to stop just talking and focus on doing’ (Headteacher 1)

5.1.1 The intent of the following proposals, which are in line with the OEC terms of reference, is that they are ‘valuable for all, vital for some’ and that they provide levers for change. They are primarily intended to deliver on the recommendations to the OEC from the voices of Oxfordshire’s children and young people (summarised as):

- Help children who find things difficult; not everyone learns in the same way
- Let children be good at something in their own way
- Be ambitious for every child; do not put children in boxes
- Foster a sense of belonging for every child

5.1.2 In the Table below, the Commission has provided proposals for the Council to consider with suggested accountabilities.

| **Data** | |
|---|---|
| *Proposal* | *Suggested accountability* |
| 1. The Council, with the CEF directorate, should prioritise the rigorous and consistent analysis of its extensive educational and other relevant data; sharing it transparently and in a timely manner with all parties (schools, councillors, key partners, the wider public) to collectively determine priorities and action. | ○ OCC SLT (notably the DCS and Director of Public Heath; DPH) |
| 2. The Council should use its statutory arrangements to monitor the data and the impact of the agreed actions at least annually. | ○ OCC SLT (notably the DCS and DPH) |
| **Role of local government and other stakeholders** | |
| *Proposal* | *Suggested accountability* |
| 3. The Council should ensure that statutory arrangements effectively fulfil their responsibility for oversight of educational outcomes for all children and young people, especially the most disadvantaged and vulnerable namely:<br>a. People Overview and Scrutiny Committee<br>b. Corporate Parenting Committee | ○ Full Council / Cabinet |

| | |
|---|---|
| c. Children's Trust (linked to Health and Wellbeing Board)<br>d. Schools Forum | |
| 4. The Council's Senior Leadership Team should collectively and by directorate demonstrate through their actions, that educational outcomes as well as safeguarding are 'everyone's business.' | ○ OCC SLT |
| 5. The Council with its strategic partners should establish a Pan-Oxfordshire initiative to make Oxfordshire an attractive and supportive place to work in order to recruit and retain teachers and other hard to recruit and retain professionals, e.g., educational psychologists, social workers. | ○ OCC and District / City Councils and other key partners |
| 6. The Council should review, strengthen and expand links with and direct work from both the University of Oxford and Oxford Brookes University to ensure equity of access to class based, whole school and other learning initiatives in all Oxfordshire schools. | ○ OCC SLT |
| 7. OCC with business partners should seek to increase mutually beneficial opportunities such as supported internships, work experience and employee volunteering in schools. | ○ OCC with Oxfordshire Inclusive Economy Partnership |
| **Future direction** | |
| *Proposal* | *Suggested accountability* |
| 8. The Local Authority, working collaboratively with all partners, should develop at pace an overarching vision to be underpinned by coherent strategies and plans. | ○ OCC with partners |
| 9. The CEF Directorate should lead the building of coherence between the recently agreed strategies for Early Help and SEND and the Practice Framework through linked/aligned implementation plans for multi-agency working to achieve their stated ambition for every child in Oxfordshire to thrive/flourish. | ○ DCS and CEF Deputy Directors with partner representatives |
| 10. The CEF Directorate should continue its move away from siloed service management to an approach where collaboration and integrated working across all of CEF / Children's Services led by the Director for Children's | ○ CEF DLT / wider DLT |

| | |
|---|---|
| Services are routine and recognised as in the best interests of every child as well as more efficient. | |
| 11. A rapid review should be undertaken in the Autumn term of the partnership (meeting) arrangements between school leaders[4] and the local authority to drive implementation of the OEC proposals and other agreed priorities through mutually challenging yet respectful ways of working. | ○ Schools / education setting leaders and senior LA officers |
| 12. The LA and schools should develop stronger processes to hold each other to account for regular contact at a senior level irrespective of school governance structures. | ○ LA senior officers and Trust / Diocese / School leaders |
| 13. The DCS should lead on developing coherent communication (written/oral/meetings/in person visits) between the LA and all schools based on appropriate frequency and relevance to agreed priorities and actions. | ○ DCS and CEF DLT with representative primary / secondary / special school headteacher groups |
| 14. All schools should play a part in developing communities of inclusive schools serving all Oxfordshire's children through contributing to innovation and evaluation of effective inclusion practice in local areas. | ○ All schools / education settings |
| 15. The Teaching School Hub should work with senior CEF officers to build on existing school to school support, drawing on school-based expertise, for county wide improvement work. | ○ Teaching School Hub and LA senior CEF officers with all school leaders |
| 16. The local authority with Schools Forum should re-establish clarity around responsibilities and accountabilities within the shared parameters of the Dedicated Schools Grant (DSG) and Council budgets for schools and Children's Services, ensuring these are effectively communicated and reviewed. | ○ S151 Officer, DCS and Schools Forum |
| 17. All partners in the Local Area Partnership (LAP) should invest jointly in real and effective co-production with parents. | ○ Children's Trust and School Trusts / Governing Boards |

[4] The term school leaders should be taken to include school governing boards.

**5.2 Action plan**

5.2.1 It is for OCC and its partners to develop a locally relevant action plan with clear timescales, impact measures and an investment plan to deliver any of the proposals above.

5.2.2 The Commission found a real commitment from stakeholders and partners to work together to impact positively on the achievements of Oxfordshire's children and young people. An initial focus in the action plan on 'next steps' to reset core ways of working should be followed at pace by 'best steps' to achieve the shared ambition for all children as in their words 'step by step' (Primary school pupil focus group 11).

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## Appendix A: Acronyms

**ACEs:** Adverse Childhood Experiences

**AP:** Alternative Provision

**CAMHS:** Child and Adolescent Mental Health Services

**CEF:** Children, Education and Families

**CME:** Children Missing Education

**CPD:** Continuing Professional Development

**CWCF:** Children We Care For

**DCS:** Director of Children's Services

**DfE:** Department for Education

**DLT:** Directorate Leadership Team

**DPH:** Director of Public Heath

**DSG:** Dedicated Schools Grant

**EAL:** English as an Additional Language

**EHCNA:** Education, Health and Care Needs Assessment

**EHCP:** Education, Health and Care Plan

**EYFS:** Early Years Foundation Stage

**EYFSP:** Early Years Foundation Stage Profile

**FSM:** Free School Meals

**JSNA:** Joint Strategic Needs Assessment

**KS1:** Key Stage 1

**KS2:** Key Stage 2

**KS4:** Key Stage 4

**LA:** Local Authority

**LAP:** Local Area Partnership

**LTN:** Low Traffic Neighbourhoods

**OCC:** Oxfordshire County Council

**OEC:** Oxfordshire Education Commission

**RWM:** Reading, Writing and Mathematics

**SEMH:** Social Emotional and Mental Health

**SENCO:** Special Educational Needs Coordinator

**SEND:** Special Educational Needs and Disabilities

**SLT:** Senior Leadership Team

**TAF:** Team Around the Family

**TAs:** Teaching Assistants

## Appendix B: Educational Outcomes for Pupils in Oxfordshire (2021/22)

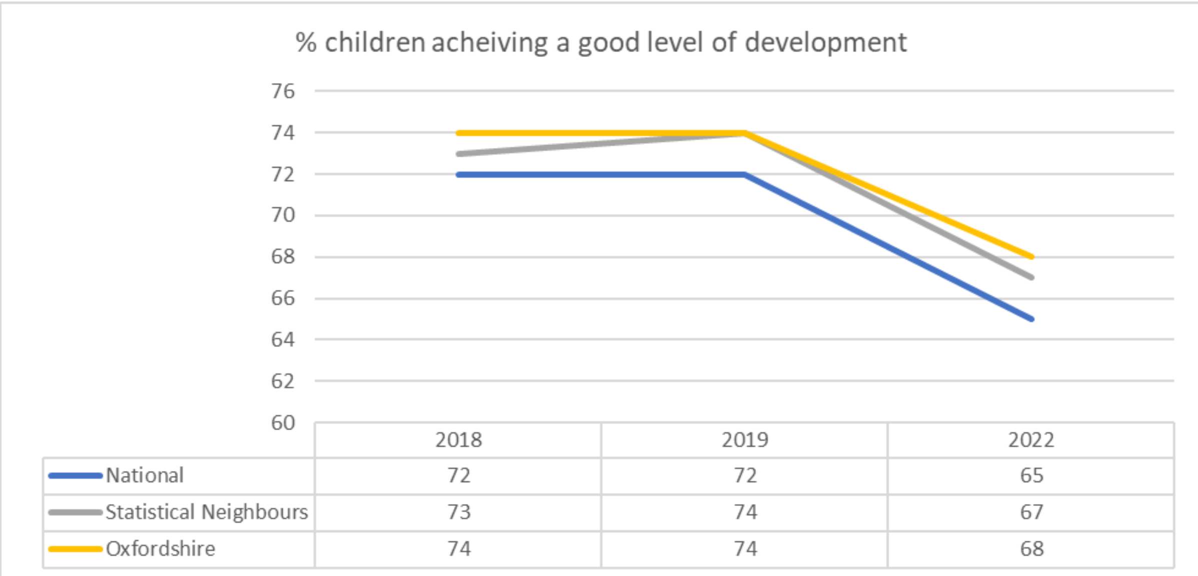
### Introduction

In this appendix a detailed description of the educational outcomes data presented in Section 2 is provided, including further comparisons with statistical neighbours.

### Outcomes for all pupils

*Early Years Foundation Stage Profile (EYFSP)*

Focusing on data from 2022 for all pupils in Oxfordshire, at the Early Years Foundation Stage (EYFS), Oxfordshire ranked in the top quartile nationally when compared with all other Local Authorities (LAs) and 4th out of 11 statistical neighbours[5], with 68 per cent of children achieving a good level of development. This is 3 percentage points above the national result. The gap between boys and girls in Oxfordshire is 12 percentage points. This is in-line with the national gap and narrower (better) than the regional and statistical neighbour gaps (13 and 14%pts respectively).




| | 2018 | 2019 | 2022 |
|---|---|---|---|
| National | 72 | 72 | 65 |
| Statistical Neighbours | 73 | 74 | 67 |
| Oxfordshire | 74 | 74 | 68 |

**Figure 1:** Percentage of children achieving a good level of development in 2022 in Oxfordshire compared to national and statistical neighbour averages

While Figure 1 indicates that the percentage of children achieving a good level of development has declined since 2018, it is important to note that as part of the EYFS reforms introduced in September 2021, the EYFS profile was significantly revised. It is therefore not possible to directly compare 2022

[5] Oxfordshire's statistical neighbours are: Bath & N.E. Somerset, Bracknell Forest, Buckinghamshire, Cambridgeshire, Gloucestershire, Hampshire, Hertfordshire, West Berkshire, West Sussex, and Wiltshire.

assessment outcomes with earlier years. It is also the first release since the publication of the 2019 statistics, as the 2020 and 2021 data collections were cancelled due to the coronavirus (COVID-19).

*Key Stage 1*

At Key Stage 1, Oxfordshire again ranked in the top quartile nationally when compared with all other LAs and 4th out of statistical neighbours for the percentage of pupils achieving at least the expected standard in reading (69%; 2%pts above the national average). Oxfordshire also ranked in the 2nd quartile for the percentage of pupils achieving at least the expected average in mathematics (69%; 1%pt above the national average), and 4th out of statistical neighbours. However, for writing, 57 per cent of pupils achieved at least the expected standard in 2022, which is one percentage point below the national average placing Oxfordshire in the 3rd quartile nationally and joint 6th out of statistical neighbours (see Table 1).

**Table 1:** Percentage of pupils achieving at least the expected standard in reading, writing, mathematics and reading writing and mathematics (RWM) combined at Key Stage 1 in Oxfordshire compared to national, South East and statistical neighbour averages

| Area | Cohort | % Achieving at least the expected standard | | | |
|---|---|---|---|---|---|
| | | Reading | Writing | Mathematics | RWM* |
| National | - | 67 | 58 | 68 | 53 |
| South East | - | 68 | 58 | 68 | 54 |
| Statistical Neighbours | - | 69 | 58 | 68 | - |
| Oxfordshire | 7585 | 69 | 57 | 69 | 53 |

Figure 2 shows that between 2017 and 2019 the percentage of pupils achieving at least the expected standard in reading, writing, mathematics and the combined RWM score generally increased (aside from mathematics where the score fluctuated), but then declined between 2019 and 2022.

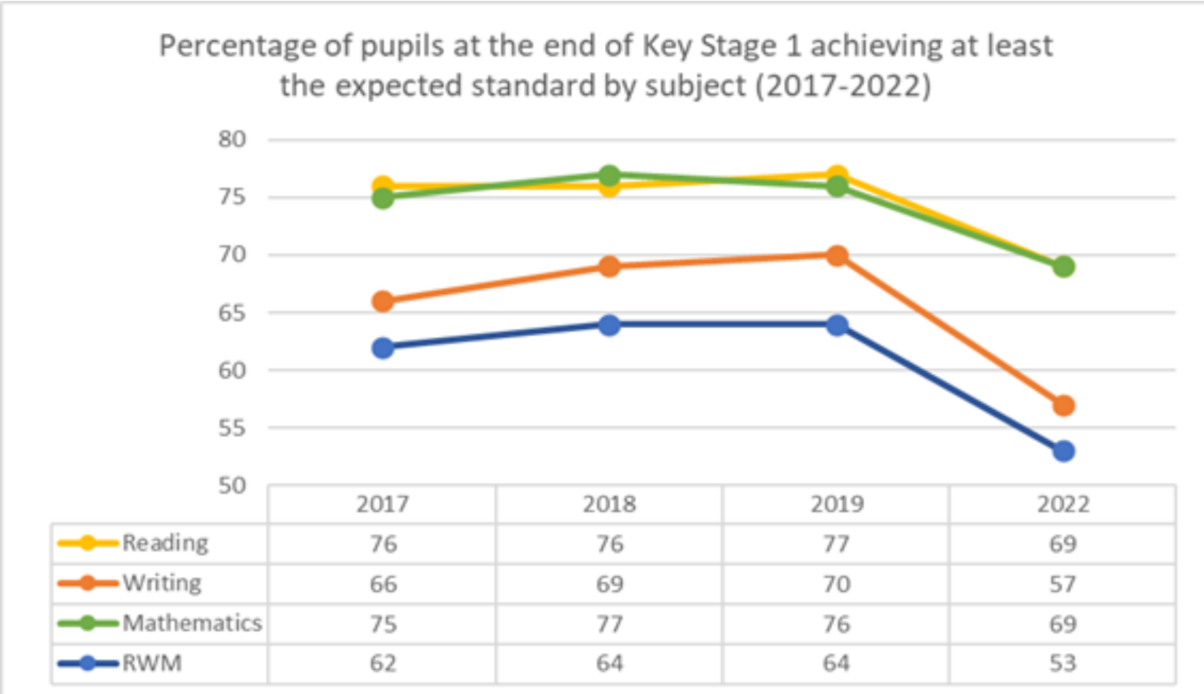
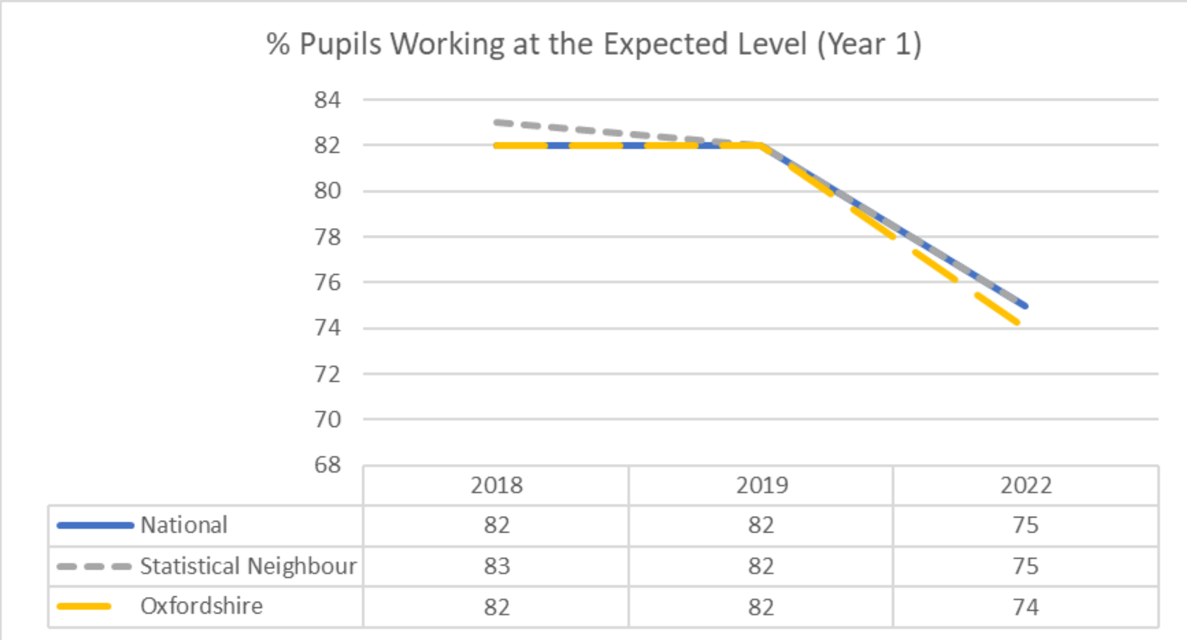



**Figure 2:** Percentage of pupils at the end of Key Stage 1 achieving at least the expected standard by subject (2017-2022)

*Phonics Year 1 and Year 2*

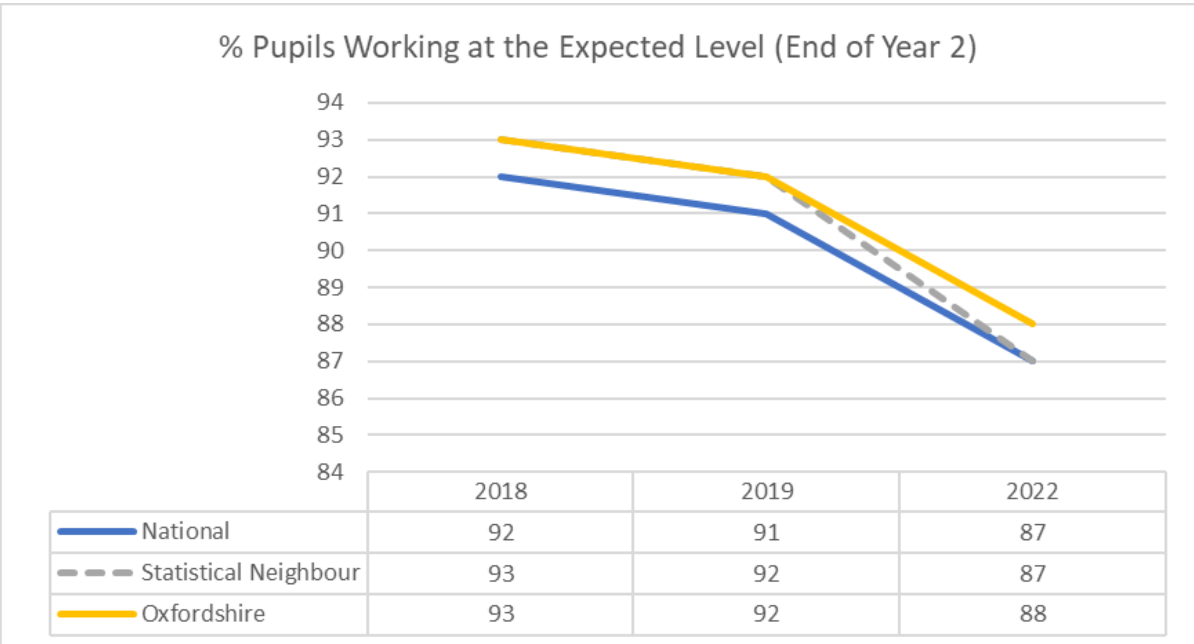
The percentage of Oxfordshire pupils working at the expected level in Year 1 phonics has also declined since 2018 (see Figure 3) and is one percentage point below the national average at 74 per cent, placing Oxfordshire in the 3rd quartile nationally when compared to all other LAs and 8th out of statistical neighbours.




| | 2018 | 2019 | 2022 |
|---|---|---|---|
| National | 82 | 82 | 75 |
| Statistical Neighbour | 83 | 82 | 75 |
| Oxfordshire | 82 | 82 | 74 |

**Figure 3:** Percentage of pupils working at the expected level in phonics in Year 1 in 2022 in Oxfordshire compared to national and statistical neighbour averages

However, by the end of Year 2, the percentage of Oxfordshire pupils working at the expected level in phonics in 2022 was one percentage point above the national average at 88 per cent (though again Figure 4 depicts a slight decline since 2018). This places Oxfordshire in the 2nd quartile nationally and joint 1st out of statistical neighbours.




| | 2018 | 2019 | 2022 |
|---|---|---|---|
| National | 92 | 91 | 87 |
| Statistical Neighbour | 93 | 92 | 87 |
| Oxfordshire | 93 | 92 | 88 |

**Figure 4:** Percentage of pupils working at the expected level in phonics at the end of Year 2 in 2022 in Oxfordshire compared to national and statistical neighbour averages

*Key Stage 2*

At Key Stage 2, while the percentage of pupils achieving at least the expected standard in reading was in-line with the national average (75%), Table 2 shows that Oxfordshire was one percentage point below the national average for writing (69%), mathematics (71%) and RWM combined (58%). This places Oxfordshire in the 3rd quartile nationally for the RWM combined measure and joint 6th out of statistical neighbours (up from 3rd in 2018). Eight per cent of pupils in Oxfordshire reached the higher standard in RWM combined in 2022. This is the first time since 2017 that Oxfordshire has been above the national average for this measure.

**Table 2:** Percentage achieving at least the expected standard in reading, writing, mathematics, and RWM combined at KS2

| School | Cohort | % Achieving at least the expected standard | | | |
|---|---|---|---|---|---|
| | | Reading | Writing | Maths | RWM |
| National | - | 75 | 70 | 72 | 59 |
| South East | - | 76 | 70 | 72 | 59 |
| Statistical Neighbours | - | 76 | 69 | 72 | 58 |
| Oxfordshire | 7,873 | 75 | 69 | 71 | 58 |

Aside from reading where the percentage of pupils achieving at least the expected standard increased, the percentage of pupils achieving at least the expected standard in writing, mathematics, and RWM combined declined between 2019 and 2022 (see Figure 5 for trends over time).

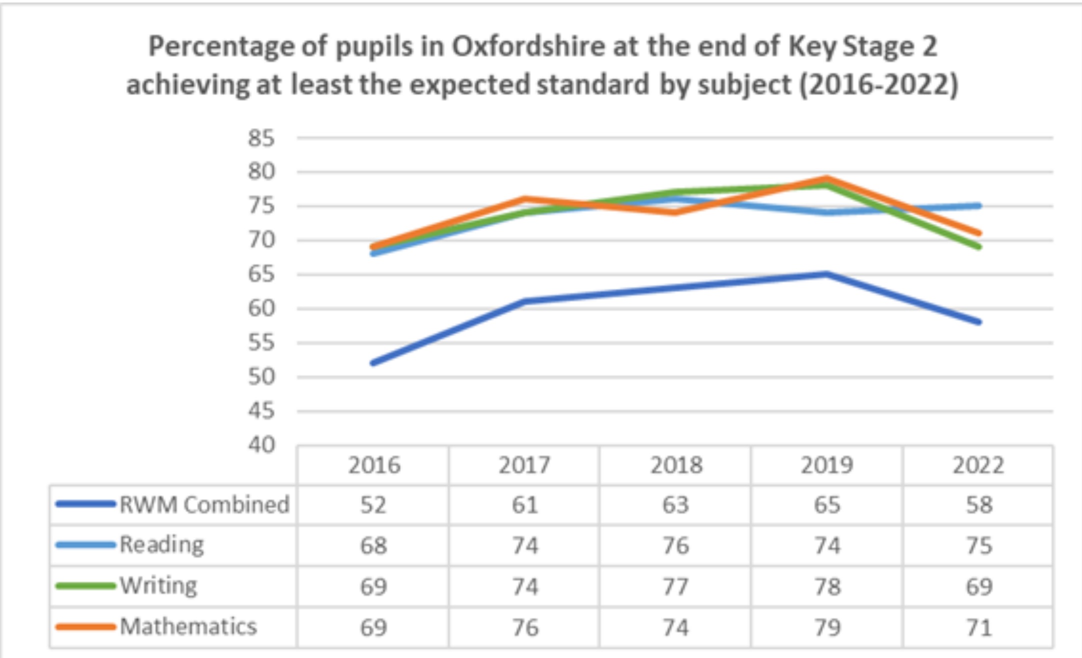



**Figure 5:** Percentage of pupils in Oxfordshire achieving at least the expected standard in reading, writing, mathematics and RWM at the end of Key Stage 2 (2016-2022)

*Key Stage 4*

In 2022, Oxfordshire's Attainment 8 score and the percentage of pupils achieving a grade 5 or above in both English and mathematics were both above the national average, with Oxfordshire ranking in the 2nd quartile nationally and 7th out of statistical neighbours (up from 2nd lowest in 2018 for Attainment 8 average score). However, between 2021 and 2022, Oxfordshire's Attainment 8 score reduced from 51.0 to 49.7 and the percentage of pupils achieving a grade 5 or above in English and mathematics reduced by 1.1 percentage points from 54 per cent in 2021 to 52.9 per cent in 2022 (see Table 3 and Figures 6 and 7).

**Table 3:** Attainment 8 and GCSE English and mathematics grades 5-9 (%) in 2022 in Oxfordshire compared to 2021, national and statistical neighbour averages

| Headlines | Oxfordshire | Statistical Neighbours | South East | National |
|---|---|---|---|---|
| **Attainment 8 –** average score per pupil | **49.7** | **51.5** | **50.1** | **48.9** |
| Compared to 2021 | 51.0 | 53.6 | 52.1 | 50.9 |
| National Rank (quartile and rank out of 150) | 2nd (Jt 50th) ← | - | - | - |
| SN Rank (out of 11) | 7th ↑ | - | - | - |
| **GCSE English & maths grades 5-9 (%)** | **52.9** | **53.1** | **52.1** | **50.0** |
| Compared to 2021 | 54.0 | 56.9 | 52.4 | 51.9 |
| National Rank (quartile) | 2nd (Jt 43rd) ← | - | - | - |
| SN Rank (out of 11) | 7th ↑ | - | - | - |

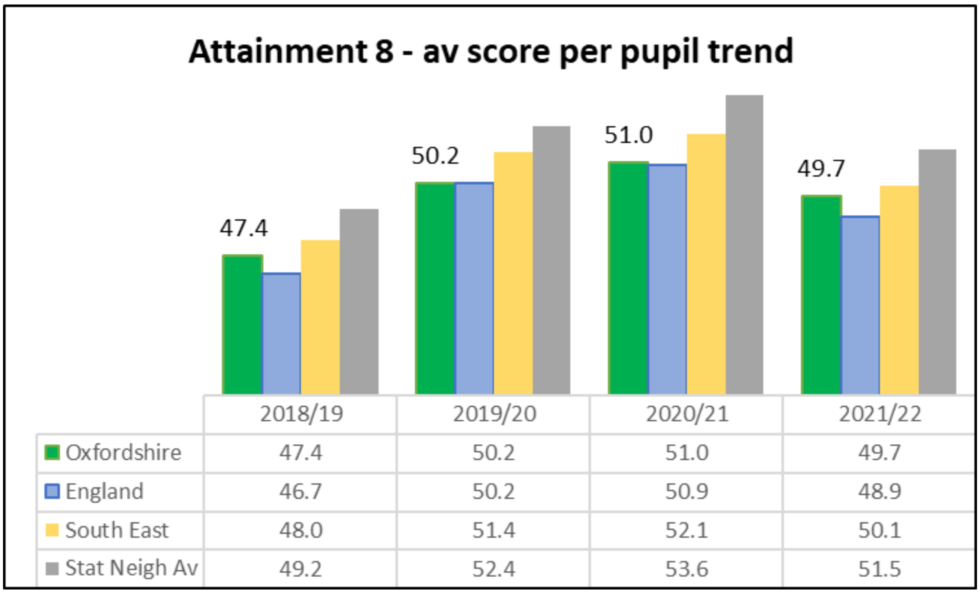



**Figure 6:** Trends in Attainment 8 average score in Oxfordshire compared to national, South East and statistical neighbour averages (2018/19-2021/22)

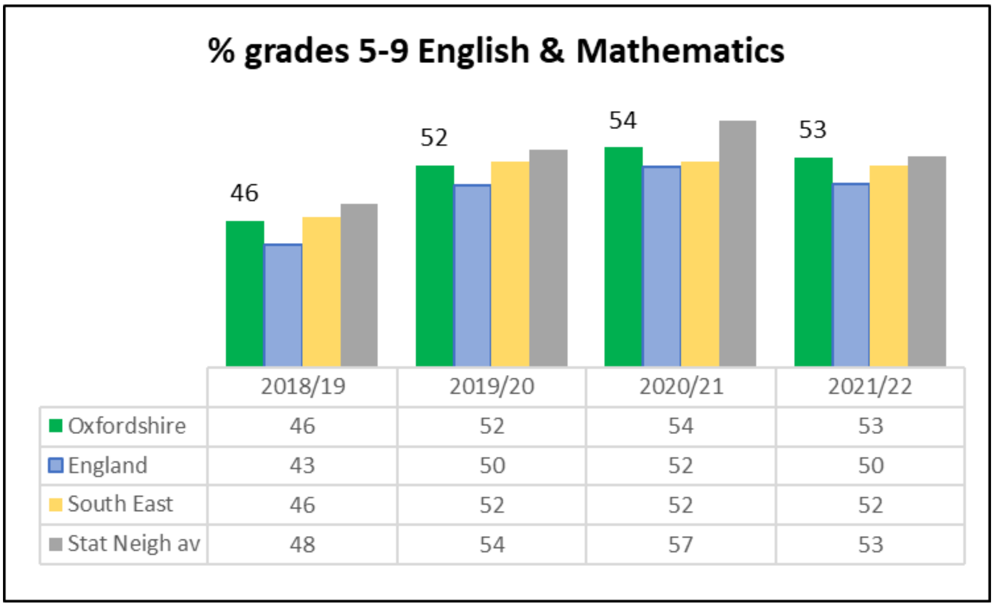
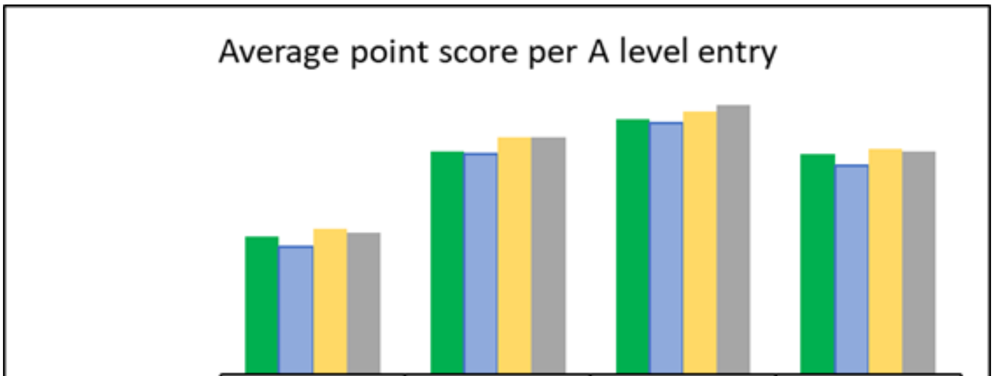



**Figure 7:** Trends in percentage of grades 5-9 English and mathematics in Oxfordshire compared to national, South East and statistical neighbour averages (2018/19-2021/22)

Boys, pupils whose first language is English, non-Free School Meals (FSM) pupils, girls, boys, non-disadvantage pupils and pupils with no Special Educational Needs (SEN) are the characteristic groups where the average Attainment 8 score in Oxfordshire is above the corresponding national average. Oxfordshire ranks in the top quartile of LAs for attainment at grade 5 and above in English and mathematics for pupils with no SEN (61.3%).

*Key Stage 5*

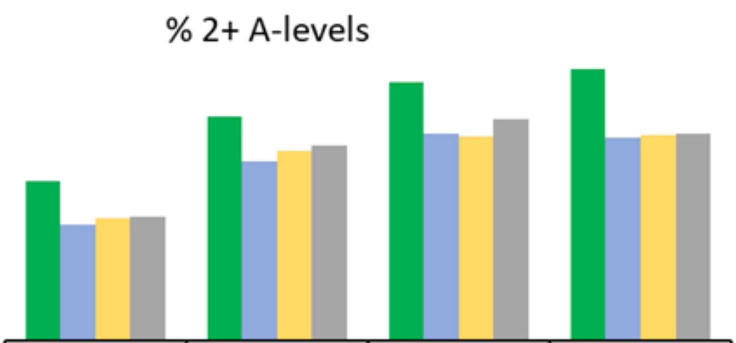
Finally, at Key Stage 5, while A level Average Point Score (APS) per entry reduced to 38.60 (-2.12 points) in 2022, this was less than the reduction seen nationally (-2.60 points), with Oxfordshire scoring above the national average by 0.74 points. This ranks Oxfordshire 48th out of all LAs for this measure, the 2nd quartile nationally and 7th out of statistical neighbours (see Figure 8).




| | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|---|---|---|---|---|
| Oxfordshire | 33.44 | 38.75 | 40.72 | 38.60 |
| England | 32.87 | 38.55 | 40.46 | 37.86 |
| South East | 33.96 | 39.59 | 41.17 | 38.86 |
| Stat Neigh Av | 33.69 | 39.59 | 41.55 | 38.69 |

**Figure 8:** Average point score per A level entry in Oxfordshire compared to national, South East and statistical neighbour averages (2018/19-2021/22)

Moreover, 93.3 per cent of students in Oxfordshire achieved at least 2 A levels in 2022 which was higher than the national average of 87.5 per cent. This ranks Oxfordshire 25th out of 153 LAs, placing the County in the top quartile nationally, and 1st out of 11 statistical neighbours for this measure (See Figure 9).

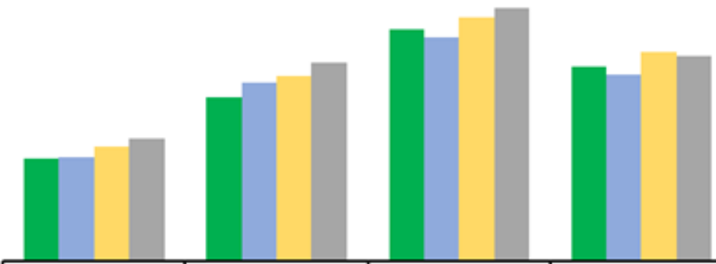



| | 2018/19 | 2019/20 | 2020/21 | 2020/22 |
|---|---|---|---|---|
| Oxfordshire | 83.7 | 89.3 | 92.2 | 93.3 |
| England | 80.0 | 85.4 | 87.8 | 87.5 |
| South East | 80.5 | 86.3 | 87.5 | 87.6 |
| Stat Neigh Av | 80.7 | 86.8 | 89.0 | 87.8 |

**Figure 9:** Percentage of pupils achieving at least two A levels in 2022 in Oxfordshire compared to national, South East and statistical neighbour averages

32.1 per cent of pupils in Oxfordshire achieved A-levels at grades AAB and better, compared with 31.4 per cent nationally, ranking Oxfordshire in the 2nd quartile nationally and 7th out of 11 statistical neighbours for this measure (see Figure 10). While the percentage of pupils achieving at least 3 A*A grades at A level in Oxfordshire is above the national average (20.3%), in 2022 the percentage decreased from 26.5 per cent in 2021 to 20.9 per cent. Oxfordshire ranks 6th out of 11 statistical neighbours for this measure and is placed in the 2nd quartile nationally (see Figure 11). A summary of A level results for 2022 in Oxfordshire can be found in Table 4.

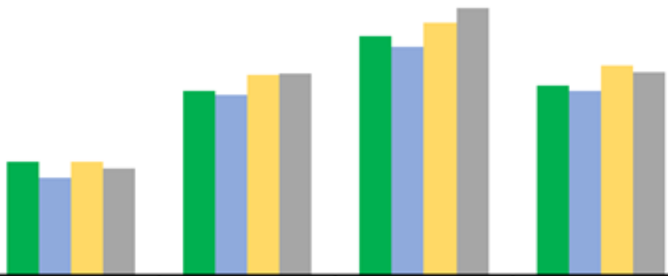
**A-levels - % AAB or better**



| | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|---|---|---|---|---|
| Oxfordshire | 17.3 | 27.5 | 38.9 | 32.6 |
| England | 17.5 | 29.9 | 37.6 | 31.4 |
| South East | 19.3 | 31.1 | 40.9 | 35.1 |
| Stat Neigh Av | 20.5 | 33.3 | 42.6 | 34.5 |

**Figure 10:** Percentage of pupils achieving grades AAB or better at A level in 2022 in Oxfordshire compared to national, South East and statistical neighbour averages (2018/19-2021/22)

**A-level % 3 grades A*A**



| | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|---|---|---|---|---|
| Oxfordshire | 12.6 | 20.4 | 26.5 | 20.9 |
| England | 10.8 | 19.9 | 25.3 | 20.3 |
| South East | 12.6 | 22.2 | 27.8 | 23 |
| Stat Neigh Av | 11.8 | 22.3 | 29.6 | 22.5 |

**Figure 11:** Percentage of pupils achieving grades A*A or better at A level in 2022 in Oxfordshire compared to national, South East and statistical neighbour averages (2018/19-2021/22)

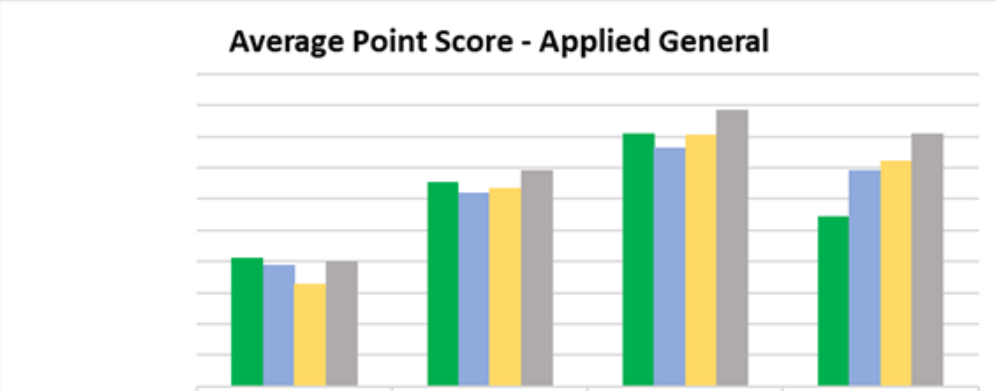
**Table 4:** Summary of A level results in Oxfordshire in 2022 compared with national, South East and statistical neighbour averages

| Headlines | Oxfordshire | Statistical Neighbours | South East | National |
|---|---|---|---|---|
| **Average point score – A levels** | **38.60** | **38.69** | **38.86** | **37.86** |
| Compared to 2021 | 40.72 | 41.55 | 41.17 | 40.46 |
| National Rank (quartile) | 2nd (48th) ↑ | - | - | - |
| SN Rank (out of 11) | 7th ↑ | - | - | - |
| **2+ A levels (%)** | **93.3%** | **87.8%** | **87.6%** | **87.5%** |
| Compared to 2021 | 92.2% | 89.0% | 87.5% | 87.8% |
| National Rank (quartile) | 1st (25th) ← | - | - | - |
| SN Rank (out of 11) | 1st ↑ | - | - | - |
| **A levels: AAB and above** (%) | **32.6%** | **34.5%** | **35.1%** | **31.4%** |
| Compared to 2021 | 38.9% | 42.6% | 40.9% | 37.6% |
| National rank (quartile) | 2nd (51st) ← | - | - | - |
| SN Rank (out of 11) | 7th ↑ | - | - | - |
| **A levels: 3A*A (%)** | **20.9%** | **22.5%** | **23.1%** | **20.3%** |
| Compared to 2021 | 26.5% | 29.6% | 27.8% | 25.3% |
| National rank (quartile) | 2nd (48th) ← | - | - | - |
| SN Rank (out of 11) | 6th ↑ | - | - | - |

In comparison to A level results, the Applied General APS per entry decreased to 30.45 in 2022 (from 33.09 in 2021). This decrease (-2.64 points) was greater than the reduction seen nationally (-1.53 points) and Oxfordshire scores lower than the national average (by -1.46 points). Oxfordshire is placed in the bottom quartile nationally. Only 11 LAs recorded a lower Applied General APS. Oxfordshire is also bottom out of 11 statistical neighbours (see Table 5 and Figure 12).

**Table 5:** Applied General APS results in Oxfordshire in 2022 compared with national, South East and statistical neighbour averages

| **Headlines** | **Oxfordshire** | **Statistical Neighbours** | **South East** | **National** |
|---|---|---|---|---|
| **Average point score – Applied General** | **30.45** | **33.09** | **32.22** | **31.91** |
| Compared to 2021 | 33.09 | 33.86 | 33.06 | 32.63 |
| National rank (quartile) | 4th (137th) ↓ | - | - | - |
| SN Rank (out of 11) | 11th ← | - | - | - |




| | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|---|---|---|---|---|
| Oxfordshire | 29.11 | 31.53 | 33.09 | 30.45 |
| England | 28.89 | 31.22 | 32.63 | 31.91 |
| South East | 28.28 | 31.36 | 33.06 | 32.22 |
| Stat Neigh Av | 29.02 | 31.92 | 33.86 | 33.09 |

**Figure 12:** Applied General APS results in Oxfordshire compared with national, South East and statistical neighbour averages (2018/19-2021/22).

**Locality differences**

Locality differences were seen across all key stages as depicted in the following locality by key stage graphs.

EYFSP

The percentage of pupils achieving a good level of development in the EYFSP ranged from 62 per cent in the Thame locality to 75 per cent in the Woodstock locality in 2022. Four localities scored below the statistical neighbour average (see Figure 13).

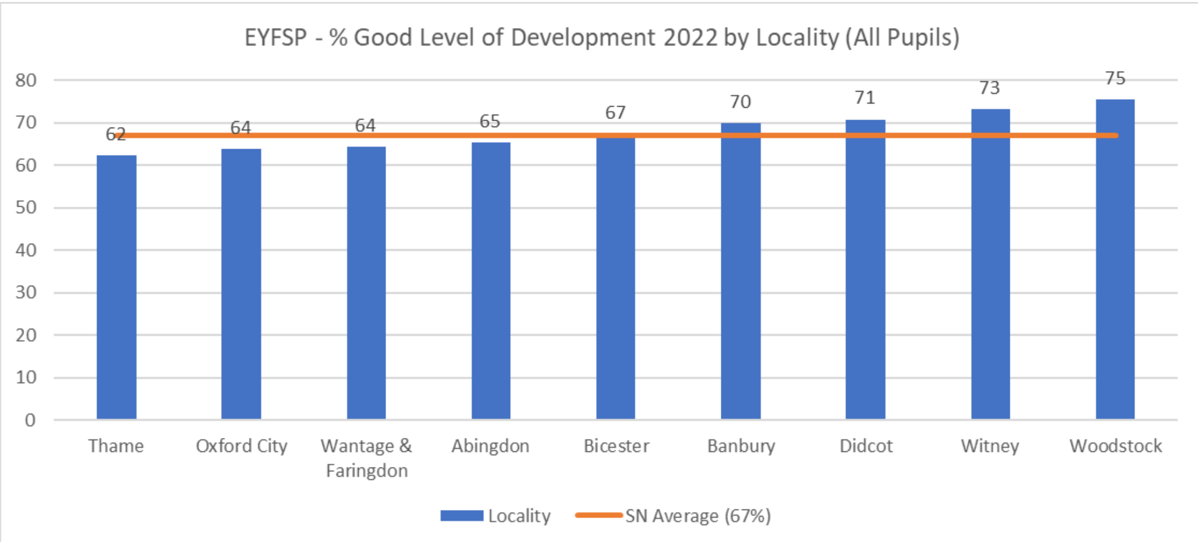



**Figure 13:** Percentage of pupils achieving a good level of development in the EYFSP by locality in 2022

*Key Stage 1*

At Key Stage 1, the percentage of pupils working at the expected standard in reading ranged from 64 per cent in the Witney locality to 74 per cent in the Woodstock locality in 2022, and four localities were below the statistical neighbour average (see Figure 14).

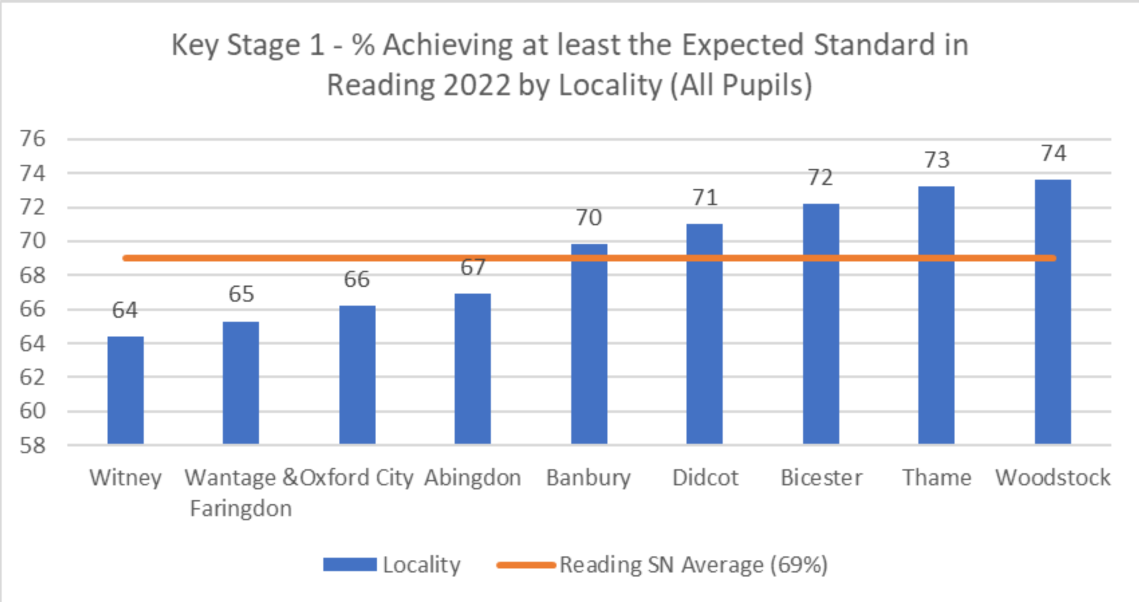



**Figure 14:** Percentage of pupils achieving at least the expected standard in reading by locality in 2022

In writing, the percentage of pupils working at the expected standard ranged from 52 per cent in the Wantage locality to 63 per cent in the Thame locality in 2022, and five localities were below the statistical neighbour average (see Figure 15).

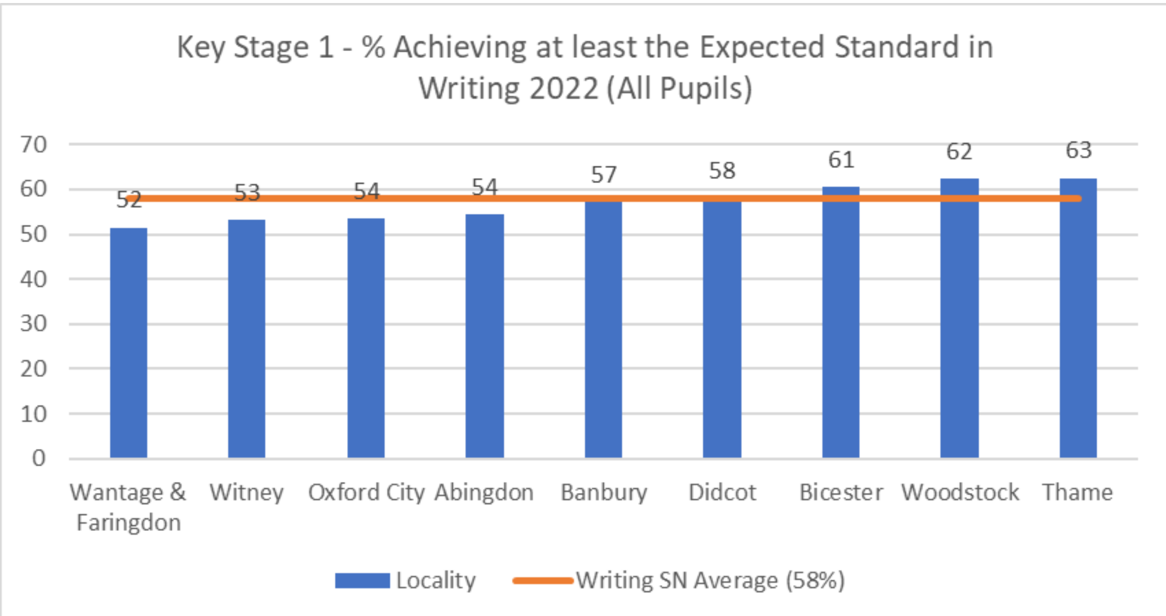



**Figure 15:** Percentage of pupils achieving at least the expected standard in writing by locality in 2022

In mathematics, the percentage of pupils working at the expected standard ranged from 65 per cent in the Wantage locality to 73 per cent in the Thame and Woodstock localities in 2022, and four localities were below the statistical neighbour average (see Figure 16).

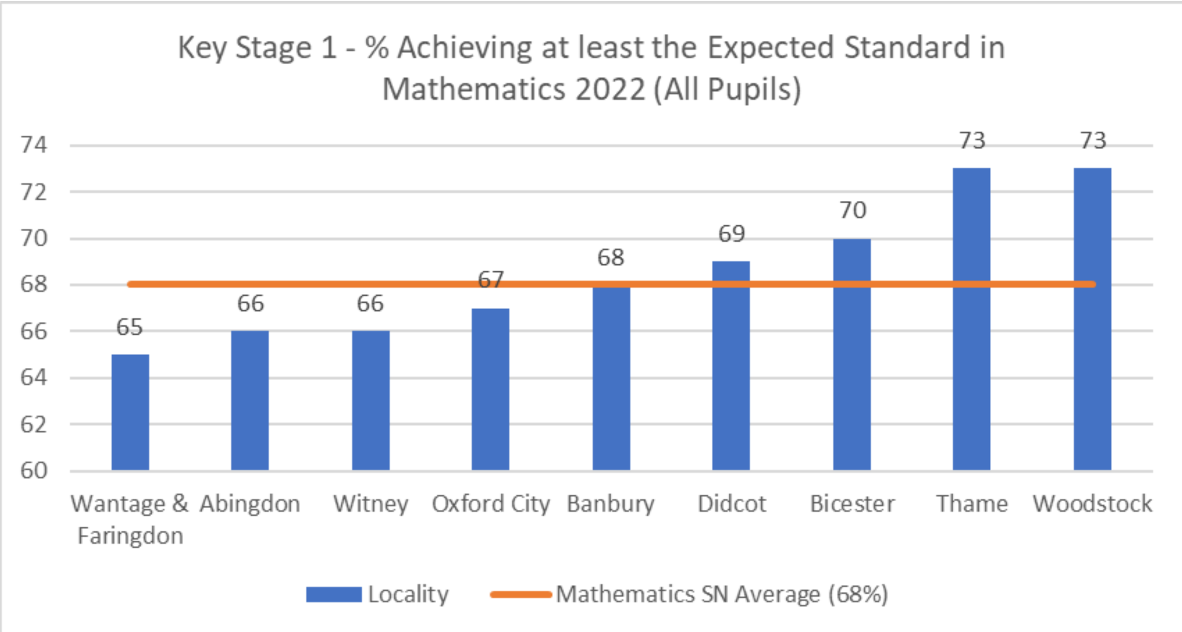



**Figure 16:** Percentage of pupils achieving at least the expected standard in mathematics by locality in 2022

*Phonics Year 1 and Year 2*

The percentage of pupils working at the expected standard in phonics in Year 1 ranged from 72 per cent in the Thame locality to 80 per cent in the Woodstock locality. Five localities scored below the statistical neighbour average in 2022 (see Figure 17).

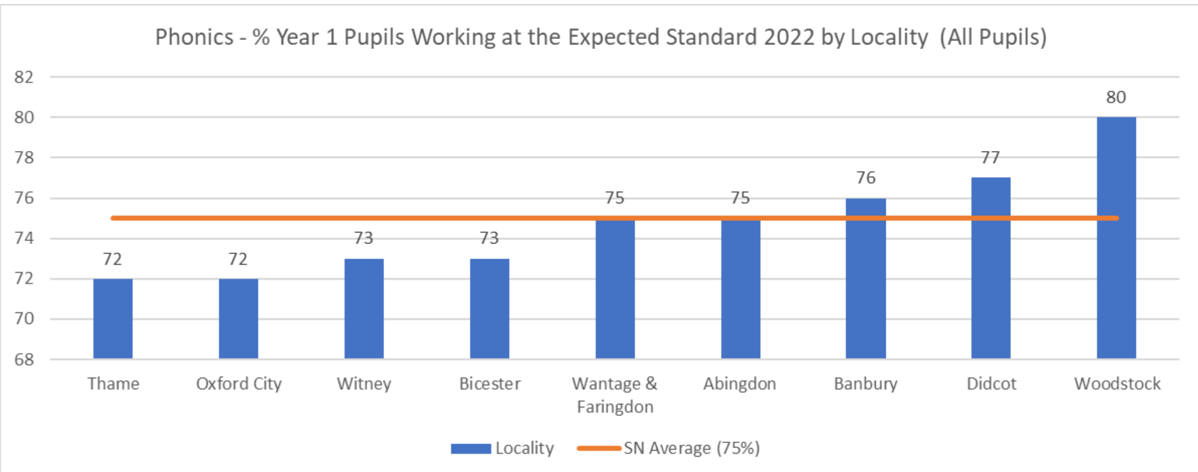



**Figure 17:** Percentage of pupils working at the expected standard in phonics in Year 1 by locality in 2022

In Year 2, the percentage of pupils working at the expected standard ranged from 86 per cent in the Oxford City, Witney, Banbury and Wantage localities to 92 per cent in the Didcot locality. Four localities scored below the statistical neighbour average (see Figure 18).

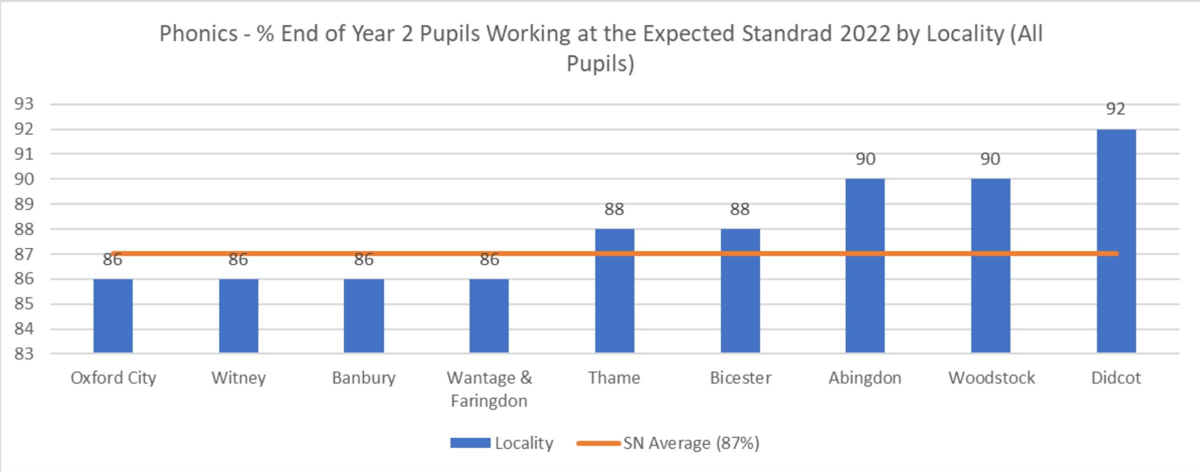



**Figure 18:** Percentage of pupils working at the expected standard in phonics by the end of Year 2 by locality in 2022

*Key Stage 2*

At Key Stage 2, the percentage of pupils working at the expected standard in RWM ranged from 52 per cent in the Witney locality to 65 per cent in the Woodstock locality in 2022 and three localities were below the statistical neighbour average (see Figure 19).

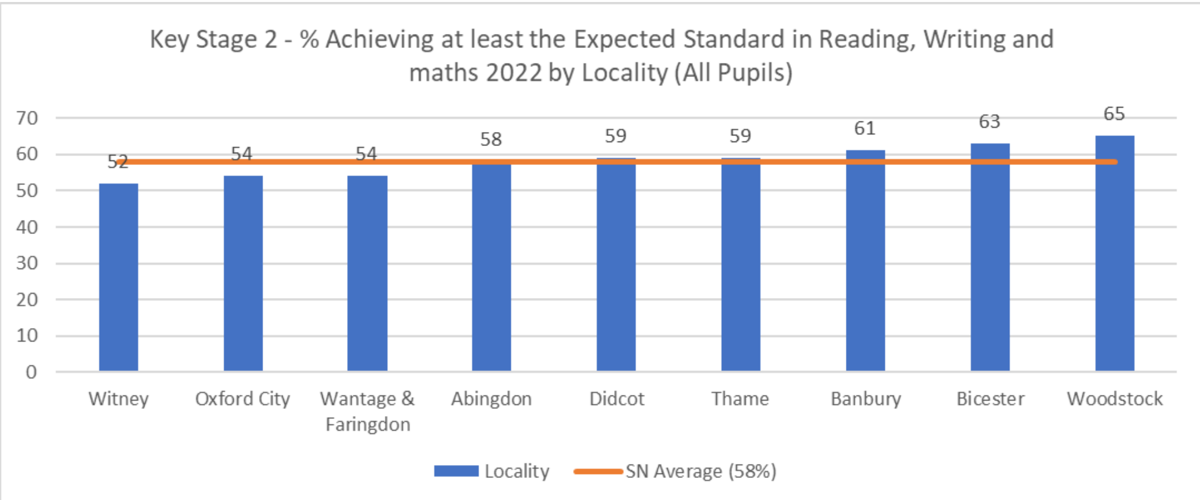



**Figure 19:** Percentage of pupils working at the expected standard in phonics in Year 1 by locality in 2022

*Key Stage 4*

At Key Stage 4, the average Attainment 8 score ranged from 48.1 in the Witney locality to 56.8 in the Woodstock locality in 2022, with seven localities falling below the statistical neighbour average (see Figure 20).

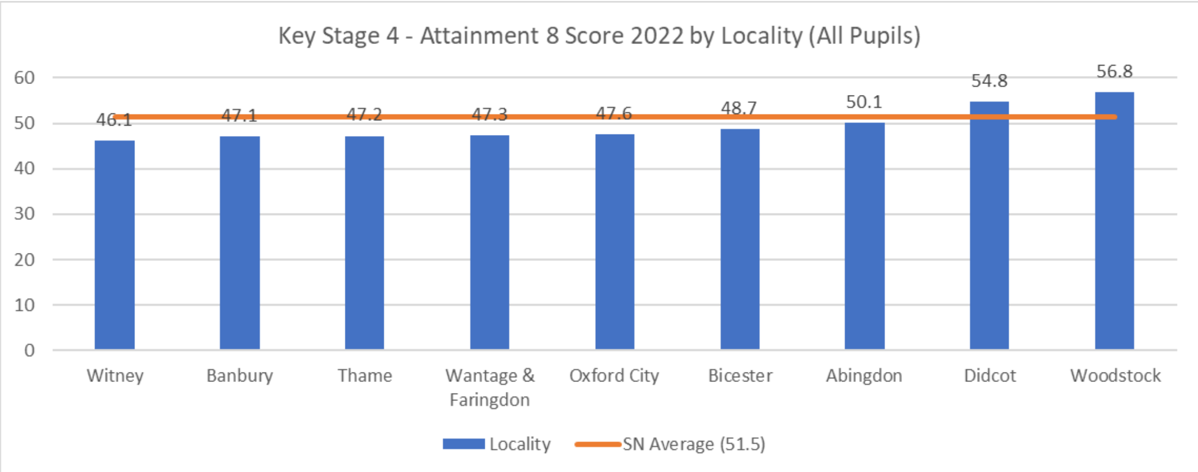



**Figure 20:** Attainment 8 score by locality in 2022

## Outcomes for disadvantaged pupils

*EYFSP*

In 2022, 12 per cent of pupils (875) at the end of the EYFS were eligible for FSM, this compares to nine per cent nationally. The percentage of pupils eligible for FSM in Oxfordshire who achieved a good level of development was 43 per cent (6%pts below national; see Figure 21). This places Oxfordshire in the bottom quartile nationally, with only 14 LAs reporting a lower percentage. Five of these 14 LAs are statistical neighbours. The percentage of pupils achieving the expected level across all early learning goals and communication and language and literacy areas of learning were also below national, statistical neighbour and South East averages (see Figure 21).

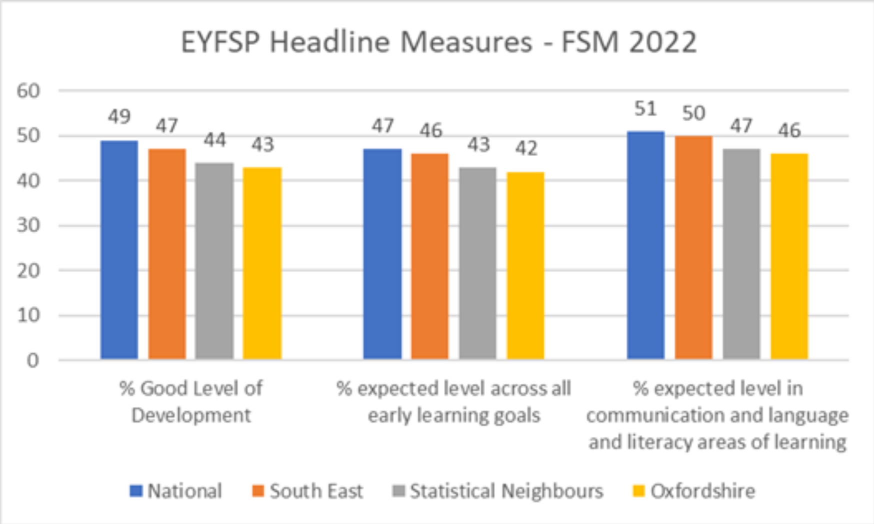



**Figure 21:** EYFSP headline measures for FSM pupils in 2022

The FSM gap, which is measured as the difference between children eligible for FSM and the national non-FSM result, in Oxfordshire was 25.7 percentage points in 2022. This is 6 percentage points wider than the national gap (see Figure 22).

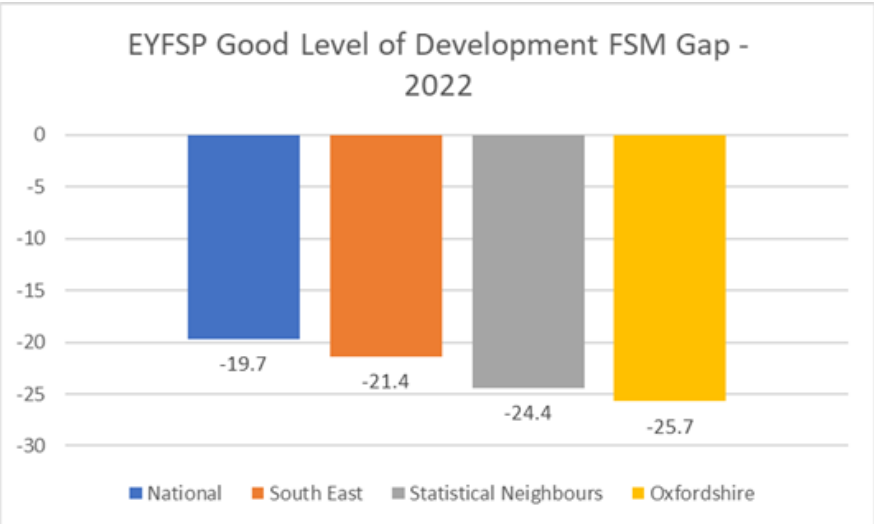



**Figure 22:** EYFSP good level of development FSM gap in 2022

Turning to look at differences between localities in Oxfordshire, the percentage of pupils eligible for FSM achieving a good level of development at EYFSP ranged from 30 per cent (cohort of 44 children) in Thame locality, to 54 per cent (cohort of 157 children) in Banbury locality. Seven localities fell below the statistical neighbour average in 2022 (see Figure 23) and eight below the national average. Only Banbury was above the national average.

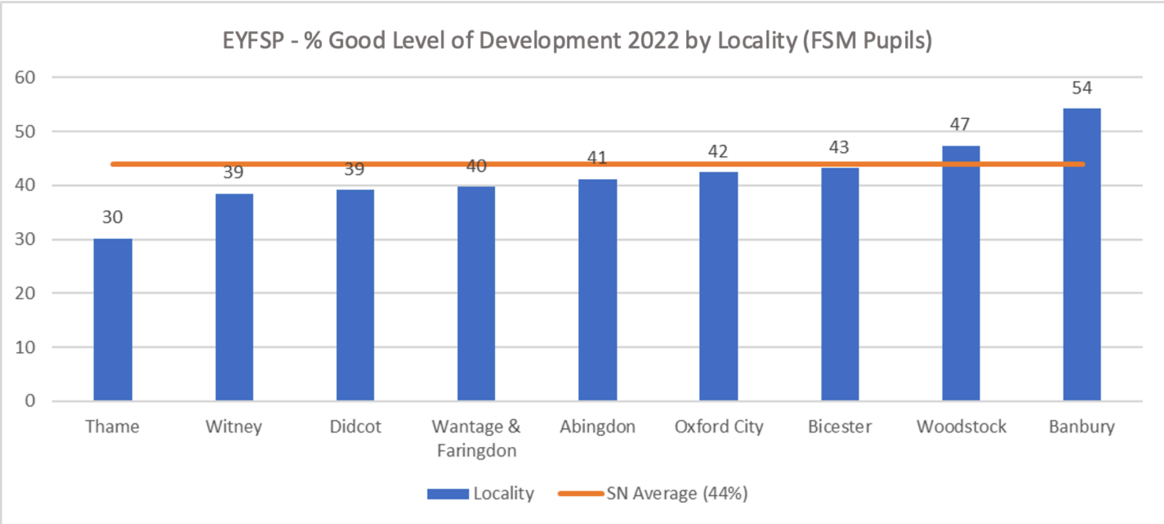



**Figure 23:** Percentage of FSM pupils achieving a good level of development by locality in 2022

*Key Stage 1*

By the end of Key Stage 1, the percentage of pupils eligible for FSM was 15 per cent of pupils (1,149) in 2022. This compares to 24 per cent nationally. Forty-six per cent of FSM pupils achieved at least the expected standard in reading, which was five percentage points below national, 31 per cent achieved at least the expected standard in writing (10%pts below national), 45 per cent achieved at least the expected standard in mathematics (7%pts below national) and 28 per cent achieved at least the expected standard in RWM combined (9%pts below national). This places Oxfordshire in the bottom quartile nationally for reading, writing and mathematics (see Table 6 for further comparisons between Oxfordshire's Key Stage 1 results and the South East and statistical neighbours).

**Table 6:** Percentage of FSM pupils achieving at least the expected standard in reading, writing, mathematics and RWM combined at Key Stage 1 in 2022

| Area | Cohort | % Achieving at least the expected standard | | | |
|---|---|---|---|---|---|
| | | Reading | Writing | Mathematics | RWM* |
| National | - | 51 | 41 | 52 | 37 |
| South East | - | 49 | 37 | 48 | 32 |
| Statistical Neighbours | - | 47 | 34 | 46 | - |
| Oxfordshire | 1,149 | 46 | 31 | 45 | 28 |

Figure 24 illustrates that the FSM gap in Year 1 has widened in Oxfordshire between 2019 and 2022.

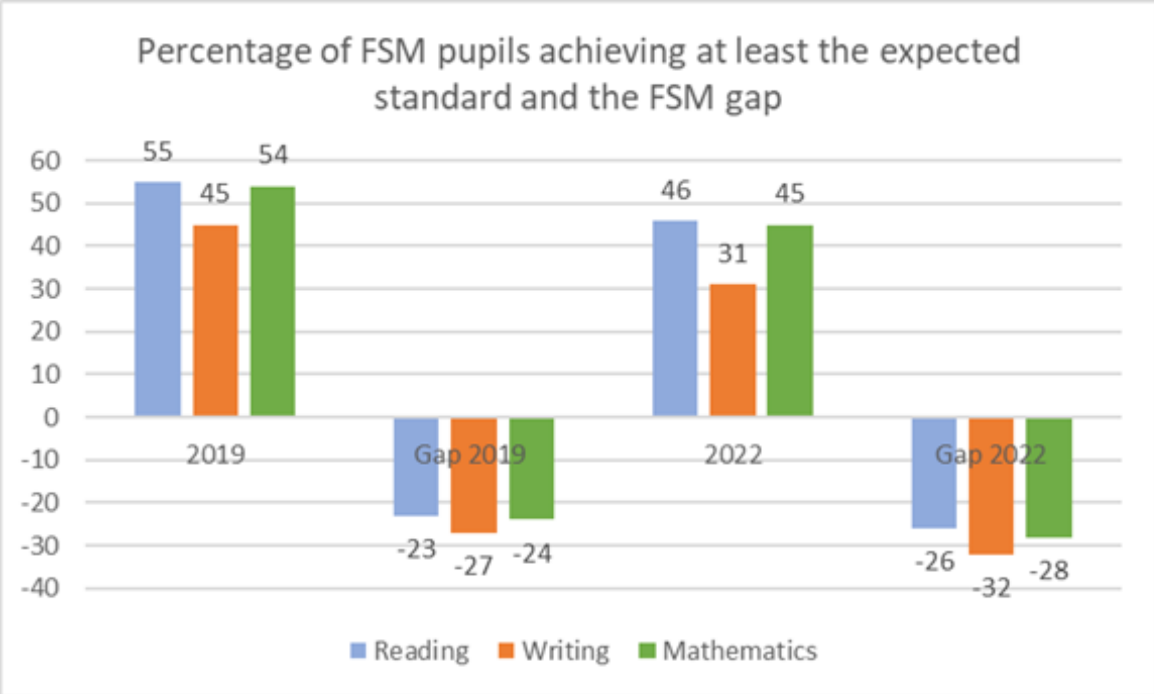



**Figure 24:** Percentage of FSM pupil achieving at least the expected standard in reading, writing and mathematics, alongside the FSM gap, in 2019 and 2022

Looking across localities, the percentage of pupils eligible for FSM working at the expected standard in reading and writing at the end of Year 1 was below the statistical neighbour average (47% reading; 34% writing) in Wantage and Faringdon (34% reading; 25% writing), Abingdon (37% reading; 20% writing), Oxford City (43% reading; 28% writing) and Witney (43% reading; 31% writing). The percentage of pupils eligible for FSM working at the expected standard in writing was also below the statistical neighbour average in Didcot. Two of these localities also scored below the statistical neighbour average (46%) for the percentage of pupils eligible for FSM working at the expected standard in mathematics, namely Abingdon (32%) and Wantage and Faringdon (35%). Thame (36%) and Bicester (45%) also scored below the statistical neighbour average (see Figures 25-27).

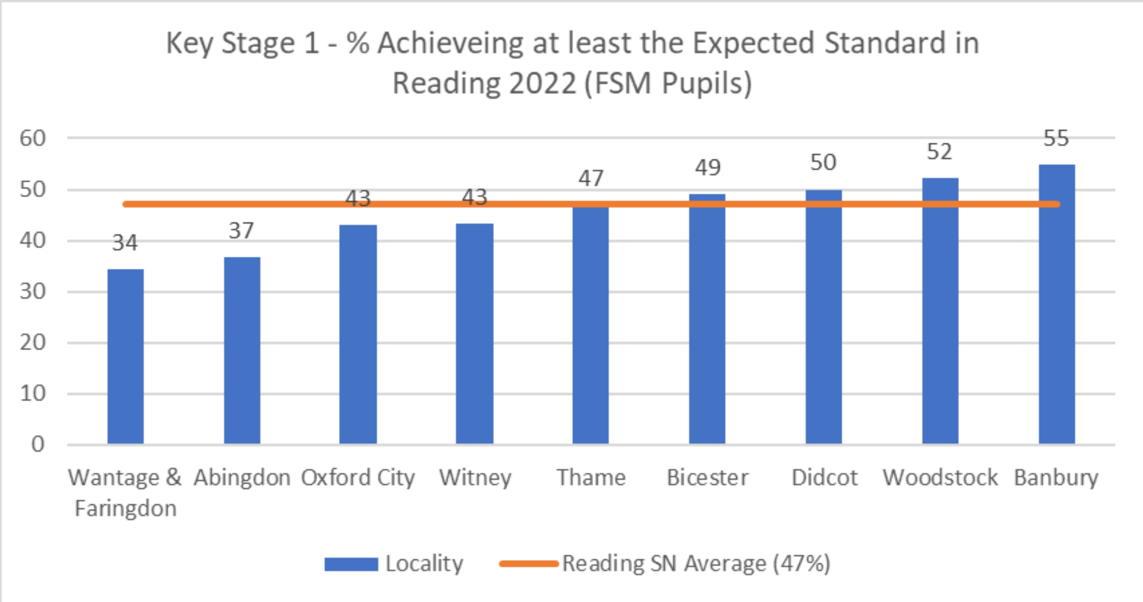



**Figure 25:** Percentage of FSM pupils achieving at least the expected standard in reading in 2022 by locality

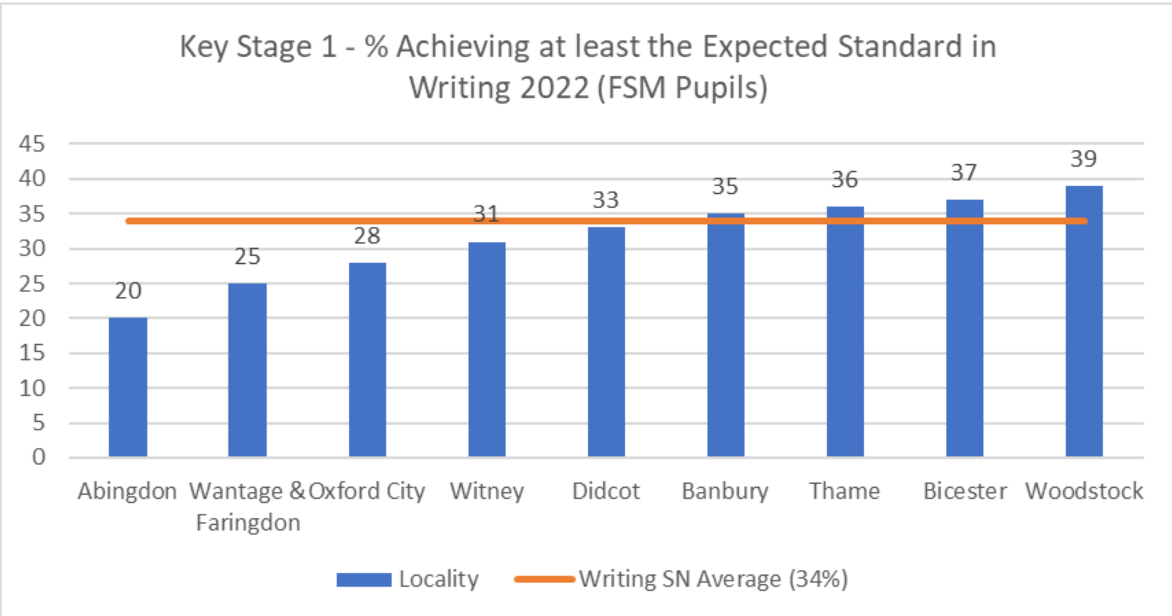



**Figure 26:** Percentage of FSM pupils achieving at least the expected standard in writing in 2022 by locality

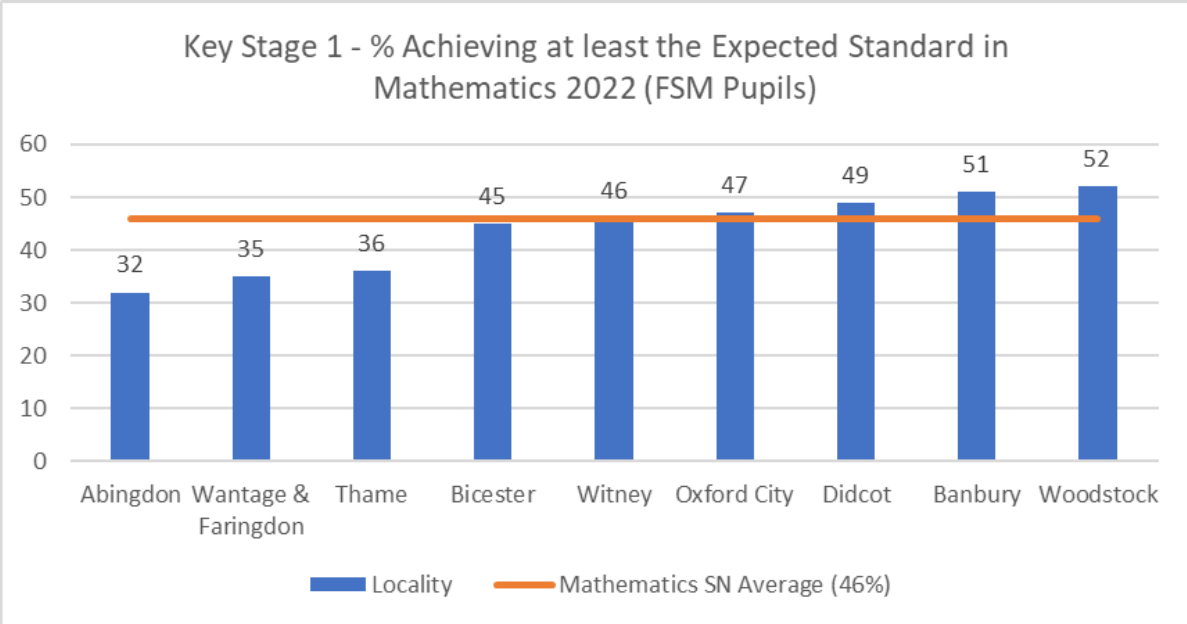



**Figure 27:** Percentage of FSM pupils achieving at least the expected standard in mathematics in 2022 by locality

*Phonics Year 1 and Year 2*

In terms of phonics, the percentage of Year 1 FSM pupils in Oxfordshire working at the expected level was 52 per cent in 2022 (10%pts below national). This places Oxfordshire in the bottom quartile nationally, with only two LA's (Windsor and Maidenhead and Isle of Wight) reporting a lower percentage. While the national FSM gap reduced between 2019 and 2022 from -18 to -17, in Oxfordshire the FSM gap which is already wider than the national gap increased from -20 in 2019 to -27 in 2022 (see Figure 28).

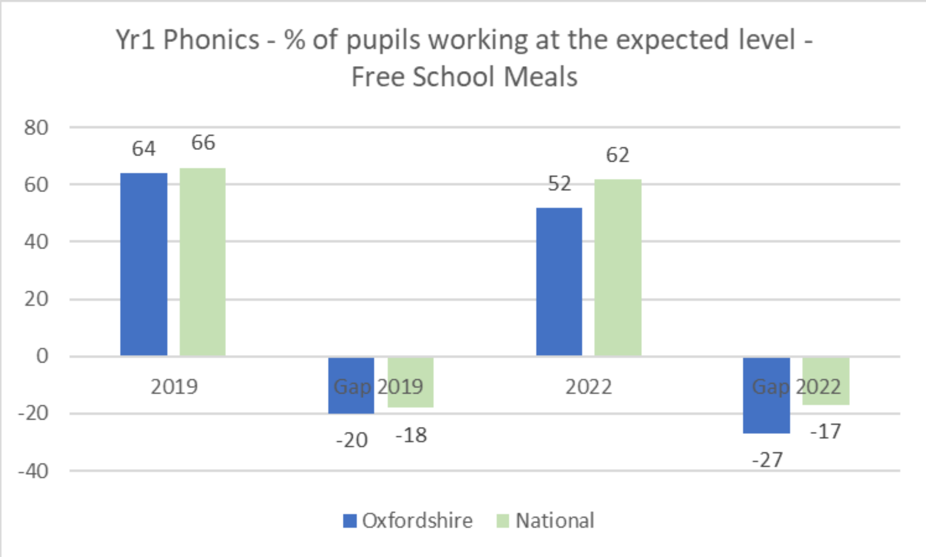



**Figure 28:** Percentages of FSM pupils working at the expected level in phonics in Year 1, alongside the FSM gap, in 2019 and 2022

Figure 29 shows that pupils in seven localities in Oxfordshire scored below the statistical neighbour average (56%) for the percentage of Year 1 pupils eligible for FSM working at the expected standard in phonics in 2022: Abingdon (41%); Didcot (46%); Wantage and Faringdon (47%); Thame (47%); Bicester (50%) and Banbury (51%). All localities scored below the national average (62%).

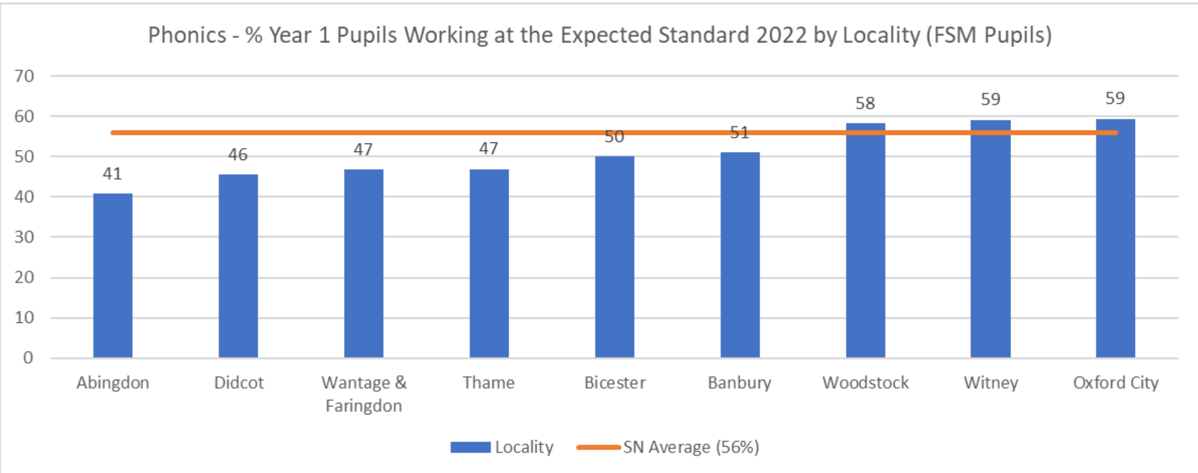



**Figure 29:** Percentage of FSM pupils working at the expected standard in phonics in Year 1 in 2022 by locality

While the percentage of pupils eligible for FSM working at the expected level in phonics at the end of Year 2 is higher than in Year 1, and one percentage point above the statistical neighbour average, the percentage (74%) is still four percentage points below national (see Table 7).

**Table 7:** Percentage of FSM pupils working at the expected level in phonics in Year 1 and end of Year 2

| Area | % Working at the Expected Level | | | |
|---|---|---|---|---|
| | Yr 1 Cohort | % Year 1 | End of Year 2 cohort | % End of Year 2 |
| National | - | 62 | - | 78 |
| South East | - | 57 | - | 75 |
| Statistical Neighbours | - | 56 | - | 73 |
| Oxfordshire | 1,031 | 52 | 1,138 | 74 |

Moreover, the FSM gap for phonics at the end of Year 2 in Oxfordshire has widened since 2019 from -12 to -16 in 2022 and remains larger than the national gap in 2022 (-16 in Oxfordshire compared to -12 nationally) (see Figure 30).

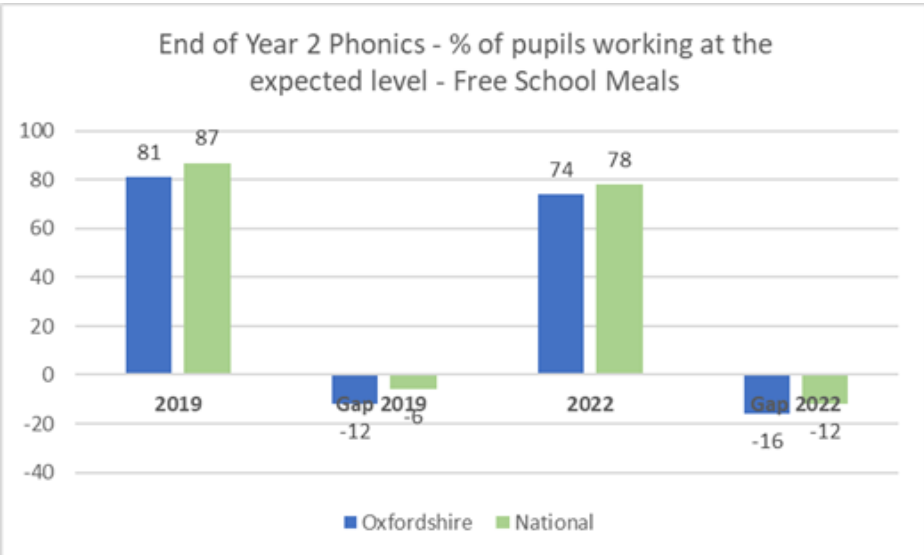



**Figure 30:** Percentage of FSM pupils working at the expected level in phonics at the end of Year 2, alongside the FSM gap, in 2019 and 2022

Figure 31 shows that pupils in four localities in Oxfordshire scored below the statistical neighbour average (73%) for the percentage of Year 2 pupils eligible for FSM working at the expected standard in phonics in 2022: Witney (63%); Thame (66%); Wantage and Faringdon (70%) and Abingdon (71%). Bicester was in line with the statistical neighbour average but below the LA average at 73 per cent.

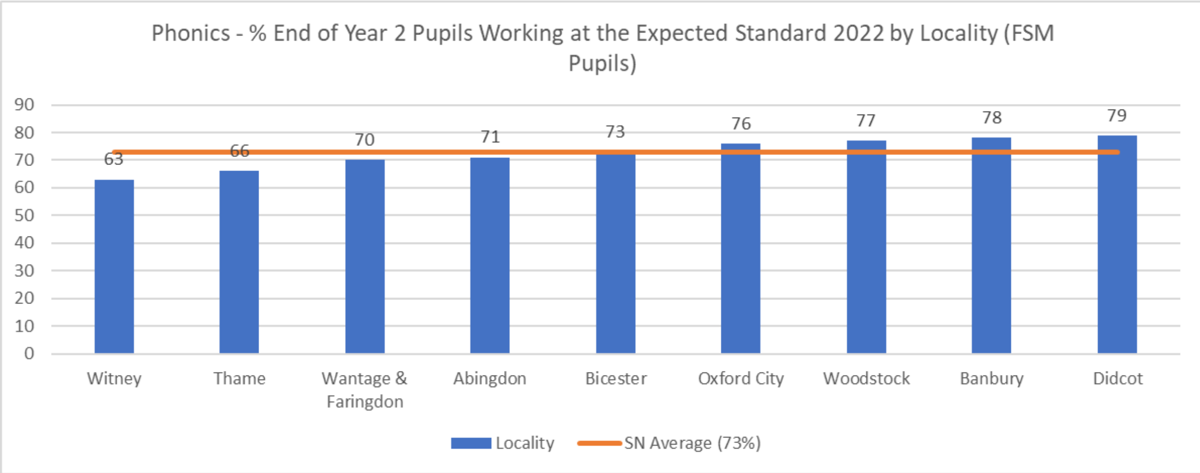



**Figure 31:** Percentage of pupils working at the expected standard in phonics at the end of Year 2 by locality

*Key Stage 2*

In 2022, at the end of Key Stage 2, 20 per cent of pupils (1,507) in Oxfordshire were disadvantaged. This compares to 30 per cent nationally. The percentage of disadvantaged pupils achieving at least the expected standard was lower than national, the South East and statistical neighbours across the board (see Table 8).

**Table 8:** Percentage of FSM pupils achieving at least the expected standard in reading, writing, mathematics and RWM combined

| School | Cohort | % Achieving at least the expected standard | | | |
|---|---|---|---|---|---|
| | | Reading | Writing | Maths | RWM |
| National | - | 62 | 55 | 56 | 43 |
| South East | - | 60 | 51 | 52 | 38 |
| Statistical Neighbours | - | 58 | 49 | 50 | 35 |
| Oxfordshire | 1,507 | 57 | 48 | 47 | 34 |

Oxfordshire ranks in the bottom quartile nationally for the proportion of disadvantaged pupils achieving at least the expected standard in RWM combined (34%). Only four LAs reported a lower percentage (Central Bedfordshire, Norfolk, West Berkshire (statistical neighbour) and the Isle of Wight). Only one LA (Isle of Wight) recorded a lower proportion of disadvantaged pupils achieving at least the expected standard in mathematics. The disadvantage gap has widened more in Oxfordshire than nationally, from -26 percentage points in 2019 to -32 percentage points in 2022 (compared to -20 to -23 nationally; see Figure 32).

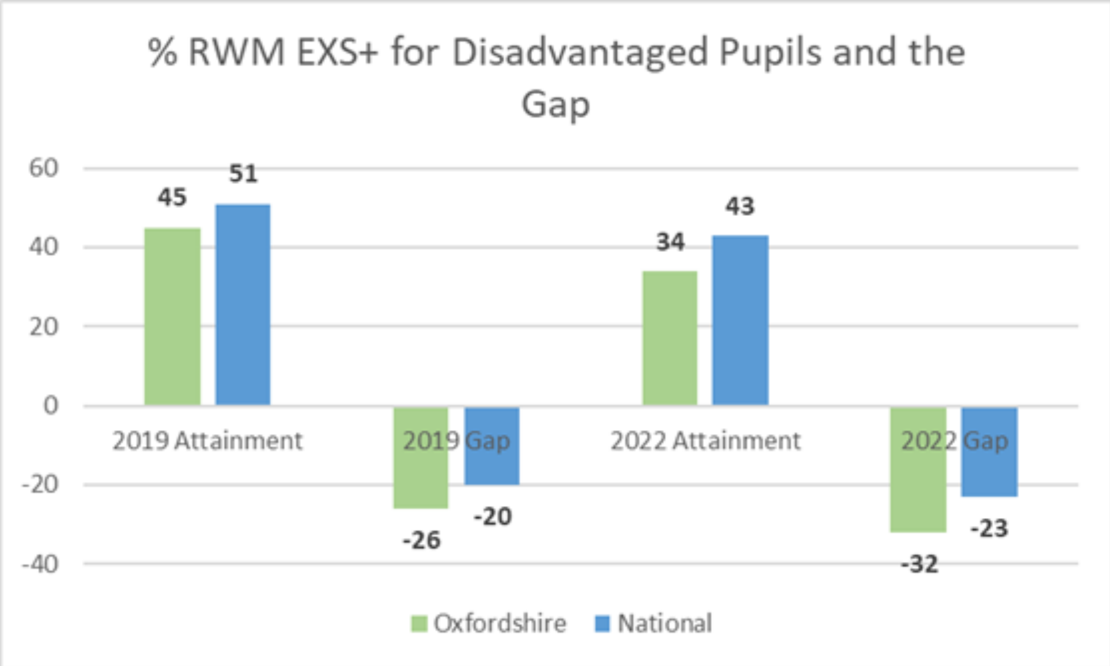



**Figure 32:** Percentage of disadvantaged pupils achieving at least the expected standard in RWM combined, alongside the disadvantage gap, in 2019 and 2022

Looking by locality (see Figure 33), five localities were below the statistical neighbour average (35%) in 2022 for the percentage of pupils eligible for FSM working at the expected standard in RWM: Thame (24%); Wantage and Faringdon (25%); Abingdon (28%); Didcot (30%) and Oxford City (33%).

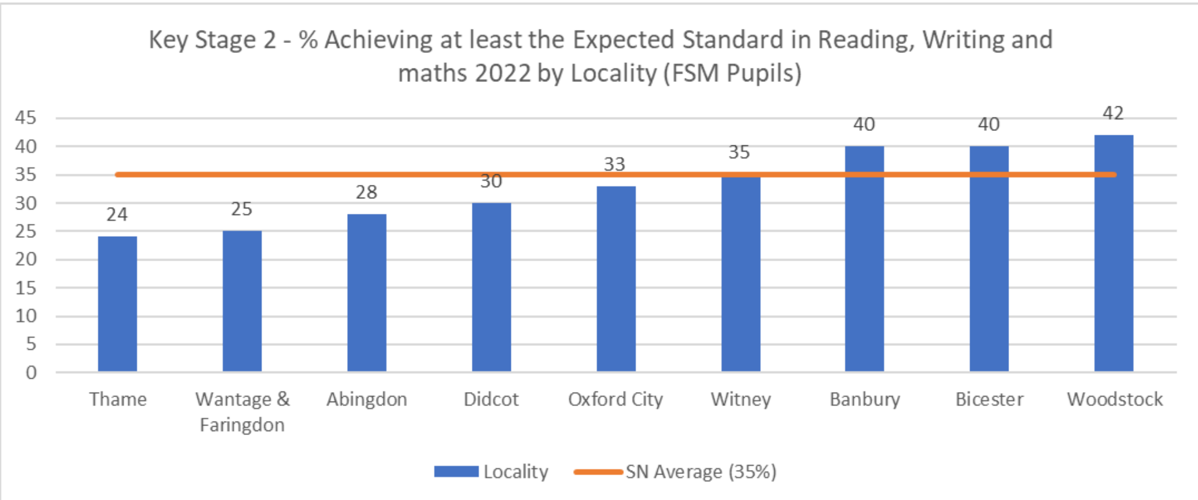



**Figure 33:** Percentage of FSM pupils achieving at least the expected standard in RWM at Key Stage 2 in 2022 by locality

*Key Stage 4*

In 2022, Oxfordshire ranked in the bottom quartile nationally for the average Attainment 8 score of pupils identified as being from disadvantage backgrounds and those who are FSM eligible and ranks 8th out of statistical neighbours. The average point score for disadvantaged pupils fell from 36.7 in 2021 to 34.8 in 2022 in Oxfordshire (see Table 9).

**Table 9:** Attainment 8 average point scores for disadvantaged pupils in Oxfordshire in 2022 compared to statistical neighbours, South East and national

| Headlines – Attainment 8 | Oxfordshire | Statistical Neighbours | South East | National |
|---|---|---|---|---|
| **Disadvantaged pupils** (av point score) | **34.8** | **35.7** | **35.1** | **37.7** |
| Compared to 2021 | 36.7 | 38.7 | 38.0 | 40.3 |
| National Rank (quartile) | 4th (Jt 119th) ← | - | - | - |
| SN Rank (out of 11) | 8th ↑ | - | - | - |

The proportion of pupils achieving grades 5 and above in both English and maths was lower than the national average for pupils receiving FSM (23.8%) and disadvantaged pupils (27.2%) in Oxfordshire. Seven localities fell below the statistical neighbour average (35.7%): Witney (26.8%); Wantage and Faringdon (30.3%); Oxford City (32.3%); Bicester (32.5%); Thame (32.8%); Banbury (33.3%) and Abingdon (34.9%; see Figure 34).

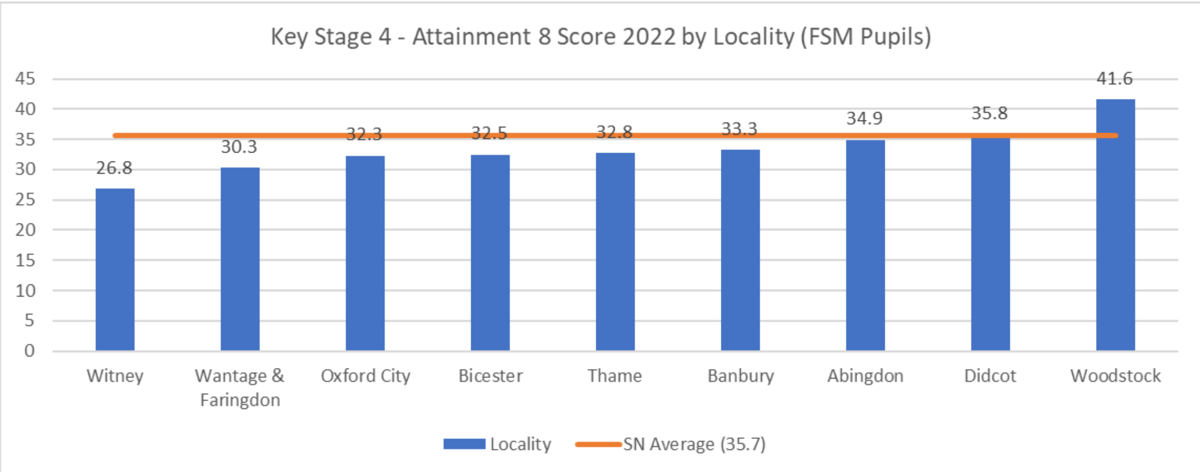



**Figure 34:** Attainment 8 score for FSM pupils at Key Stage 4 in Oxfordshire in 2022 by locality

**Outcomes for pupils with SEND**

*EYFSP*

In 2022, seven per cent (541) of pupils at the end of the EYFS in Oxfordshire were identified at SEN Support (compared to 8% nationally) and, mirroring the national figure, two per cent (117) had an Education, Health and Care Plan (EHCP). The percentage of pupils at SEN Support in Oxfordshire who achieved a good level of development was in line with the national average at 23 per cent and the percentage of pupils at SEN Support who achieved the expected level in communication and language and literacy areas of learning was one percentage point above the national average (27% in comparison to 28%; see Figure 35). However, the percentage of pupils with an EHCP in Oxfordshire achieving a good level of development was one percentage point below the national average at 3 per cent and the percentage achieving the expected level in communication and language and literacy areas of learning (4%) was one percentage point below the national average (5%) and two percentage points below the statistical neighbour and South East averages (both 6%; see Figure 36). This places Oxfordshire in the 2nd quartile nationally.

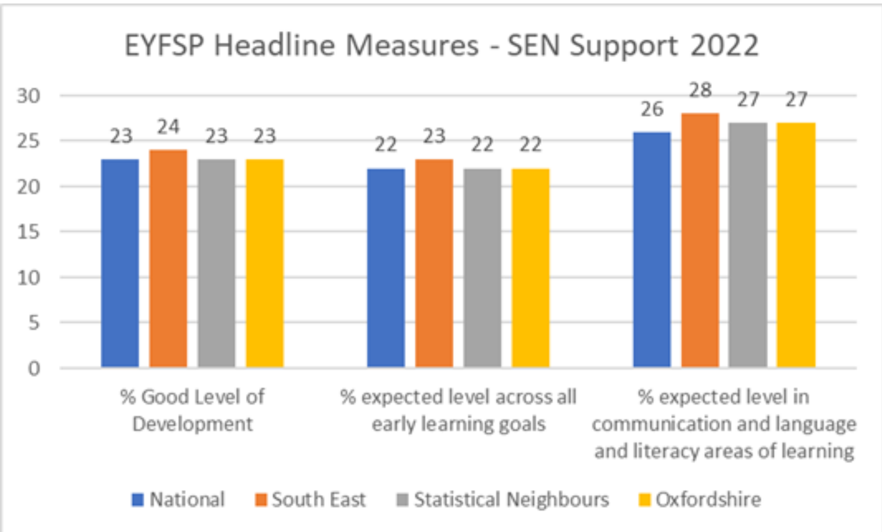



**Figure 35:** EYFSP headline measures for pupils at SEN Support in 2022

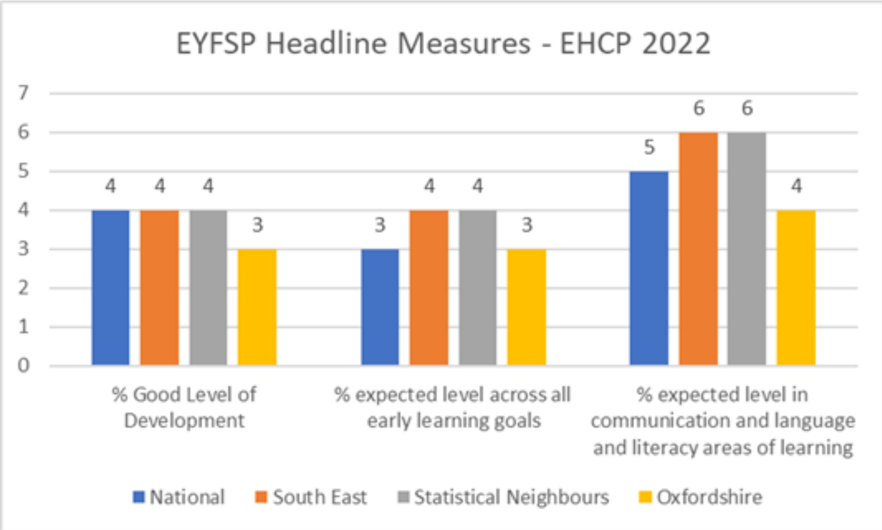



**Figure 36:** EYFSP headline measures for pupils with EHCPs in 2022

*Key Stage 1*

Between 2019 and 2022 the national average for the percentage of pupils identified at SEN Support achieving at least the expected standard in reading and mathematics declined, whereas the percentage achieving at least the expected standard in writing increased. In comparison, in Oxfordshire, while the percentage of pupils identified at SEN Support achieving at least the expected standard in reading remained the same, the percentage achieving at least the expected standard in mathematics increased, whereas the percentage achieving at least the expected standard in writing decreased albeit not by as much as the national average (see Figure 37).

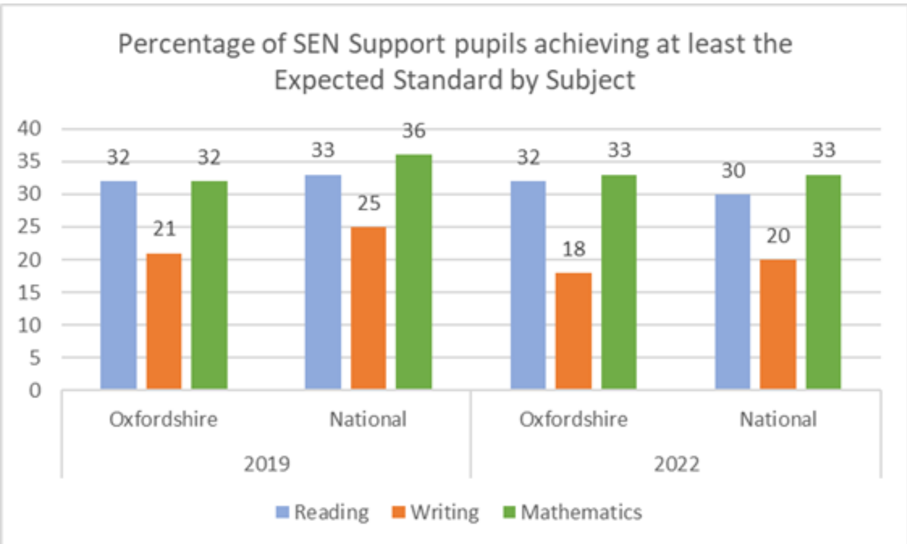



**Figure 37:** Percentage of SEN Support pupils achieving at least the expected standard in reading writing and mathematics in 2019 and 2022

Turning to pupils with an EHCP, whereas the percentage of pupils achieving at least the expected standard in reading and writing decreased and the percentage achieving at least the expected standard in mathematics remained the same nationally between 2019 and 2022, in Oxfordshire the percentage of pupils with EHCPs achieving at least the standard in all subjects increased and exceeded national averages (see Figure 38).

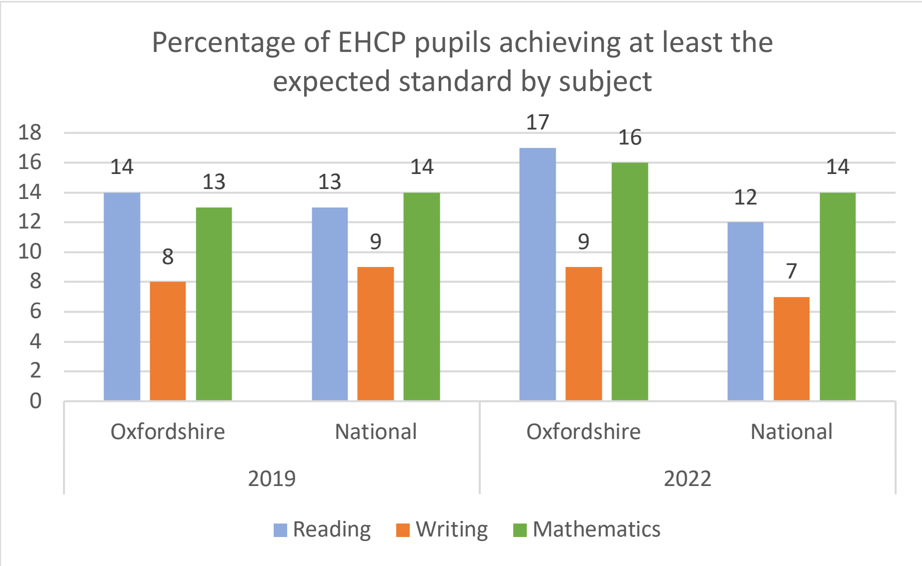



**Figure 38:** Percentage of EHCP pupils achieving at least the expected standard in reading, writing and mathematics in 2019 and 2022

Looking specifically at 2022, 14 per cent (1,077) of pupils at the end of Key Stage 1 in Oxfordshire were identified at SEN Support. This compared to 12 per cent nationally. Thirty-two per cent of pupils identified at SEN Support achieved at least the expected standard in reading. This is two percentage points above national and places Oxfordshire in the 2nd quartile nationally. Eighteen per cent of pupils identified at SEN Support achieved at least the expected standard in writing, this is two percentage points below the national average and places Oxfordshire in the 3rd quartile nationally. In line with the national average, 33 per cent of pupils identified at SEN Support achieved at least the expected standard in mathematics. This places Oxfordshire in the 2nd quartile nationally. The percentage of pupils at SEN Support achieving at least the expected standard in the RWM combined measure was one percentage point below the national average at 16 per cent compared to 17 per cent nationally (see Table 10).

**Table 10:** Percentage of SEN Support pupils achieving at least the expected standard in reading, writing, mathematics and RWM in 2022

| Area | Cohort | % Achieving at least the expected standard | | | |
|---|---|---|---|---|---|
| | | Reading | Writing | Mathematics | RWM* |
| National | - | 30 | 20 | 33 | 17 |
| South East | - | 30 | 18 | 32 | 16 |
| Statistical Neighbours | - | 30 | 18 | 32 | - |
| Oxfordshire | 1,077 | 32 | 18 | 33 | 16 |

In 2022, two per cent (143) of pupils at the end of Key Stage 1 had an EHCP in Oxfordshire. This compares to three per cent nationally. Seventeen per cent of pupils with an EHCP achieved at least the expected standard in reading, five percentage points above the national average. Nine per cent achieved at least the expected standard in writing, two percentage points above national and 16 per cent achieved at least the expected standard in mathematics, two percentage points above national. This places Oxfordshire in the top quartile nationally for reading, writing and mathematics. Eight per cent of pupils with an EHCP in Oxfordshire achieved at least the expected standard in RWM combined, which was one percentage point higher than the national average (7%; see Table 11).

**Table 11:** Percentage of EHCP pupils achieving at least the expected standard in reading, writing, mathematics and RWM in 2022

| Area | Cohort | % Achieving at least the expected standard | | | |
|---|---|---|---|---|---|
| | | Reading | Writing | Mathematics | RWM* |
| National | - | 12 | 7 | 14 | 7 |
| South East | - | 15 | 9 | 17 | 8 |
| Statistical Neighbours | - | 15 | 7 | 16 | - |
| Oxfordshire | 143 | 17 | 9 | 16 | 8 |

*Phonics Year 1*

While the national average for the percentage of pupils at SEN Support working at the expected level in phonics in Year 1 declined nationally between 2019 and 2022, the percentage increased in Oxfordshire, though it remains below the national average (see Figure 39).

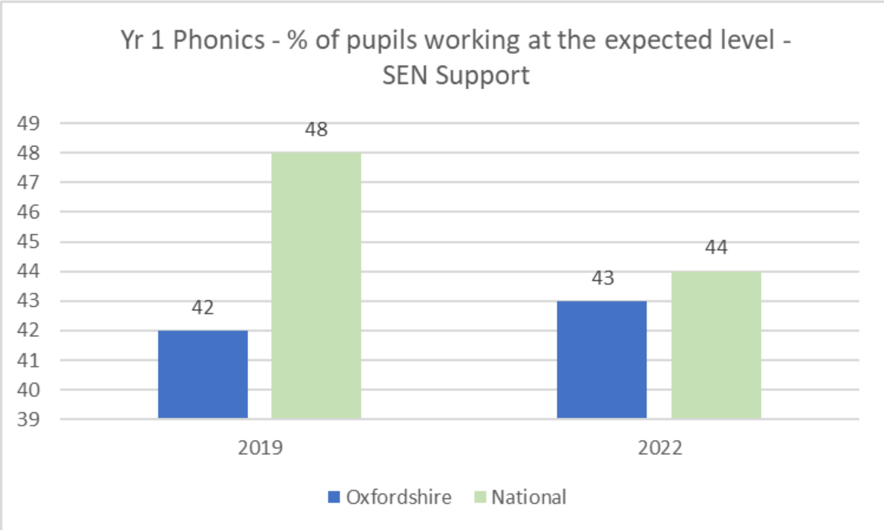



**Figure 39:** Percentage of SEN Support pupils working at the expected level in Year 1 phonics in 2019 and 2022

The percentage of pupils with EHCPs working at the expected level in phonics in Year 1 remained stable nationally between 2019 and 2022, whereas the percentage decreased in Oxfordshire, resulting in Oxfordshire dropping from being in-line with the national average to below the national average (see Figure 40).

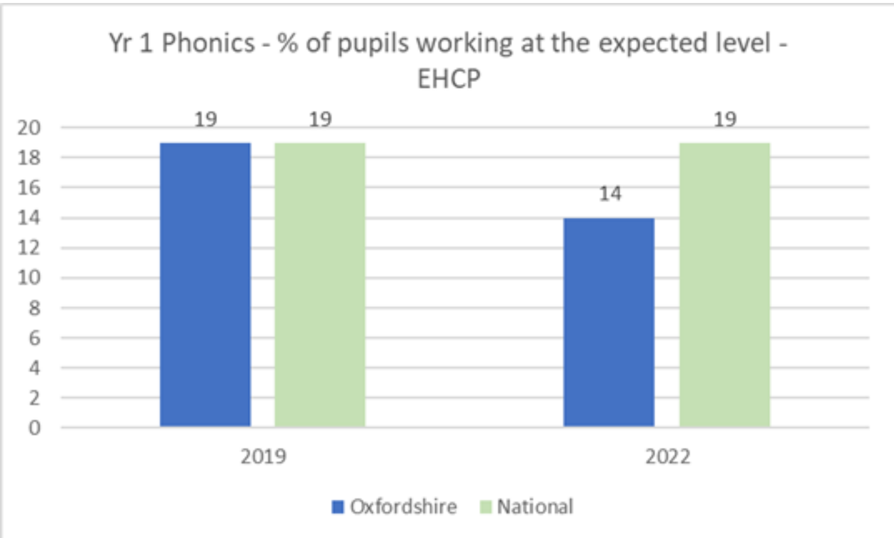



**Figure 40:** Percentage of EHCP pupils working at the expected level in Year 1 phonics in 2019 and 2022

In 2022, 18 per cent (850) of pupils completing the Year 1 phonics check were identified at SEN Support. This compares to 11 per cent nationally. Forty-three per cent of Year 1 SEN Support pupils in Oxfordshire were working at the expected level in 2022. This is one percentage point below national (44%) and places Oxfordshire in the 3rd quartile nationally.

Three per cent (213) of pupils completing the Year 1 phonics check in 2022 had an EHCP in Oxfordshire. This compares to three per cent nationally. Fourteen per cent of Year 1 pupils with an EHCP in Oxfordshire were working at the expected level, five percentage points below the national average. This again placed Oxfordshire in the 3rd quartile nationally.

*Phonics Year 2*

Both the national and local averages for the percentage of pupils at SEN Support working at the expected level in phonics at the end of Year 2 declined between 2019 and 2022. Where in 2019 the percentage of pupils at SEN Support working at the expected level was one percentage point below the national average, in 2022 it was one percentage point above the national average (see Figure 41).

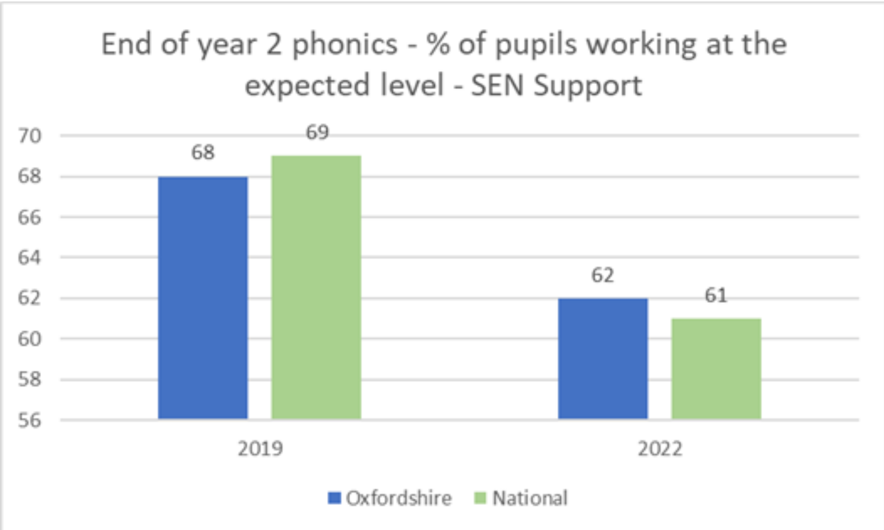



**Figure 41:** Percentage of SEN Support pupils working at the expected level in phonics at the end of Year 2 in 2019 and 2022

While the percentage of pupils with EHCPs working at the expected level in phonics at the end of Year 2 declined nationally between 2019 and 2022, the percentage increased in Oxfordshire from 25 per cent to 34 per cent (see Figure 42).

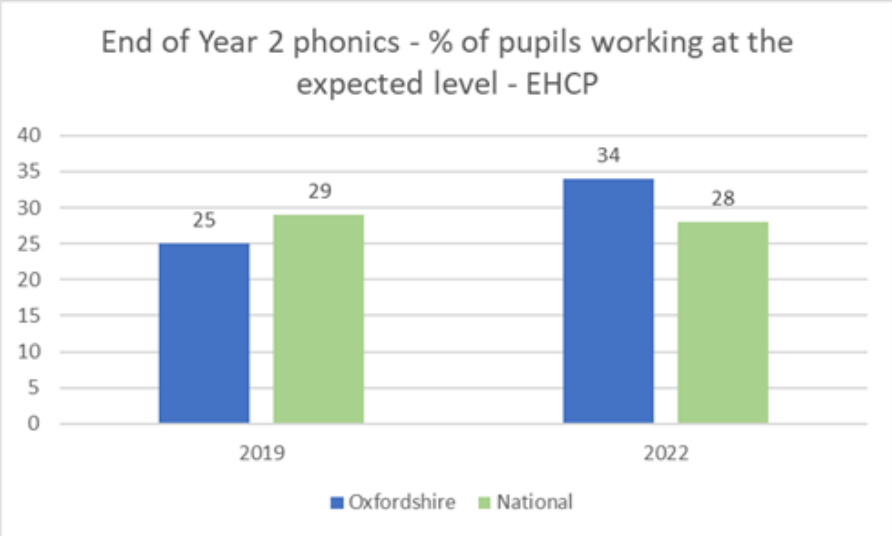



**Figure 42:** Percentage of EHCP pupils working at the expected level in phonics at the end of Year 2 in 2019 and 2022

In 2022, 62 per cent of pupils identified at SEN Support in Oxfordshire were working at the expected level in phonics at the end of Year 2. This places Oxfordshire in the 2nd quartile nationally (see Table 12).

**Table 12:** Percentage of SEN Support pupils working at the expected level in phonics in Year 1 and at the end of Year 2 in 2022

| Area | % Working at the Expected Level | | | |
|---|---|---|---|---|
| | Yr 1 Cohort | % Year 1 | End of Year 2 cohort | % End of Year 2 |
| National | - | 44 | - | 61 |
| South East | - | 42 | - | 60 |
| Statistical Neighbours | - | 42 | - | 60 |
| Oxfordshire | 850 | 43 | 1075 | 62 |

Thirty-four per cent of pupils with an EHCP in Oxfordshire were working at the expected level in phonics at the end of Year 2, six percentage points above the national average. This places Oxfordshire in the top quartile nationally (see Table 13).

**Table 13:** Percentage of EHCP pupils working at the expected level in phonics in Year 1 and at the end of Year 2 in 2022

| Area | % Working at the Expected Level | | | |
|---|---|---|---|---|
| | Yr 1 Cohort | % Year 1 | End of Year 2 cohort | % End of Year 2 |
| National | - | 19 | - | 28 |
| South East | - | 19 | - | 31 |
| Statistical Neighbours | - | 20 | - | 30 |
| Oxfordshire | 213 | 14 | 218 | 34 |

*Key Stage 2*

Between 2019 and 2022, the percentage of pupils at SEN Support and with an EHCP reaching the expected standard in RWM declined both nationally and in Oxfordshire. While the percentage of pupils at SEN Support reaching the expected standard in RWM in Oxfordshire was lower than the national figure in both 2019 and 2022, the percentage of pupils with an EHCP reaching the expected standard was higher than the national figure in both 2019 and 2022 (see Figure 43).

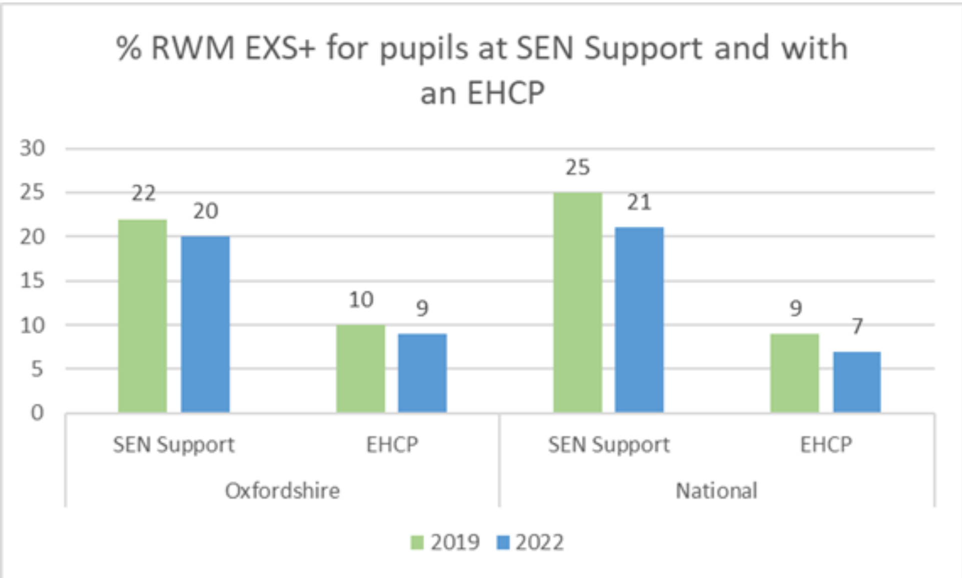



**Figure 43:** Percentage of SEN Support pupils and pupils with EHCPs achieving the expected standard in RWM in 2019 and 2022

In 2022, 19 per cent (1,461) of pupils at the end of Key Stage 2 in Oxfordshire were at SEN Support compared to 15 per cent nationally. Four per cent (319) of pupils in Oxfordshire had an EHCP compared to 4 per cent nationally. Twenty per cent of pupils at SEN Support reached the expected standard in RWM combined, compared with 21 per cent of SEN Support pupils nationally (see Table 14).

**Table 14:** Percentage of SEN Support pupils achieving at least the expected standard in reading, writing, mathematics and RWM in 2022

| School | Cohort | % Achieving at least the expected standard | | | |
|---|---|---|---|---|---|
| | | Reading | Writing | Maths | RWM |
| National | - | 44 | 30 | 40 | 21 |
| South East | - | 44 | 30 | 39 | 20 |
| Statistical Neighbours | - | 44 | 29 | 40 | 19 |
| Oxfordshire | 1,461 | 45 | 31 | 38 | 20 |

Nine per cent of pupils with an EHCP reached the expected standard in RWM combined, compared with seven per cent of pupils with an EHCP nationally (see Table 15).

**Table 15:** Percentage of EHCP pupils achieving at least the expected standard in reading, writing, mathematics and RWM in 2022

| School | Cohort | % Achieving at least the expected standard | | | |
|---|---|---|---|---|---|
| | | Reading | Writing | Maths | RWM |
| National | - | 16 | 11 | 15 | 7 |
| South East | - | 18 | 11 | 16 | 8 |
| Statistical Neighbours | - | 18 | 11 | 17 | 8 |
| Oxfordshire | 319 | 19 | 12 | 17 | 9 |

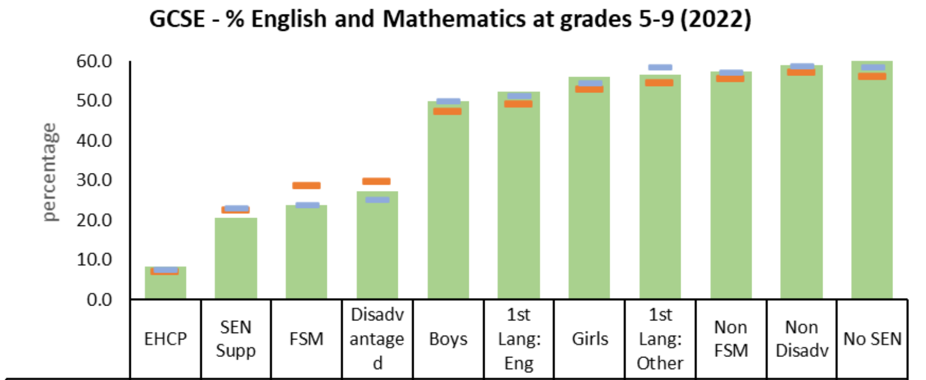
*Key Stage 4*

At Key Stage 4, the Attainment 8 average point score for pupils identified at SEN Support increased between 2021 and 2022. In comparison, the Attainment 8 average point score for pupils with an EHCP in Oxfordshire decreased between 2021 and 2022 from 14.9 to 14.1. This said, Oxfordshire ranks in the 3$^{rd}$ quartile and 10$^{th}$ out of 11 statistical neighbours for both pupils identified at SEN Support and pupils with an EHCP (see Table 16).

**Table 16:** Headline Attainment 8 figures for SEN Support pupils and pupils with EHCPs in 2022

| Headlines – Attainment 8 | Oxfordshire | Statistical Neighbours | South East | National |
|---|---|---|---|---|
| **EHCP (av point score)** | **14.1** | **16.5** | **14.7** | **14.3** |
| Compared to 2021 | 14.9 | 17.2 | 16.8 | 15.7 |
| National Rank (quartile) | 3rd (Jt 79th) ↓ | - | - | - |
| SN Rank (out of 11) | 10th ↓ | - | - | - |
| **SEN support (av point score)** | **33.2** | **37.9** | **35.2** | **34.9** |
| Compared to 2021 | 32.6 | 40.0 | 36.5 | 36.4 |
| National rank (quartile) | 3rd (96th) ↑ | - | - | - |
| SN Rank (out of 11) | 10th ↑ | - | - | - |

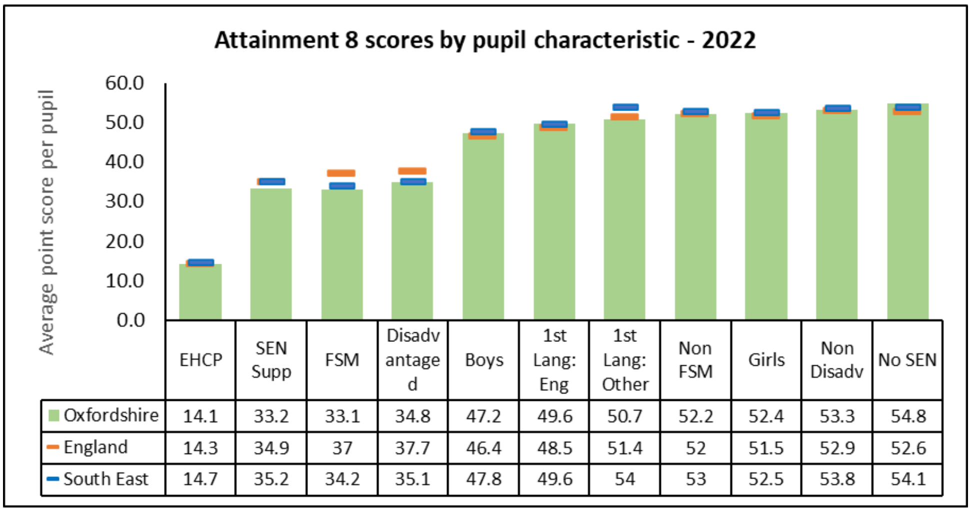
In 2022, the percentage of pupils achieving grades 5 and above in both English and mathematics was lower than the national average for pupils at SEN Support (20.6%), whereas the percentage of pupils with an EHCP achieving grades 5 and above in both English and mathematics was higher than the national average (see Figure 44).




| | EHCP | SEN Supp | FSM | Disadvantaged | Boys | 1st Lang: Eng | Girls | 1st Lang: Other | Non FSM | Non Disadv | No SEN |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Oxfordshire | 8.2 | 20.6 | 23.8 | 27.2 | 49.9 | 52.4 | 56.1 | 56.6 | 57.3 | 58.9 | 61.3 |
| England | 7.0 | 22.5 | 28.5 | 29.7 | 47.2 | 49.2 | 52.8 | 54.4 | 55.6 | 57.2 | 56.0 |
| South East | 7.4 | 23.1 | 23.9 | 25.2 | 49.8 | 51.3 | 54.5 | 58.4 | 57.2 | 58.6 | 58.5 |

**Figure 44:** Percentage of pupils achieving grades 5 and above in both English and mathematics in 2022 by characteristics groups

Figure 44 shows that Pupils at SEN Support, FSM pupils and disadvantaged pupils are the characteristics groups where the percentage of pupils achieving grades 5 and above in both English and mathematics is lower than the national average. When it comes to the average Attainment 8 score, Figure 45 illustrates that pupils with an EHCP, pupils at SEN Support, FSM pupils, disadvantaged pupils and English as an Additional Language (EAL) pupils are the characteristics groups where the average Attainment 8 score in Oxfordshire is below the national average.



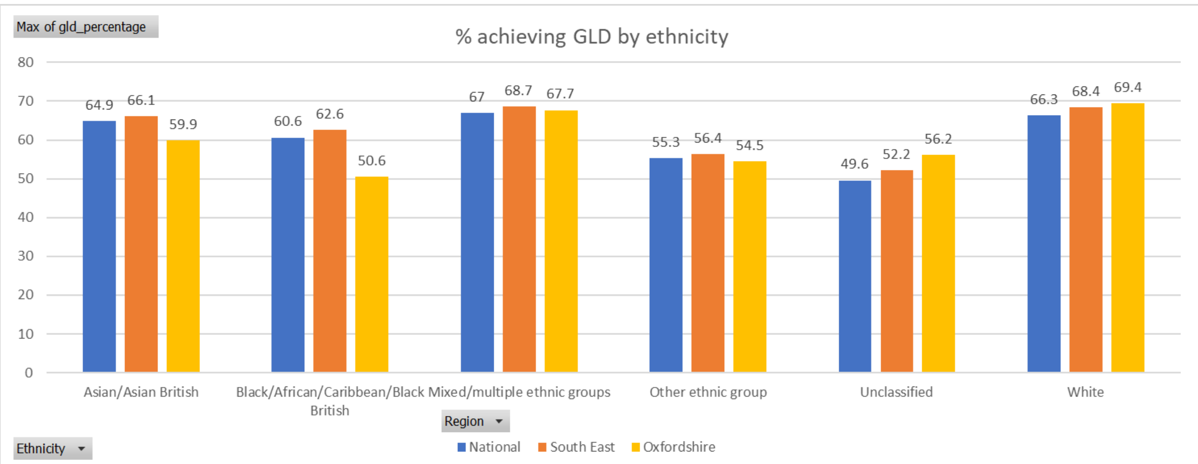

| | EHCP | SEN Supp | FSM | Disadvantaged | Boys | 1st Lang: Eng | 1st Lang: Other | Non FSM | Girls | Non Disadv | No SEN |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Oxfordshire | 14.1 | 33.2 | 33.1 | 34.8 | 47.2 | 49.6 | 50.7 | 52.2 | 52.4 | 53.3 | 54.8 |
| England | 14.3 | 34.9 | 37 | 37.7 | 46.4 | 48.5 | 51.4 | 52 | 51.5 | 52.9 | 52.6 |
| South East | 14.7 | 35.2 | 34.2 | 35.1 | 47.8 | 49.6 | 54 | 53 | 52.5 | 53.8 | 54.1 |

**Figure 45:** Average Attainment 8 scores by pupil characteristics in 2022

## Outcomes for pupils from different ethnicities

*EYFSP*

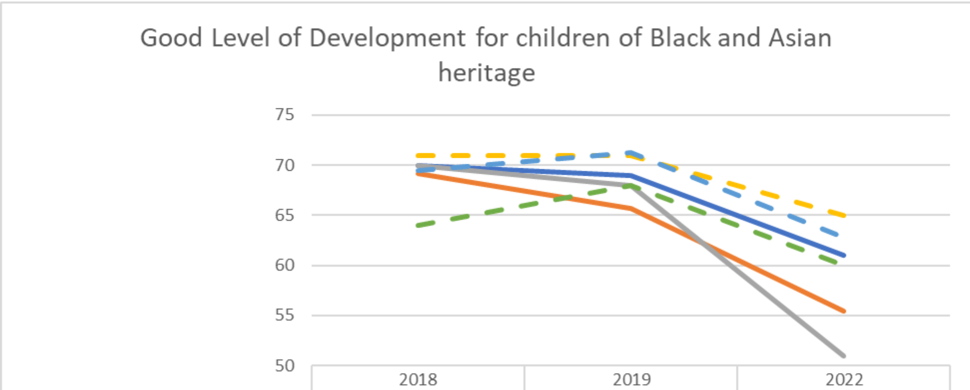
In 2022, the percentage of pupils of Black heritage in Oxfordshire who achieved a good level of development (78 children) was 10 per cent below the national average and 12 per cent below the regional average. The percentage of children of Asian heritage in Oxfordshire who achieved a good level of development (305 children) was five per cent below the national average (see Figure 46). The percentage of children who achieved a good level of development in the Other ethnic group in 2022 was also below the national average.




| Group | 2022 Cohort |
|---|---|
| White | 5702 |
| Mixed/multiple ethnic groups | 589 |
| Asian/Asian British | 509 |
| Black/African/Caribbean/Black British | 154 |
| Other ethnic group | 121 |
| Unclassified | 290 |

**Figure 46:** Percentage of pupils achieving a good level of development by ethnicity in 2022

Figure 47 shows that the percentage of children of Black heritage achieving a good level of development in Oxfordshire decreased between 2018 and 2022 and the decline was steeper than the decline seen nationally and in the statistical neighbour LAs. While the percentage of Asian heritage children achieving a good level of development increased between 2018 and 2019, it subsequently decreased in 2022 (see Figure 47).

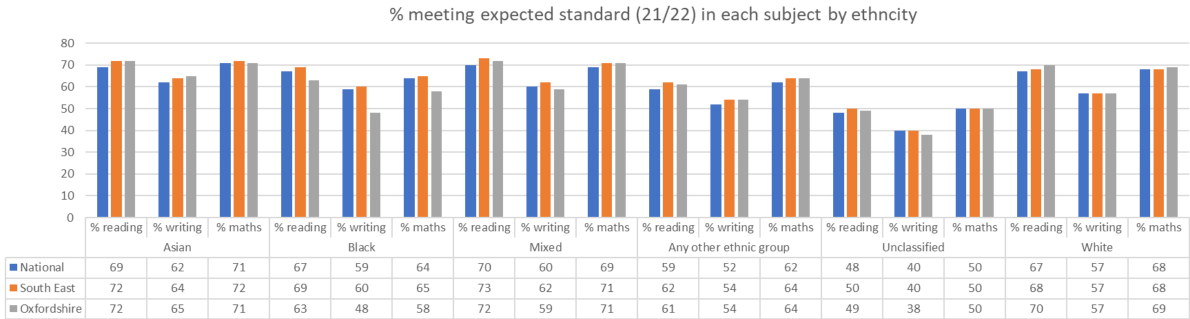



| | 2018 | 2019 | 2022 |
|---|---|---|---|
| Black National | 70 | 69 | 61 |
| Black Statistical Neighbour | 69 | 66 | 55 |
| Black Oxfordshire | 70 | 68 | 51 |
| Asian National | 71 | 71 | 65 |
| Asian Statistical Neighbour | 70 | 71 | 63 |
| Asian Oxfordshire | 64 | 68 | 60 |

**Figure 47:** Percentage of pupils of Black heritage and Asian heritage achieving a good level of development in the EYFSP in 2022

*Key Stage 1*

In 2022, performance was generally at or above the national average in each subject. However, pupils of Black heritage in all areas (reading, writing and mathematics) performed below the national average. This pupil group were 11 percentage points below the national average in writing. The percentage of pupils of Mixed heritage (567) achieving the national average in writing was below the national average. Pupils whose ethnicity was not reported (223 children in Oxfordshire) had low scores generally, and for these children in writing only 38 per cent achieved the expected standard, which was two per cent below the national average (see Figure 48).

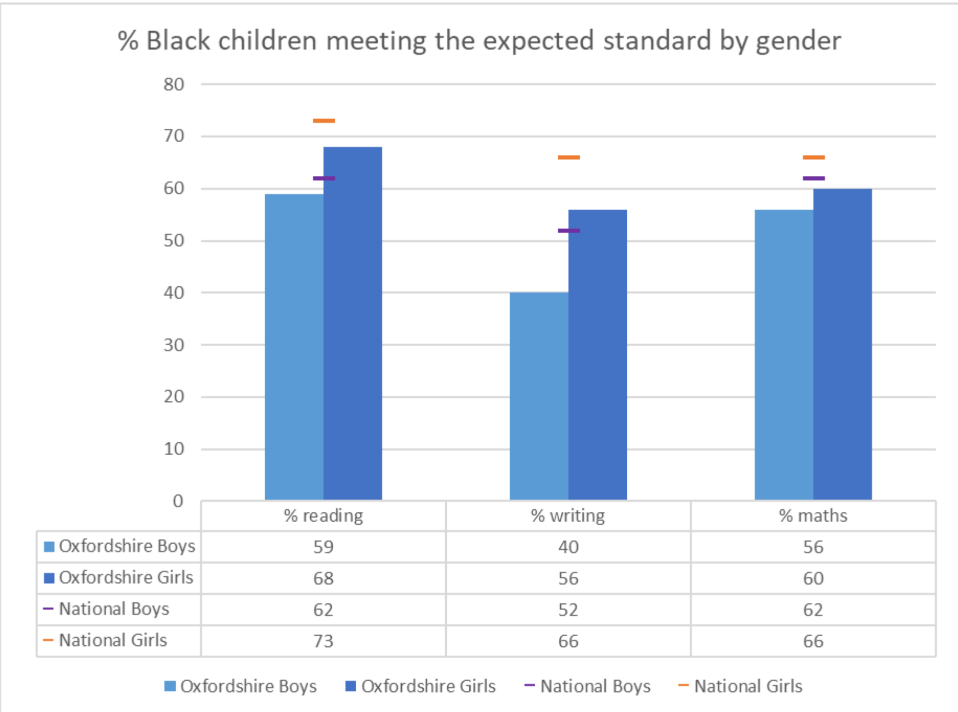



| | Asian % reading | Asian % writing | Asian % maths | Black % reading | Black % writing | Black % maths | Mixed % reading | Mixed % writing | Mixed % maths | Any other ethnic group % reading | Any other ethnic group % writing | Any other ethnic group % maths | Unclassified % reading | Unclassified % writing | Unclassified % maths | White % reading | White % writing | White % maths |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| National | 69 | 62 | 71 | 67 | 59 | 64 | 70 | 60 | 69 | 59 | 52 | 62 | 48 | 40 | 50 | 67 | 57 | 68 |
| South East | 72 | 64 | 72 | 69 | 60 | 65 | 73 | 62 | 71 | 62 | 54 | 64 | 50 | 40 | 50 | 68 | 57 | 68 |
| Oxfordshire | 72 | 65 | 71 | 63 | 48 | 58 | 72 | 59 | 71 | 61 | 54 | 64 | 49 | 38 | 50 | 70 | 57 | 69 |

| Group | 2022 Cohort |
|---|---|
| White | 5910 |
| Mixed | 567 |
| Black | 176 |
| Asian | 569 |
| Unclassified | 223 |
| Any other ethnic group | 140 |

**Figure 48:** Percentage of pupils meeting the expected standard in reading, writing and mathematics in 2022 by ethnicity

Further analysis was carried out to examine whether there was any gender component to Black pupil achievement (see Figure 49). Boys of Black heritage achieved lower scores than girls of Black heritage in all areas, a trend that is also seen nationally and regionally (regionally not shown on graph).

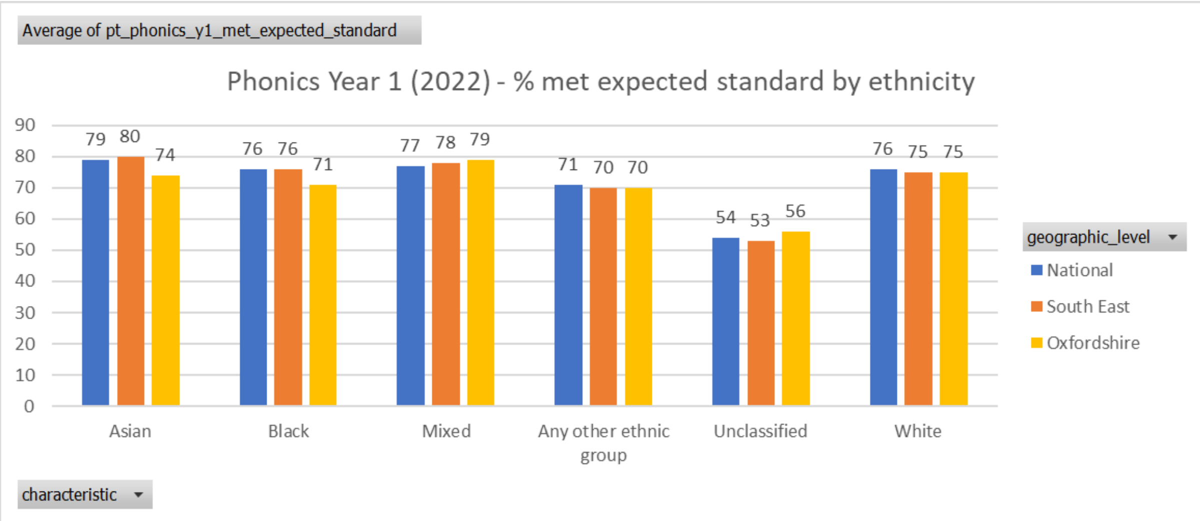



| | % reading | % writing | % maths |
|---|---|---|---|
| Oxfordshire Boys | 59 | 40 | 56 |
| Oxfordshire Girls | 68 | 56 | 60 |
| National Boys | 62 | 52 | 62 |
| National Girls | 73 | 66 | 66 |

**Figure 49:** Percentage of Black boys and girls meeting the expected standard in reading, writing and mathematics

*Phonics Year 1 and Year 2*

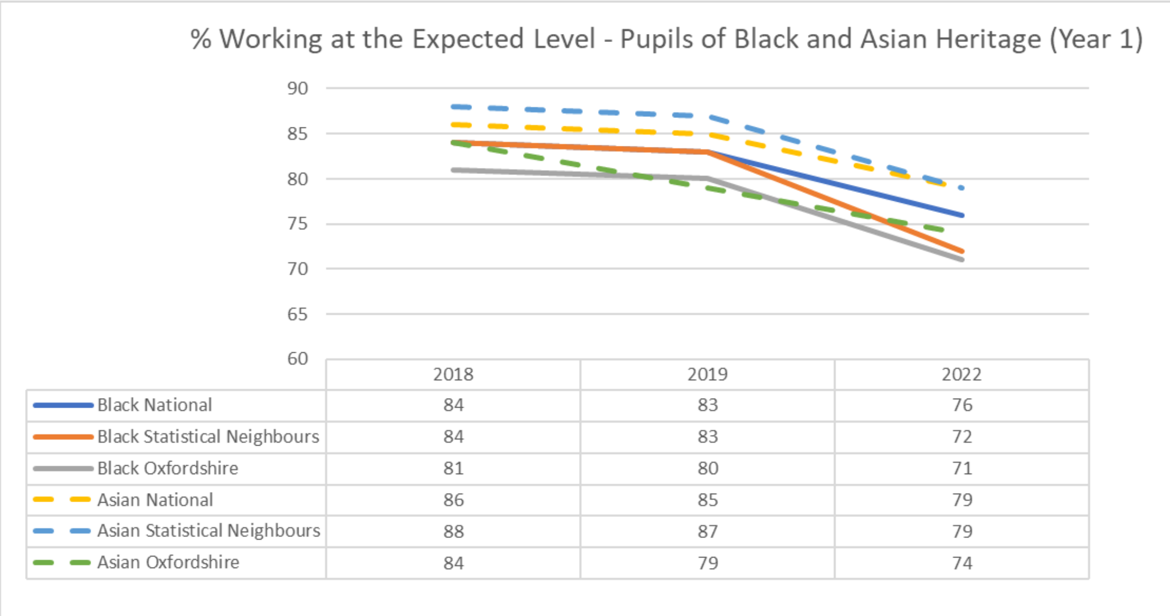
In the Year 1 phonics test, the percentage of pupils of Black heritage that met the expected standard (130 children) in Oxfordshire was five per cent below the national average. The percentage of pupils of Asian heritage that met the expected standard (394 children) was also five per cent below the national average (see Figure 50).




| Group | 2022 Cohort |
|---|---|
| White | 5912 |
| Asian | 529 |
| Mixed | 616 |
| Black | 183 |
| Unclassified | 243 |
| Any other ethnic group | 155 |

**Figure 50:** Percentage of pupils who met the expected standard in Year 1 phonics in 2022 by ethnicity

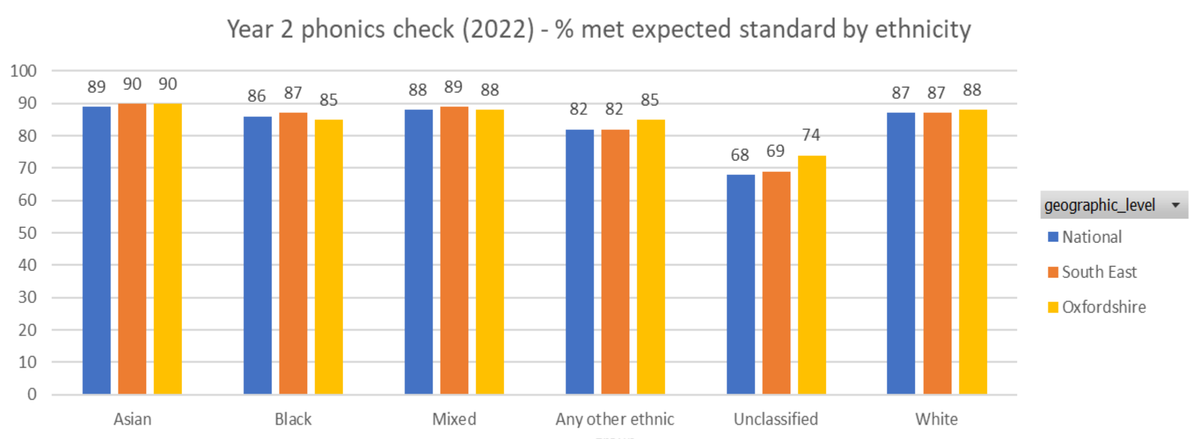
Figure 51 shows that the percentage of pupils of Black heritage working at the expected level in phonics in Year 1 in Oxfordshire decreased between 2018 and 2022. While this decrease was more than the decrease seen nationally, it was not as large as the decrease in the statistical neighbour LAs. A general decline in the percentage of Asian heritage pupils working at the expected level in phonics in Year 1 was also seen nationally, locally and in the statistical neighbour LAs between 2018 and 2022. The smallest decline was in Oxfordshire.




| | 2018 | 2019 | 2022 |
|---|---|---|---|
| Black National | 84 | 83 | 76 |
| Black Statistical Neighbours | 84 | 83 | 72 |
| Black Oxfordshire | 81 | 80 | 71 |
| Asian National | 86 | 85 | 79 |
| Asian Statistical Neighbours | 88 | 87 | 79 |
| Asian Oxfordshire | 84 | 79 | 74 |

**Figure 51:** Percentage of pupils of Black heritage and Asian heritage working at the expected level in Year 1 phonics in 2022

By Year 2, the percentage of Black heritage pupils that met the expected standard was one percentage point below the national average in 2022 (see Figure 52).

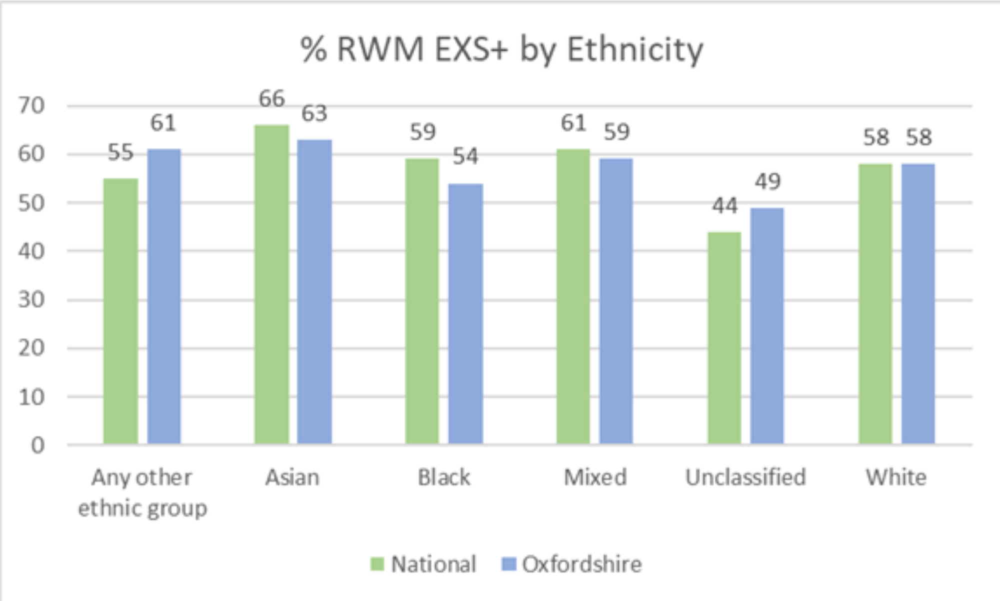



| Group | 2022 Cohort |
|---|---|
| Mixed | 567 |
| White | 5906 |
| Asian | 569 |
| Any other ethnic group | 136 |
| Black | 175 |
| Unclassified | 203 |

**Figure 52:** Percentage of pupils meeting the expected level in the Year 2 phonics check in 2022 by ethnicity

*Key Stage 2*

In 2022, the percentage of pupils of Black heritage achieving at least the expected standard in RWM in Oxfordshire was 54 per cent, five percentage points below the national figure of 59 per cent. The percentage of pupils of Asian heritage achieving at least the expected standard in RWM was 63 per cent compared to 66 per cent nationally. The percentage of pupils of Mixed heritage was 59 per cent compared to 61 per cent nationally (see Figure 53).

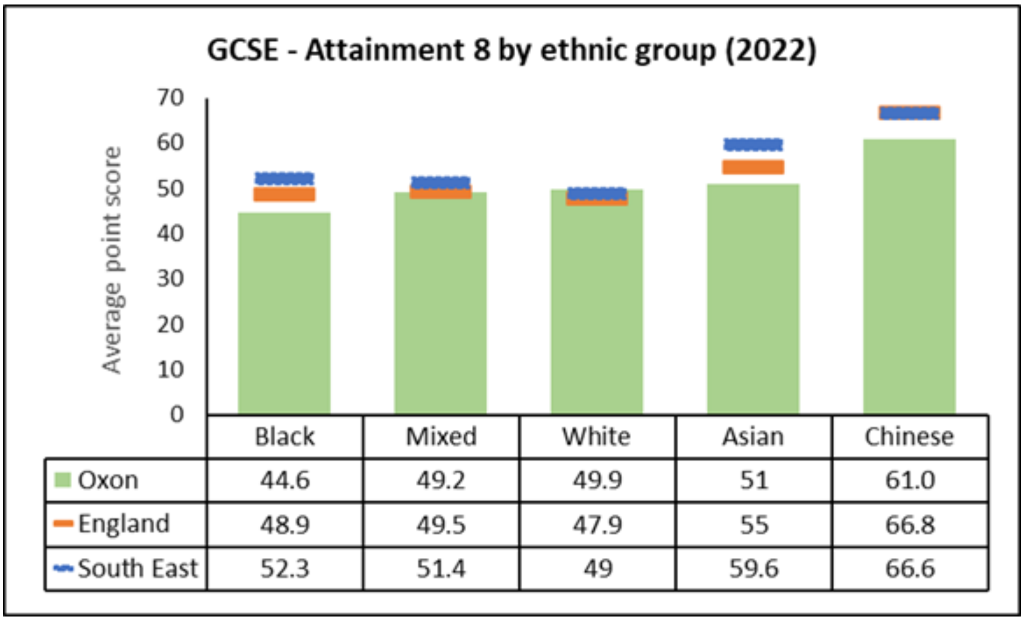



| Group | 2022 Cohort |
|---|---|
| Any other ethnic group | 125 |
| Asian | 520 |
| Black | 216 |
| Mixed | 592 |
| Unclassified | 140 |
| White | 6280 |

**Figure 53:** Percentage of pupils achieving the expected standard in RWM at Key Stage 2 in 2022 by ethnicity

*Key Stage 4*

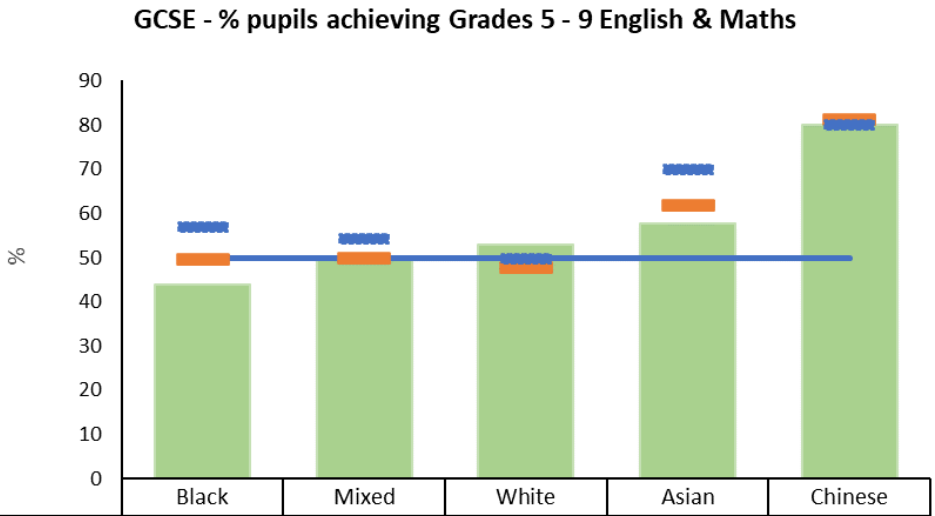
In 2022, within Oxfordshire, pupils from a White background achieved a higher Attainment 8 score than those nationally. Attainment 8 for pupils of Black heritage in Oxfordshire was in the bottom quartile nationally with only 16 LAs reporting a lower score for this pupil group. The Oxfordshire Attainment 8 score for this group is 4.3 points below national. The Oxfordshire cohort is made up of 208 pupils. Oxfordshire is also in the bottom quartile for Attainment 8 scores for pupils of Asian heritage. The Oxfordshire Attainment 8 score for this group is 4.0 points below the national average. The Oxfordshire cohort is made up of 368 pupils. The Attainment 8 score for pupils from a Mixed heritage background was also slightly lower in Oxfordshire than both the national and the South East average. While the Attainment 8 score was highest for Chinese heritage pupils, the Attainment 8 score for this group was lower than both the national and South East Average (see Figure 54).




| | Black | Mixed | White | Asian | Chinese |
|---|---|---|---|---|---|
| Oxon | 44.6 | 49.2 | 49.9 | 51 | 61.0 |
| England | 48.9 | 49.5 | 47.9 | 55 | 66.8 |
| South East | 52.3 | 51.4 | 49 | 59.6 | 66.6 |

**Figure 54:** Attainment 8 score by ethnic group in 2022

Figure 55 shows that in Oxfordshire, pupils identifying as White had a higher Grade 5 – 9 English and maths percentage than the national average for White pupils. All other ethnic groups are below the national average for their comparative ethnic group, but aside from students of Black heritage they are still performing above the overall national average for all ethnicities (blue line in Figure 55). The reason for this is the large national cohort of White pupils reduces the national average.




| | Black | Mixed | White | Asian | Chinese |
|---|---|---|---|---|---|
| Oxfordshire | 43.8 | 50 | 53 | 57.6 | 80 |
| England | 49.6 | 49.9 | 47.8 | 61.9 | 81.4 |
| South East | 56.9 | 54.3 | 49.7 | 69.9 | 80.1 |

The blue line depicts the national average (all ethnicities)

| Group | 2022 Cohort |
|---|---|
| Asian | 368 |
| Black | 208 |
| Chinese | 15 |
| Mixed | 448 |
| Other | 116 |
| Unclassified | 164 |
| White | 5330 |

**Figure 55:** Percentage of pupils achieving grades 5 – 9 in English and mathematics in 2022 by ethnic group

Pupils of Black heritage rank 106th and pupils of Asian heritage rank 108th amongst all LAs (third quartile) whereas pupils from White backgrounds rank 34th amongst all LAs (top quartile).

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**Divisions Affected – All**

**CABINET**

**19 September 2023**

# LGA Peer Review on Communications: Six Month Update

## Report of Performance and Corporate Services Overview & Scrutiny Committee

## RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to —

   a) Agree to respond to the recommendation contained in the body of this report, and

   b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendation, or until it is completed (if earlier).

## REQUIREMENT TO RESPOND

2. In accordance with section 9FE of the Local Government Act 2000, the Performance and Corporate Services Overview & Scrutiny Committee requires that, within two months of the consideration of this report, the Cabinet publish a response to this report and its recommendation.

## INTRODUCTION AND OVERVIEW

3. At its meeting on 28 April 2023 the Performance Overview and Scrutiny Committee considered an update report on the progress of actions arising from the Local Government Association Peer Review on Communications in the six months since it had last gone to Scrutiny.

4. The Committee would like to thank Councillor Glynis Phillips, Cabinet Member for Corporate Services, Susannah Wintersgill, Director of Strategy, Insight, and Communications, Kerry Middleton, Head of Communications, Marketing and Engagement for preparing and introducing the report, and for attending to answer questions.

## SUMMARY

5. Cllr Phillips introduced the report, which was an update on progress made against the recommendations made in the LGA Peer Review on Communications and also on the observations made by the Committee when it had originally been considered in September 2022. The report set out the action plan relating to the LGA's seven recommendations and the progress made to date.

6. In response to the presentation the Committee raised multiple topicsfor discussion. These included the practical impacts of the LGA's recommendations around meetings between the Leader and Director of Communications, the relationship between communications and politics, maximising the utility of the Council's website, and the challenges of disinformation.

7. The Committee makes one formal recommendation concerning meetings between the Leader and Director of Communications, and two observations relating to the political dimension of the communications and the utility of the Council's website.

## OBSERVATIONS

8. One of the LGA's observations in its original report was that there was 'sometimes insufficient political awareness among officers'. During discussion at the Committee this was interpreted differently across members, with some interpreting it as meaning that communications were imbalanced in favour of the administration and others taking the view endorsed by the LGA report, that it was the fundamental job of the communications function to be facilitating the priorities and objectives of the Council once political decisions had been made. Given the split within the Committee it is hard to make a representative comment on the performance of the communications team in delivering a politically neutral service. There is, however, a point on which the Committee can speak with much greater unity.

9. There exists, as codified within the Officers' Code of Conduct in the Constitution, a very sensitive balance of responsibilities for officers. This states that they must 'serve the Council as a whole. It follows you must serve all members and not just those of any single political group, and must ensure that the individual rights of all members are respected'. At the same time they are told 'Your role is to serve the Council in delivering services to the local community, providing advice and implementing its policies.' Where there is a politically contentious policy there is a tension between being effective at implementing that policy and still being seen to serve the entire Council, rather than just a particular group or groups who back that policy. The way that communications are managed within a political environment has political consequences, meaning that the communications team are faced with this tension more acutely than most.

10. The LGA's recommendation was for political awareness training, which has been delivered to the relevant officers. This output, the completion of training is, however, a one-and-done solution to what is inevitably an ongoing challenge. Evidently the training is designed to equip officers to manage the balancing act into the future but it is important to recognise that the training is the enabling step towards the outcome, and not the outcome itself. Training is necessary - but not sufficient - to ensure fair delivery of communications and the Council must remain vigilant in monitoring how well this balance is being delivered and remain open to good-faith challenge.

**Observation 1: Political awareness training is not on its own sufficient to manage the delivery of corporate communications in a politically balanced way, and the Council must not think that because the LGA's recommendation has been fully completed that the issue is 'closed'.**

11. During discussion of the Council's website, a comment was made which provides an interesting insight into the Council's perspective on the function of its website. That insight was that the website is run primarily by the ICT department. This suggests that, historically at least, the website has been viewed as a technical tool to allow transactions first and foremost. However, for many, many people the Council's website is either the only way it engages with the Council, or the first. As such, it is also a crucial tool for communications with residents, service users and businesses and not simply a forum to enable transactions. The Committee is pleased to hear that there is significantly closer joint working between the ICT and communications teams regarding the website. Nevertheless, ultimate ownership by ICT rather than communications indicates that, incremental improvements by joint-working notwithstanding, the nature of the website will remain more transactional than engaging. There is greater potential utility to be wrought by making the website primarily a tool for communication rather than transaction.

**Observation 2: Notwithstanding recent incremental improvements by joint-working, the Council's website remains largely transactional in nature. This under-utilises its potential, which would be more fully realised by it being seen and treated as primarily a communications tool and run by the communications team.**

## RECOMMENDATION

12. One of the recommendations of the LGA report was that the Council should 'establish a close working relationship between the leader and the director and head of communications to ensure understanding, delivery and communication of key priorities.' The Council has worked to achieve this with the update report stating 'A regular timetable of fortnightly communications planning and review meetings between the leader and the director of communications is in place.' The Council has, therefore, followed through on the advice given to it in the peer review.

13. The Committee does, however, query whether the structure being recommended by the LGA is more suited to when one political group (or even better, party) forms the administration. In a situation such as the Council's, with a multi-group alliance, there is a challenge of ensuring political balance not only between administration and opposition, but within the administration itself. In this instance there is an imbalance in access to, the understanding drawn from, and influence over these meetings between the two groups forming the administration. If these meetings are of sufficient importance as to be included as part of the LGA's recommendations the Committee suggests that they are sufficiently important to require equal treatment of both sides of the administration. It is important to be clear that the Committee makes no comment about the workings of the current system and whether any unfairness has arisen; that is not the point. The point is that the Council should not be relying on political generosity or fair play to maintain fairness when there is a structural solution which would negate any reliance on that entirely. As such, the Committee's view is that the Deputy Leader, as the representative of the second political group in the alliance, should also be invited to participate in the fortnightly meetings between the Leader and Director of Communications.

**Recommendation 1: That the Deputy Leader is invited to participate in the fortnightly meetings between the Leader and Director of Communications**

## FURTHER CONSIDERATION

14. The Committee has requested that it be kept updated on progress against the action plan in the 2023/24 civic year.

## LEGAL IMPLICATIONS

15. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.'

16. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley
Director of Law and Governance

| | |
|---|---|
| Annex: | Pro-forma Response Template |
| Background papers: | None |
| Other Documents: | None |

Contact Officer: Tom Hudson
Scrutiny Manager
tom.hudson@oxfordshire.gov.uk
Tel: 07519 667976

September 2023

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# Overview & Scrutiny Recommendation Response Pro forma

*Under section 9FE of the Local Government Act 2000, Overview and Scrutiny Committees must require the Cabinet or local authority to respond to a report or recommendations made thereto by an Overview and Scrutiny Committee. Such a response must be provided within two months from the date on which it is requested[1] and, if the report or recommendations in questions were published, the response also must be so.*

*This template provides a structure which respondents are encouraged to use. However, respondents are welcome to depart from the suggested structure provided the same information is included in a response. The usual way to publish a response is to include it in the agenda of a meeting of the body to which the report or recommendations were addressed.*

## Issue: LGA Peer Review on Communications (six month update)

**Lead Cabinet Member(s): Cllr Glynis Phillips, Cabinet Member for Corporate Services**

**Date response requested:[2] 19 September 2023**



## Response to report:
*Enter text here.*

## Response to recommendations:

| Recommendation | Accepted, rejected or partially accepted | Proposed action (if different to that recommended) and indicative timescale (unless rejected) |
|---|---|---|
| **That the Deputy Leader is invited to participate in the fortnightly meetings** | | |

[1] Date of the meeting at which report/recommendations were received
[2] Date of the meeting at which report/recommendations were received

**Addendum 1**

# Overview & Scrutiny Recommendation Response Pro forma

| | | |
|---|---|---|
| **between the Leader and Director of Communications** | | |

**Divisions Affected – All**

# CABINET

## 19 September 2023

## Consultation and Engagement Strategy

## Report of Performance and Corporate Services Overview & Scrutiny Committee

## RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to —

   a) Agree to respond to the recommendations contained in the body of this report, and

   b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendations, or until they are completed (if earlier).

## REQUIREMENT TO RESPOND

2. In accordance with section 9FE of the Local Government Act 2000, the Performance and Corporate Services Overview & Scrutiny Committee requires that, within two months of the consideration of this report, the Cabinet publish a response to this report and its recommendations.

## INTRODUCTION AND OVERVIEW

3. The Performance Overview and Scrutiny Committee considered a report on the Council's Consultation and Engagement Strategy at its meeting on 28 April 2023.

4. The Committee would like to thank Councillor Glynis Phillips, Cabinet Member for Corporate Services, Susannah Wintersgill, Director of Strategy, Insight, and Communications, Kerry Middleton, Head of Communications, Marketing and Engagement, and Carole Stow, Consultation and Engagement Manager for preparing and introducing the report, and for attending to answer questions.

## SUMMARY

5. Glynis Phillips, Cabinet portfolio holder for Corporate Services introduced the report. The Consultation and Engagement Strategy has two key aims: 1) to engage with and listen to residents and other partners in a more active and inclusive way. This includes listening to what residents value most, involving them in conversations about the things that affect them, and then using that feedback to help shape or improve services, and 2) to widen the council's reach so that it listens to diverse communities and audiences. This includes those whose voices are seldom heard, such as young people and the digitally excluded. The Council's activity in delivering these aims were being pursued under three headings – i) building the right foundations, ii) enabling two-way conversations, and iii) expanding the Council's reach and being inclusive, for which the specific actions taken were detailed in the report.

6. In response to the presentation the Committee addressed the following issues for further discussion: the levels and mechanisms of support for teams across the Council to implement the Strategy's approach, how key priorities for residents were being identified, the degree of reach achieved by different communications and engagement media, and specific issues around the Let's Talk platform.

7. The Committee makes three formal recommendations around political ownership of consultation and engagement, broadening engagement through partnership-working and commitment to diversity by design principles, and further ways to leverage Let's Talk's success. It also wishes to highlight some general observations around what the blockers are in regards to achieving the Strategy's aims.

## OBSERVATIONS

8. As referenced above, whilst the Committee fully supports the Council's stated aims for the Consultation and Engagement Strategy it wishes to share its concerns over some current practices which might get in the way of their fulfilment.

9. The most lengthy discussion was held over the volume of consultations. At first glance, it would be natural to assume that if the Council wishes to engage and consult more with its residents then it would need to be engaging in more consultation. This is not, however, the case. Indeed, trying to do too much consultation and engagement can lead to a more limited breadth of respondees. The more consultations there are, the greater the burden is for residents to be able to acquaint themselves with the issues to be able to make informed comment on proposals. For many residents time is pressured; for those groups whose views are seldom heard reading through consultation documents may well be a luxury which they cannot afford. Further to this, the more consultation and engagement available, the more difficult it is for any individual to sift out what is relevant to them and what is not. Again, this is liable to impact most negatively on those who already struggle to engage with

the Council. When it comes to communications and engagement, more is not necessarily better.

10. The Committee is pleased that there does appear to be a strong recognition of this fact, that how the Council engages and communicates is the key to broadening and increasing the level of engagement, not the volume available. That ‘how’ also happens to be the more challenging and complicated aspect. Over time it is easy to fall back into the ‘more is better’ mindset and the Committee seeks, therefore, to reiterate this risk and encourage ongoing vigilance.

**Observation 1: To achieve meaningful, representative engagement the Council must continue to focus on how it undertakes communication and engagement rather than the volume.**

11. Finally, and again linked to the point made above, the Committee feels that at present there is too little understanding by those consulted with on what consultation is and what members of the public can reasonably expect the outcomes to be. This is, the Committee recognises, challenging because different forms of communications and engagement have different roles, from learning people’s views to explaining a determined policy. When it comes to consultation, informing policy is not the same as determining policy; members of the public’s views are sought to provide information, experience and perspective on an issue, but it is ultimately the decision of democratically-elected officials to weigh the responses to determine the optimal policy. Some recent reactions to Council decisions have suggested that there is some way to go in communicating this, and that expectation amongst some parts of the public at least are that the Council’s consultation exercises are really more akin to referenda. The Committee expects that investing further effort into setting expectations around consultation outcomes will prove beneficial in terms of the tone of ongoing public engagement.

**Observation 2: That further investment in setting public expectations about the outcomes of engagement and consultation will be beneficial.**

## RECOMMENDATIONS

12. The Committee recognises that the Council relies on communications throughout its policy-making process. Communications help identify what local priorities are, which helps direct policy. Consultation and engagement form part of the policy-development process and provide feedback on potential policy proposals. When policies are agreed, communications often form a core plank in the delivery of that policy. So crucial is the working relationship between policy-setters and the communications function that one of the recommendations from the LGA peer review of communications at the Council was that there needs to be closer integration between the Leader and the Director of Communications.

13. A corollary of communications being so entwined with policy development, setting and delivery is that it forms more than an enabling function, and the further it moves away from this and towards what the Council actually 'does' the greater the requirement for political accountability over the way communications are delivered. This accountability has been achieved recently, with the Cabinet being asked to approve a Communications and Engagement Strategy for proposals around Oxford United Football Club, but this has not always been the case, even where proposals for consultation or engagement have been controversial. The Committee is keen that this approach, which it feels is a positive one, becomes standard practice when the Council wishes to engage in consultation and engagement on topics which are liable to be contentious.

**Recommendation 1: That on issues expected to be contentious political leaders should be accountable via Cabinet or single Cabinet member decision for the consultation and engagement strategy, rather than officers**

14. The Committee is extremely supportive of the Council's ambition for the Communications and Engagement Strategy that it gives voice to an increased breadth and diversity of residents. It is entirely sensible that the Strategy identifies ways to work with partners across the variety of sectors available and the Committee commends this. It does, however, make an observation that there is little listed in the strategy beyond this ambition, no road map for seeing how that will be realised. The Committee offers two suggestions to strengthen this. The first, to devise suitable SMART targets around partnership working for inclusion in the Strategy's annual refresh. At present, the Strategy commits to 'Use partnership networks even more effectively to make consultation engagement more accessible for target audiences, including seldom heard groups and digitally excluded, from January 2022.' The Committee views this as such a crucial area of work that it should have its own targets to show transparently the degree to which the Council has or has not achieved its aims. The current commitment does not do this.

15. The second is to commit to consultation for at least some key issues which is representative by design. This could mean using sampling for consultation to ensure a representative demographic response, but it could mean running deeper engagement exercises also, such as Citizens' Juries. The Committee is aware that there are cost and time implications to adopting such a rigorous and interventionist stance, but it considers the required level of expenditure and proactivity to be consistent with the Council's Strategic Priority to 'play our part in a vibrant participatory democracy.'

**Recommendation 2: That at its next annual refresh of the Communications and Engagement action plan the Council strengthens its road-map for how it will leverage its partnerships to increase the breadth of engagement by including (but not limited to)**

**a) Creating SMART targets for partnership working**

**b) Committing to undertake engagement processes which are representative by design**

16. During discussion, the Council's Let's Talk Oxfordshire platform was identified as an area of particular strength. The Communications and Engagement Strategy identifies increasing traffic to this platform as a specific priority for the current year and the Committee would like to see the Council explore a suggestion for how this might be achieved, specifically whether it can be developed as an app.

17. The Committee has two rationales which it feels would likely result: greater accessibility, and increased customisability. Launching the platform as an app would provide a different method though which to engage, one which younger people – a cohort the Communications Strategy specifically highlights as less engaged and requiring targeted activity – are most likely to be drawn towards. Making it easier for more people, particularly those from an under-represented group, to engage with the Council clearly fits within the Strategy's aim of extending the reach of its engagement. Equally, as referred to above, sifting through consultations to identify which are relevant can be a challenge in itself. Whilst, for example, the Let's Talk platform provides links to all the different 20mph limits currently being proposed they are not in an easy-to-find order, either alphabetical or split by geographical area. By nature, a well-designed app wants to filter out erroneous information and provide only what is relevant. Doing so would help enable users to manage the challenge of identifying issues which are relevant to them more quickly. Further, there is the capacity for notifying those who want to know about new issues of relevance to them. The effect of these functions is likely to increase the level of engagement. The Committee recognises that there are many other issues to consider, but it would like the Council to look into the business case for this suggestion further based on the prima initial benefits it has identified.

**Recommendation 3: That the Council develop an outline business case for launching Let's Talk Oxfordshire in app form.**

## FURTHER CONSIDERATION

18. The Committee does not currently have plans to reconsider this in the current civic year.

## LEGAL IMPLICATIONS

19. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.'

20. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley
Director of Law and Governance

| | |
|---|---|
| Annex: | Pro-forma Response Template |
| Background papers: | None |
| Other Documents: | None |
| Contact Officer: | Tom Hudson<br>Scrutiny Manager<br>tom.hudson@oxfordshire.gov.uk<br>Tel: 07519 667976 |

September 2023

# Overview & Scrutiny Recommendation Response Pro forma

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## Issue: Consultation and Engagement Strategy

**Lead Cabinet Member(s): Cllr Glynis Phillips, Cabinet Member for Corporate Services**

**Date response requested:[2] 19 September 2023**

## Response to report:

*Enter text here.*

## Response to recommendations:

| Recommendation | Accepted, rejected or partially accepted | Proposed action (if different to that recommended) and indicative timescale (unless rejected) |
|---|---|---|
| **That on issues expected to be contentious political leaders should be accountable via** | | |

[1] Date of the meeting at which report/recommendations were received
[2] Date of the meeting at which report/recommendations were received

# Overview & Scrutiny Recommendation Response Pro forma

| | | |
|---|---|---|
| Cabinet or single Cabinet member decision for the consultation and engagement strategy, rather than officers | | |
| That at its next annual refresh of the Communications and Engagement action plan the Council strengthens its road-map for how it will leverage its partnerships to increase the breadth of engagement by including (but not limited to)<br><br>a) Creating SMART targets for partnership working<br>b) Committing to undertake engagement processes which are representative by design | | |
| That the Council develop an outline business case for launching Let's Talk Oxfordshire in app form. | | |

**Divisions Affected – All**

# CABINET

## 19 September 2023

## Business Services Transformation

## Report of Performance and Corporate Services Overview & Scrutiny Committee

## RECOMMENDATION

1. **The Cabinet is RECOMMENDED to —**

   a) Agree to **NOTE** to the observations contained in the body of this report.

## REQUIREMENT TO RESPOND

2. This report contains no recommendations, meaning Cabinet is not required to make a formal response. It may, of course, wish to respond to any of the observations detailed below when it considers this report, or the forthcoming Business Services Transformation report to Cabinet.

## INTRODUCTION AND OVERVIEW

3. The Performance Overview and Scrutiny Committee considered a report on the Council's Business Services Transformation project at its meeting on 21 July 2023.

4. The Committee would like to thank Cllr Glynis Phillips, Cabinet portfolio holder for Corporate Services, Lorna Baxter, Director of Finance, and Andrew Richards, ERP Manager, for preparing and introducing the report, and for attending to answer questions.

## SUMMARY

5. Lorna Baxter introduced the report, which identified the drivers for change and actions taken to date concerning the Business Services Transformation project. Users of the current system, IBC, variously reported as finding it confusing, clunky, difficult or deficient and the Council was considering its options for how to address these concerns. An important focus of the

Business Services Transformation lay not just in making changes to core systems such as HR, Payroll, Finance and Procurement but in communicating with staff to ensure deeper confidence and competence around using the functions of any potential incoming system or systems. This had been one of the learning points from the implementation of the current system. The most recent report which had gone to Cabinet, an outline business case in April 2023 had recommended the full or partial in-sourcing of finance, procurement, HR and payroll functions, as well as enabling technology, which meant that was the direction being pursued. Nevertheless, within that broad outline remained a number of important decisions around full or partial insourcing in order to develop a preferred option on which to progress the business case. The option to remain with IBC, the existing provider, and improving efficiency was also being explored owing to a forthcoming upgrade. Steps taken to date had included the holding of wide engagement with stakeholders across the Council and the different functional areas through interviews and workshops to understand the project requirements. Following this, a business case would be developed to go to Cabinet in November. Timings-wise, it was noted that any shift to a new system would need to occur before or after IBC's own upgrade; owing to its extent and complexity it would not be possible to make a move during that period. Known risks and the associated mitigation activities planned and delivered were kept on a detailed risk register, with progress reported to the programme board on a monthly basis.

6. In response to the presentation the Committee raised multiple issues, including risk management, the feasibility of implementing a change programme at present, querying the underpinning justifications for change, the breadth of consultation and the actions of other IBC partners.

## OBSERVATIONS

7. As noted above, this report contains no formal recommendations but is simply a summary of the observations made by the Committee for Cabinet to consider as part of its deliberations on taking this programme forward. Its three key observations are as follows:

**Observation 1: The Committee is dubious as to whether the Council presently has sufficient capacity to implement safely and comprehensively a major change programme.**

8. Any change to the core systems of the Council represents a significant risk. Disruption to any of the HR, payroll, finance or procurement functions could have immensely adverse impacts on the Council reputationally, financially and in terms of its ability to deliver services to residents. The Committee is gladdened by the fact that this is recognised by the Council, as referenced by the fact that all but one of the impacts in the risk register are deemed to be high impact. That level of concern is reflected in the fact that the Council is not trying to force any change through at pace, that it has made significant budgetary provision available to support the roll-out and that its approach seems deeply rooted in learning from the pitfalls experienced when the current

system was implemented. Despite taking sensible actions to mitigate the risk, it is sometimes necessary to conclude that the risk remains unacceptably high.

9. At its core, the concern of the Committee is that the Council has insufficient organisational capacity to implement changes in a safe manner. This rests on two points of concern. The first is the current high level of turnover within the Council and high reliance on agency staff. The point was made to the Committee that a fundamental part of the programme's success would rely on ensuring staff understand how to use any new system, and do so in the same way across the organisation. At a time when turnover within the Council remains elevated (though, noted, decreasing) this presents a huge practical barrier to ensuring that understanding and competency with a new system filters throughout the entire organisation. As such, the level of mitigation the Council is capable of achieving is reduced and correspondingly, the level of risk is increased.

10. The second key plank of organisational capacity is the amount of change the Council is already undergoing. For example, the Council is currently looking at the suitability of its governance processes. It is looking to move its primary base away from County Hall and dispose of other property assets. A number of directorates are in the process of reorganisation. The Council has a new Chief Executive. It is having to realign to significant changes in government policy in regards to adult social care. It will have to respond to any issues arising from its recent OfSTED report. Its transport policies have garnered worldwide attention. The Committee is not making the claim that addressing the fact that the current system, described as confusing, clunky, difficult or deficient, is not important. However, realistically, it is competing for a limited amount of organisational capacity against a number of other vital changes and challenges. The Committee's suspicion is that although there is a case for change, when there is so much else going on which also demands organisational capacity it may be taking an unnecessarily high risk to pursue this proposed change.

11. Should the Council decide it does wish to continue with significant change to its business services, the Committee has two further points to make.

**Observation 2: It is unclear to the Committee that there is alignment between the project's stated aims and the weightings it uses to identify the best outcomes.**

12. The primary driver for change to the Council's systems is reported as being one of usability. The IBC system does not necessarily meet the needs of staff, and because it is a shared system it is difficult to make changes to it. The Committee was concerned then, that the evaluation of the options were based on the following weightings.

- Business Users (15%) – Improving the user experience and quality of data and increasing officer satisfaction with self-service, freeing-up time for greater value-adding activity in providing services to residents.

• Functional users (15%) – Improving the functionality, user experience, control environment and reporting for finance, procurement, HR and payroll officers, freeing up time for greater value-adding activity to support the business in decision making.
• Technical, including implementation (30%) – Improving levels of compliance and controls, ease of ongoing management of integrations, alignment with the Cloud based approach, and the ease of implementation at a manageable level of risk including integrations.
• Financial (40%) – Ongoing and capital costs of the solution and its implementation including integrations and delivery of realisable and intangible efficiencies.

13. This set of weightings indicates that improved user experience is given a 30% weighting (2x 15%), whilst the financial aspect is given 40%. When it raised this at Committee the point was made that technical issues are also vital to improved user experience, which would make the weightings covering user experience a majority, 60%. However, looking at the description of what the technical concerns cover it is fair to say that these benefits are indirect at best and may not all filter through to improved usability. The Committee is not saying that the weightings used by the Council are wrong, but that this indirectness means there is a degree of uncertainty and that there is value in the Council assuring itself that the weightings it has used to identify the future direction of travel will identify the solution which most fully delivers against addressing the reasons for making a change.

**Observation 3: The Committee expresses a strong preference for a fully in-house system, if required.**

14. Should a new system be required, the Committee expresses a strong preference for a fully in-house solution. Whilst it would be expected to be the most expensive, the bespoke nature of an in-house solution means it would be expected to meet the needs of its users more closely, thereby improving usability, be more flexible, preventing the need for future changes down the line, and it would mean expertise would lie within the Council, enabling a more thorough level of uptake and usage by staff throughout the organisation. The Committee recognises that the Cabinet will be advised of the officer recommendation at the next stage, but it is hoped that these factors will be borne in mind.

## FURTHER CONSIDERATION

15. The Committee has requested that it see details of the preferred option for Business Services Transformation prior to the expected Cabinet decision on it in November.

## LEGAL IMPLICATIONS

16. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: ‘Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.

17. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley
Director of Law and Governance

| | |
|---|---|
| Annex: | None |
| Background papers: | None |
| Other Documents: | None |
| Contact Officer: | Tom Hudson<br>Scrutiny Manager<br>tom.hudson@oxfordshire.gov.uk<br>Tel: 07519 667976 |

September 2023

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**Divisions Affected – All**

# CABINET

## 19 September 2023

## Equalities, Diversity and Inclusion Action Plan 2023/24

## Report of Performance and Corporate Services Overview & Scrutiny Committee

## RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to **—**

   a) Agree to respond to the recommendation contained in the body of this report, and

   b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendation, or until it is completed (if earlier).

## REQUIREMENT TO RESPOND

2. In accordance with section 9FE of the Local Government Act 2000, the Performance and Corporate Services Overview & Scrutiny Committee requires that, within two months of the consideration of this report, the Cabinet publish a response to this report and its recommendation.

## INTRODUCTION AND OVERVIEW

3. The Performance Overview and Scrutiny Committee considered a report on the Council's Equalities, Diversity and Inclusion (EDI) Strategy and Action Plan for 2023/24 at its meeting on 21 July 2023.

4. The Committee would like to thank Cllr Michael O'Connor, Cabinet portfolio holder for Public Health and Inequalities, Cllr Glynis Phillips, Cabinet portfolio holder for Corporate Services, Lorna Baxter, Director of Finance, and Steven Fairhurst-Jones, Senior Policy Officer for preparing and introducing the report, and for attending to answer questions.

## SUMMARY

5. Steven Fairhurst-Jones was invited to introduce the report. It contained three elements – the Council's 2023-24 Action Plan for its equalities, diversity and inclusion activity, the 'Including Everyone' strategy, and the RACE Equality Code.

6. Under the Public Sector Equality Duty the Council was required to have a 4-year strategy for tackling inequalities, and an annual action plan to implement it. The action plan in the report and is the Council's live plan for the current year.

7. "Including Everyone", the council's EDI strategy, was likely familiar to members, having been adopted in 2020 The Council could point to a number of successes achieved in 2022-23, including being awarded a Stonewall gold award in 2023 in recognition of our commitment to LGBTQI+ inclusion at work, running a successful campaign to recruit on-call fire fighters from different backgrounds – as a result women now make up over 10% of the service's operational workforce, and supporting 51 people with long-term health issues or a disability to gain or maintain employment. Good work aside, inequalities remain, and the Council's 2023-24 action plan seeks to focus on the actions which would make the biggest difference, or which most effectively act on feedback from the Council's staff, Staff Networks or residents. The strategy is due for renewal by October 2024, and whilst councillors would have additional opportunities to comment, they were invited to give early feedback.

8. The RACE Equality Code was introduced as an external source of accreditation around racial and ethnic issues, an area in which the Council's own staffing diversity did not necessarily mirror the county's population. Senior officers were keen that the accreditation be earned as a means of addressing this issue.

9. Councillor O'Connor further introduced the details of the action plan; the Council's main areas of focus were fostering inclusive communities, inclusive service delivery and an inclusive workforce. An area of particular interest was whole-Council approaches to delivering these actions, particularly the outward looking ones, such as the promotion of social value and tackling inequalities through the way the Council procures its goods and services. The proposed RACE equality code accreditation was welcomed based on its high level of accountability and clear actions needing to be taken. Councillor Phillips referenced the latter paper on the workforce report to highlight to the Committee the distance the Council needed to travel if it wished to have a representative workforce. According to the 2021 census data, 23.2% of the Oxfordshire population were from non-white backgrounds, compared to 9.85% working for the Council. In view of the scale of the challenge, contributions needed to be made to its achievement across the entire organisation.

10. In response to the presentation the Committee discussed issues around the accessibility of the action plan, the Council's relationship with Stonewall, positive discrimination, digital connectivity, the Council's approach to co-

production and how the plan would be monitored. From these, the Committee makes a number of observations to pass on to the Cabinet for information. The Committee makes one recommendation in relation to the Council's relationship with Stonewall.

## OBSERVATION

11. Although not a formal recommendation, the Committee requested that the following observation be made, which summarises much of the meatiest discussion.

    **Observation 1: Delivering meaningful change on equality, diversity and inclusion requires consistent attention to detail, awareness and ongoing accountability across the entire organisation.**

12. It is necessary as a Scrutiny function to remember the ongoing balance that needs to be struck as a 'critical friend'. To that end, it is important to note that the Committee was strongly supportive of the level of granularity of the Action Plan, with SMART targets and named Senior Officers. This is commendable as it provides a very clear line of responsibility for who owns an issue, and an equally clear set of criteria as to whether it has been completed. The Committee does note, however, that whilst excellent practice, it is only a first step and that the Council must continue to monitor and hold those with responsibilities accountable for their performance to see changes realised.

13. The difficulty of realising changes to organisational culture to enable the organisation to become more diverse and inclusive was illustrated by the report received by the Committee. Almost half the members of the Committee commented on the fact that they had found it difficult (and in some cases impossible) to read the text of the Action Plan owing to the font size. It is not constructive for Scrutiny to make a big issue out of a good faith mistake, and that is not the point the Committee would wish to make. Rather, it shows that even within the team which coordinates the Council's EDI activity mistakes can be made. Even those with a predisposition towards EDI activity can miss things, meaning that whilst a pro-EDI mindset is necessary, it is not sufficient to see the organisation realise its ambitions. The Committee makes no recommendations in this area but provides an avenue for further thought: how can the Council bolster its awareness of EDI issues in its everyday practice across the organisation?

14. One final issue which was raised over the accessibility of the Action Plan concerned not the text size, but the language. It is a common refrain from Scrutiny that the language used to express the Council's policy can be alienating or inaccessible. References to 'co-production', 'special characteristics data', 'equity audit', 'stretch target' or 'a Market Position Statement which sets out our commissioning intentions' may be clear for those working within local government but they are not necessarily so clear for members of the public. This reduces the level of accountability and transparency the Council shows to its residents by publishing this data. It is

understood that that an action plan must by nature be concise, and that officer time is limited. However, the problem of inaccessibility does remain, and the Committee challenges the Council to develop ideas as to how this may be improved in future.

## RECOMMENDATION

15. Section 6.01 of the Council's EDI Action Plan states 'We are proud to be a Gold Award holder in the Stonewall Workplace Equality Index. We will develop an action plan during Q2 to ensure that we continue to improve our workplace for LGBTQIA+ employees based on the feedback we have received from our previous submissions'.

16. In introducing the report, one of the notable successes highlighted to the Committee in the sphere of equalities was that of receiving the Gold Award. This suggests that the Council is proud about providing an LGBTQIA+ inclusive environment. Over the last two or three years, however, Stonewall has become increasingly controversial, with a founding member concluding the organisation has 'lost its way'.[1] Many high-profile organisations have reduced or stopped their involvement with Stonewall, including the BBC, the Equality and Human Rights Commission, OfCOM, ACAS and the DVLA. The view of the Committee is not to take a particular stance one way or another as to involvement with Stonewall, but rather that it is important to acknowledge the controversy surrounding it, to engage meaningfully with the issues which are controversial and to reach a rational conclusion. If the Council is proud of its relationship with Stonewall the Committee would like to be assured that this process of full and considered engagement has been undertaken. Little information was provided at the Committee meeting. It therefore recommends that the Council provide an appraisal of the Council's relationship with Stonewall as part of the response to this recommendation and, relatedly, the Council's justification for its decision to have a continuing relationship with it as an organisation.

**Recommendation 1: That the Council, as part of its response to this recommendation, provides an appraisal of the Council's relationship with Stonewall and the justification for continued involvement with it.**

## FURTHER CONSIDERATION

17. The Committee does not intend to consider the EDI Strategy and Action Plan again in the current civic year though it has asked for a bigger print version of the Action Plan to be distributed.

[1] https://www.thetimes.co.uk/article/stonewall-should-stay-out-of-trans-rights-war-xcz25nhdt

## LEGAL IMPLICATIONS

18. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.

19. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley
Director of Law and Governance

| | |
|---|---|
| Annex: | Pro-forma Response Template |
| Background papers: | None |
| Other Documents: | None |
| Contact Officer: | Tom Hudson<br>Scrutiny Manager<br>tom.hudson@oxfordshire.gov.uk<br>Tel: 07519 667976 |

September 2023

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**Addendum 1**

# Overview & Scrutiny Recommendation Response Pro forma

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## Issue: EDI Strategy and Action Plan

**Lead Cabinet Member(s): Cllr Michael O'Connor, Cabinet Member for Public Health and Inequalities, Cllr Glynis Phillips, Cabinet Member for Corporate Services**

**Date response requested:[2] 19 September 2023**



## Response to report:

*Enter text here.*

## Response to recommendations:

| Recommendation | Accepted, rejected or partially accepted | Proposed action (if different to that recommended) and indicative timescale (unless rejected) |
|---|---|---|

[1] Date of the meeting at which report/recommendations were received
[2] Date of the meeting at which report/recommendations were received

# Overview & Scrutiny Recommendation Response Pro forma

| | | |
|---|---|---|
| **That the Council, as part of its response to this recommendation, provides an appraisal of the Council's relationship with Stonewall and the justification for continued involvement with it.** | | |

**Divisions Affected – All**

# CABINET

## 19 September 2023

## Draft Workforce Strategy

## Report of Performance and Corporate Services Overview & Scrutiny Committee

## RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to **—**

   a) Agree to respond to the recommendation contained in the body of this report, and

   b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendation, or until they it is completed (if earlier).

## REQUIREMENT TO RESPOND

2. In accordance with section 9FE of the Local Government Act 2000, the Performance and Corporate Services Overview & Scrutiny Committee requires that, within two months of the consideration of this report, the Cabinet publish a response to this report and its recommendation.

## INTRODUCTION AND OVERVIEW

3. The Performance Overview and Scrutiny Committee considered a report on the Council's draft Workforce Strategy at its meeting on 21 July 2023.

4. The Committee would like to thank Cllr Glynis Phillips, Cabinet portfolio holder for Corporate Services, Lorna Baxter, Director of Finance, and Michael Fletcher, Head of HR Partnering and Advisory for preparing and introducing the report, and for attending to answer questions.

## SUMMARY

5. In introducing the report, Councillor Phillips advised the Committee that the document in front of them was an early draft rather than a near-final version. Whilst it had been available for discussion within the organisation a new HR director would be joining the Council in September and it would be necessary to get agreement on it with the new post-holder before progressing to Cabinet, likely for consideration in November. The overall aim of the strategy was to ensure the Council had talented, committed and creative staff to enable it to be an efficient, high-performing organisation. The draft strategy sought to put forward how this might be achieved, focusing on four key areas: i) Attract, recruit and retain talented people, ii) Promote a positive and inclusive working environment, iii) Enable growth and development, iv) Develop leadership capability and high performance. The success of the strategy would be monitored through a set of key performance indicators, including ones over the Committee's concerns in previous items around agency spend and staff absence. An annual review of progress would be taking place, and it was offered to bring that back to the Committee.

6. In response to the presentation the Committee raised few issues, given the overlap with other items on the meeting's agenda. Items which were raised which were specific to this topic focused on internal promotion and development, the health of the Council's corporate culture and support for military families. The Committee makes one recommendation relating to this last issue.

## RECOMMENDATION

7. In 2011 the Council became a signatory to the Armed Forces Covenant and renewed that commitment in 2019. Under the Covenant the Council agrees to recognise the particular sacrifices made by service personnel and their families, and to take steps to ensure that they are not disadvantaged. Oxfordshire hosts a significant contingent of armed forces personnel and military families – there are over 11,000.

8. Whilst military mobilisation, which makes two-parent families operate as one-parent families for a period, is clearly the most significant source of disruption for military spouses and partners when seeking employment it is not the only one. Regularly being uprooted owing to redeployment, either within the UK or overseas, makes it very challenging for military spouses and partners to set down roots, with an attendant impact on career development and earnings. Military spouses are motivated to work; their labour market participation rate at 82% exceeds that of the general population (76%).[1] However, this group faces significant churn. Three in eight military spouses looked for work over the last year but, despite being in a period of labour scarcity, 63% experienced

[1] UK Tri-Service Families Continuous Attitude Survey Results 2023 (publishing.service.gov.uk) p.22

difficulties in finding suitable employment.[2] This suggests a difficulty accessing the right jobs.

9. To its credit, the Council has multiple systems in place which do seek to support military personnel and their families. For military families this includes:

- "A flexible working policy and leave policy to support with leave around deployments/mobilisations. Our Flexible Working Scheme offers every employee the opportunity to formally request permanent or temporary changes to their contracted hours or patterns or working. This may mean altering days and/or times they work to achieve a desired work-life balance or to fulfil caring responsibilities; it might also be a request to work from home on specific days.
- Management support in preparation for, during and after mobilisation
- A Buddy system with an option to buddy with a member of staff with armed forces experience
- Informal staff network of armed forces
- Armed Forces Service Champions to represent the views of armed forces employees"

10. The Committee welcomes these steps, particularly the focus on flexibility; approximately half reference issues relating to care as the reason for finding work difficult to access. However, in researching for this report, the follow-through of some of the other steps was limited, particularly for military spouses as opposed to veterans.

11. The buddy system in place, for example, was last updated in 2021 suggesting either a degree of neglect or stagnation. Of the 12 buddies available, only two are military spouses. The system was described by one buddy as having 'never really got off the ground'. Equally, the presence of an informal staff network of armed forces may be available, but it is not linked to or referenced on the Council's intranet page which details the Council's networks.[3] Likewise, it is not listed in the staff induction, nor is there any reference to the Council's commitment to the Armed Forces Covenant.

12. Most concerningly, whilst management support is promised prior, during and after mobilisation there is minimal if any reference to supporting military personnel or their families as part of the 50 hours essential training for the Council's managers. If the term 'military' is put into the Council's training database one result comes up, an e-learning course for front-line workers on the Armed Forces Covenant. If one inputs 'armed forces' a second training result is returned, a 12 minute e learning course on Support for the Armed Forces Community. The needs faced by this group are recognised as being specific in light of their particular circumstance; Council managers cannot be expected to provide the level of support required in the absence of suitable training.

---

[2] Ibid, p.23

[3] Colleague inclusion networks | Oxfordshire County Council Intranet

13. The Committee's view is that military spouses are motivated to find employment, but that they face specific disadvantages from their situations as military spouses which make this challenging. The Council has signed the Armed Forces Covenant which commits the Council to addressing those disadvantages, which has led to good aspirations but that they have 'never really got off the ground.' The loss of follow-through from policy to on-the-ground change for military spouses is reason for the Committee to recommend that a specific work stream is developed within the Workforce Strategy, with targets, to provide fresh impetus in this area and ensure that the good ideas for support it already has are re-energised.

**Recommendation 1: That the Council develops specific workstreams within its Workforce Strategy, backed by targets, around attracting and supporting spouses and partners of military personnel to work for the Council, including steps taken to reinvigorate its existing commitments.**

14. The Committee would like to highlight that the Council has a policy of guaranteed interviews for ex-service personnel when transitioning back into civilian life. Specifically, '*We are committed to helping and supporting those transitioning from HM Armed Forces to civilian life and guarantee an interview for those demonstrating the essential criteria for the role, within three years of leaving the service.'* There are too many important legal issues to consider around whether, in light of the disadvantages they face, this scheme might be extended to military spouses in order for Scrutiny to wish to make a recommendation to that effect. It is, nevertheless, an issue to highlight for further thought.

## FURTHER CONSIDERATION

15. The Committee does not intend to consider the Workforce Strategy again in the current civic year. However, it is likely that it will wish to consider the 12 month review of progress next year.

## LEGAL IMPLICATIONS

16. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed by them the Proper Officer will normally refer it to the Cabinet for consideration.

17. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley
Director of Law and Governance

| | |
|---|---|
| Annex: | Pro-forma Response Template |
| Background papers: | None |
| Other Documents: | None |
| Contact Officer: | Tom Hudson<br>Scrutiny Manager<br>tom.hudson@oxfordshire.gov.uk<br>Tel: 07519 667976 |

September 2023

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# Overview & Scrutiny Recommendation Response Pro forma

*Under section 9FE of the Local Government Act 2000, Overview and Scrutiny Committees must require the Cabinet or local authority to respond to a report or recommendations made thereto by an Overview and Scrutiny Committee. Such a response must be provided within two months from the date on which it is requested[1] and, if the report or recommendations in questions were published, the response also must be so.*

*This template provides a structure which respondents are encouraged to use. However, respondents are welcome to depart from the suggested structure provided the same information is included in a response. The usual way to publish a response is to include it in the agenda of a meeting of the body to which the report or recommendations were addressed.*

## Issue: Workforce Strategy

**Lead Cabinet Member(s): Cllr Glynis Phillips, Cabinet Member for Corporate Services**

**Date response requested:[2] 19 September 2023**

## Response to report:

*Enter text here.*

## Response to recommendations:

| Recommendation | Accepted, rejected or partially accepted | Proposed action (if different to that recommended) and indicative timescale (unless rejected) |
|---|---|---|
| **That the Council develops specific workstreams within its Workforce Strategy,** | | |

[1] Date of the meeting at which report/recommendations were received
[2] Date of the meeting at which report/recommendations were received

# Overview & Scrutiny Recommendation Response Pro forma

| | | |
|---|---|---|
| **backed by targets, around attracting and supporting spouses and partners of military personnel to work for the Council, including steps taken to reinvigorate its existing commitments.** | | |

**Divisions Affected – All**

# CABINET

## 19 September 2023

## Workforce Report and Workforce Data Q4 2022/23

## Report of Performance and Corporate Services Overview & Scrutiny Committee

## RECOMMENDATION

1. The Cabinet is **RECOMMENDED** to —

    a) Agree to respond to the recommendation contained in the body of this report, and

    b) Agree that relevant officers will continue to update Scrutiny for 12 months on progress made against actions committed to in response to the recommendation, or until they are completed (if earlier).

## REQUIREMENT TO RESPOND

2. In accordance with section 9FE of the Local Government Act 2000, the Performance and Corporate Services Overview & Scrutiny Committee requires that, within two months of the consideration of this report, the Cabinet publish a response to this report and its recommendation.

## INTRODUCTION AND OVERVIEW

3. At its meeting on 21 July 2023 the Performance Overview and Scrutiny Committee considered the Workforce Report and Workforce Data Q4 2022/23 report which had been presented to Cabinet on 20 June.

4. The Committee would like to thank Cllr Glynis Phillips, Cabinet portfolio holder for Corporate Services, Lorna Baxter, Director of Finance, and Michael Fletcher, Head of HR Partnering and Advisory for preparing and introducing the report, and for attending to answer questions.

## SUMMARY

5. Taking the report as read, Cllr Phillips introduced the report by highlighting some key points. The Council was looking hard at how to reduce its agency spend; in the last quarter £10.8m had been spent. Progress was made in reducing the agency spend in children's services, with a fall of almost £1m relative to the previous quarter. Concerning its demographic profile, the workforce had relatively few young staff, with only 4.4% of the workforce being under 25 and 22% being under 35. For people in this cohort, social value, work-life balance and a sense of purpose had been found to be more important in evaluating potential workplaces than simply pay and benefits, a core observation underpinning the Council's Workforce Strategy. Whilst sickness rates had fallen over the year and were comparable with other local authorities, they remained above target rates and work was being undertaken to reduce them. Stress, anxiety and depression was the leading cause of sickness absence; the Council's Delivering the Future Together programme was a deliberate effort to invest in the wellbeing of staff, partially to address this issue.

6. In response to the presentation the Committee discussed issues around agency spend, demographic representation within the workforce, absence rates, key contributors to retention, overall staffing numbers and longer-term trends. The Committee wishes to share three observations concerning agency spending, the Council's flexible working offer and the number of disabled staff. It makes one formal recommendation concerning suggestions on how data in the Workforce Data report might be made more relevant, particularly to residents.

## RECOMMENDATION

7. It is worth remarking on at the outset that the Workforce Data report was commended by the Committee as a very useful source of information. It is data-rich and covers the key metrics which the Committee feel the Cabinet should be monitoring and, as part of its drive towards transparency, publishing in the public realm. The Committee's recommendation concerns providing supporting data to allow a better understanding of the context in which these measures appear. This is particularly important in this transparency role; members of the public are fairly likely not to know so much about the workings of local government so raw statistics are liable to be less meaningful if they are not accompanied by additional context to support interpretation and understanding. On this, there are two sources of information which would be particularly helpful: the Council's performance over a longer time frame, and its performance relative to other Councils.

8. Concerning the first of these, the Committee is very much aware that much can happen over the medium-term. Five years ago the UK was a member of the EU. The Covid-19 pandemic had not happened. Locally, the County Council had a different administration with different priorities and, largely, a different senior leadership to implement those priorities. This does mean that

determining performance against historical data can be difficult given that the context in which the Council is operating may have changed immensely. However, notwithstanding this caveat, it is the view of the Committee that including a longer perspective for some metrics can nevertheless be illustrative. This is because for some measures the pace of change in the Council can be too slow to see a trend. At present, comparisons are made over a year, but such a short frame of reference does make it hard to determine what it is a trend versus what is simply statistical noise. A medium-term timeframe of five years can show trends with greater confidence. To reduce the chances of five-year data not comparing like with like the Committee recognises that it is high-level, all-Council statistics which are best suited to this. The Council may reorganise itself in such a way as to impact directorate statistics very sharply, but in the absence of a major intervention such as Covid, general health amongst the population is expected to remain fairly stable and so comparing absence rates over a medium term horizon would yield meaningful information.

9. The metrics the Committee identifies as being suitable for medium-term comparison and telling a lot about the nature of the organisation are as follows:

- Total number of staff (FTE)
- Total number of staff (the raw number)
- Total number of full time staff (raw number and percentage)
- Total number of part time staff (raw number and percentage)
- Total number of employed staff (FTE)
- Total number of interim staff (FTE)
- Proportion of overall FTEs filled by agency staff
- Cost of agency spend (inflation adjusted)
- Annual staff turnover (including interims)
- Average number of sick days per staff member
- Ratio of total long-term sickness to short-term sickness
- Distance staff live from their main office (in 20 mile increments)

10. A second way of understanding the Council's performance is to look to others. Looking to how other Councils, who largely face similar pressures, helps to define what can reasonably be expected, and also what good performance looks like. At present, the Council only compares itself to its own previous performance. In the absence of external comparators the Council could, for example, see an area of longstanding underperformance improve and interpret that as a success. If, however, that simply meant that the Council improved from being the lowest decile of councils to the second lowest decile the area of underperformance would still continue to be a major issue for the Council which would need ongoing attention. The context provided by relative performance is particularly important when justifying the Council's performance to its residents. If a Council has a sickness absence rate twice that of its neighbour this would be expected to have a tangible impact on residents in terms of the quality of the Council's work, the quantity work undertaken or the cost of finding extra resources to do the work. These are

very basic measures of performance which a transparent Council should be communicating to its residents. Accordingly, the Committee recommends that the Council develop a group of comparator Councils against which it will provide comparative data.

11. Although there are many data points which would benefit from relative comparisons the Committee is aware that to ensure that like is compared with like it must focus on standardised metrics, and to ease the burden of collection on officers must regularly be reported on by comparator Councils and easily accessed. These caveats limit the length of the list proposed, which is as follows:

- Staff turnover
- Average number of days sick per staff member
- Ratio of days lost to long-term sickness vs short-term sickness
- Gender pay gap
- Percentage of staff reporting a disability

12. One further amendment to the information provided in the report the Committee recommends relates to the turnover rates within directorates. At present it is possible to find the number of departures from a directorate over the course of a quarter. However, owing to the differing sizes of directorates, raw numbers are insufficient to be able to see which areas have high relative levels of turnover and which have a more stable workforce. The Committee requests that the Council provide each directorate's turnover rate as a percentage in addition to the raw numbers. This should highlight more easily those directorates where the Council is struggling to retain staff.

**Recommendation 1: That the Council increases the contextual data provided in its Workforce Data reports, specifically to**

**a) Provide a five-year trend comparison for the following measures:**

- **Total number of staff (FTE)**
- **Total number of staff (the raw number)**
- **Total number of full time staff (raw number and percentage)**
- **Total number of part time staff (raw number and percentage)**
- **Total number of employed staff (FTE)**
- **Total number of interim staff (FTE)**
- **Proportion of overall FTEs filled by agency staff**
- **Cost of agency spend (inflation adjusted)**
- **Annual staff turnover (including interims)**
- **Average number of sick days per staff member**
- **Ratio of total long-term sickness to short-term sickness**
- **Distance staff live from their main office (in 20 mile increments)**

**b) Identify a group of comparator councils and provide comparative performance data for the following measures:**

- **Annual staff turnover (including interims)**

- **Average number of days sick per staff member**
- **Ratio of days lost to long-term sickness vs short-term sickness**
- **Gender pay gap**
- **Percentage of staff reporting a disability**

**c) Display directorate levels of turnover as percentage figures of the number employed**

## OBSERVATIONS

13. The following are comments made by the Committee which it wishes to make to Cabinet but which require no formal response. They highlight what the Committee deems to be the priority issues arising from the Workforce Report and Workforce Data Q4 2022/23

**Observation 1: The reduction in agency spend is, but must continue to be, a core corporate priority for the Council**

14. The Committee recognises that the Council is deeply aware of how pressing the need to reduce spend on agency workers within the Council is, but it is of such core importance that it bears being restated. At a time of acute financial pressure for the Council the cost of interim staff, at almost £11m in the last quarter, is a highly significant pressure. Even with on-costs, the higher wages paid to agency workers and fees to agencies themselves mean that heavy use of agency staff carries a financial premium to having employed staff in the same positions. However, the Committee's concern is not principally financial – without the ties of a permanent employment relationship rates of staff turnover are inevitably higher than they would be if agency staff were to be employees. High turnover rates are a cause of impaired service levels, with corporate memory lost, much time spent recruiting and inducting new staff, and less time for staff to become familiar with the Council's services or the county they serve. The Committee recognises that there is a tight labour market at present and particularly amongst some staff needed to deliver statutory requirements, that Oxfordshire is an expensive place to live, and that there will always be a need to bring in additional capacity and skills on a flexible basis. However, a high reliance on agency staff could be characterised as paying more to get less, and the Committee is gladdened that the wish to recruit, retain and develop permanent staff does underpin the Council's approach to its workforce.

**Observation 2: Although younger workers do have different priorities when assessing organisations to work for, actions to address the low proportion of younger workers within the Council should remember the importance of flexibility in retaining those staff.**

15. The Committee accepts the point made by Cllr Phillips in her presentation about the changing priorities of the younger generation, and the need to focus not only on pay but broader social value and mission in order to attract younger members of staff. The Committee's comment is in reaction to this

being deemed a core observation underpinning the Workforce Strategy. Whilst recruitment of staff below the age of 25 is certainly low, at 4.4%, the number below 35 remains low also. The Committee would like to emphasise the importance to this age group in attracting and subsequently keeping workers in this age bracket of providing job flexibility given the demands of early parenthood. The Committee was pleased at the breadth of measures currently available to staff, but it hopes that any forthcoming focus on making the Council a meaningful place work will not diminish or impede future development of new ways of providing flexible working to staff. Were this to happen the Council would face the prospect of attracting staff when they are younger and being unable to retain them as their responsibilities outside work increased.

**Observation 3: Disabled people are particularly under-represented in the Council's workforce, and addressing this should be accorded commensurate priority**

16. In discussion of the demographic representativeness of the Council's workforce the high proportion of women was questioned but the Committee was assured that within organisations holding significant responsibility for health and social care the two to one ratio was not uncommon. On the other hand, having 6.14% of staff declaring a disability was confirmed as low. According to the Department for Work and Pension, in 2021 one in five people of working age were thought to have a disability.[1] The Committee recognises that disabled people face greater barriers to enter the workforce, with workforce participation being approximately two thirds of that of non-disabled people, and to remain in the workforce. Disabled workers leave the workforce at almost twice the rate of those who are non-disabled. The Council's second strategic priority is to tackle inequalities in Oxfordshire, and given the value and experience disabled workers can bring to the Council the Committee's view is that the Council's level of underrepresentation within its staff is an issue which urgently needs addressing. Indeed, the Council should make this a particular priority when seeking to develop a workforce which represents the community it seeks to serve.

## FURTHER CONSIDERATION

17. To allow the changes of the Council's Workforce Strategy to start showing impact the Committee is unlikely to look at this report again before that document's 12-month review.

## LEGAL IMPLICATIONS

18. Under Part 6.2 (13) (a) of the Constitution Scrutiny has the following power: 'Once a Scrutiny Committee has completed its deliberations on any matter a formal report may be prepared on behalf of the Committee and when agreed

[1] The employment of disabled people 2021 - GOV.UK (www.gov.uk)

by them the Proper Officer will normally refer it to the Cabinet for consideration.

19. Under Part 4.2 of the Constitution, the Cabinet Procedure Rules, s 2 (3) iv) the Cabinet will consider any reports from Scrutiny Committees.

Anita Bradley
Director of Law and Governance

| | |
|---|---|
| Annex: | Pro-forma Response Template |
| Background papers: | None |
| Other Documents: | None |
| Contact Officer: | Tom Hudson<br>Scrutiny Manager<br>tom.hudson@oxfordshire.gov.uk<br>Tel: 07519 667976 |

September 2023

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# Overview & Scrutiny Recommendation Response Pro forma

*Under section 9FE of the Local Government Act 2000, Overview and Scrutiny Committees must require the Cabinet or local authority to respond to a report or recommendations made thereto by an Overview and Scrutiny Committee. Such a response must be provided within two months from the date on which it is requested[1] and, if the report or recommendations in questions were published, the response also must be so.*

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## Issue: Workforce Data Q4 2022/23

**Lead Cabinet Member(s): Cllr Glynis Phillips, Cabinet Member for Corporate Services**

**Date response requested:[2] 19 September 2023**



## Response to report:

*Enter text here.*

## Response to recommendations:

| Recommendation | Accepted, rejected or partially accepted | Proposed action (if different to that recommended) and indicative timescale (unless rejected) |
|---|---|---|

[1] Date of the meeting at which report/recommendations were received
[2] Date of the meeting at which report/recommendations were received

# Overview & Scrutiny Recommendation Response Pro forma

| | | |
|---|---|---|
| **That the Council increases the contextual data provided in its Workforce Data reports, specifically to**<br>**a) Provide a five-year trend comparison for the following measures:**<br>• **Total number of staff (FTE)**<br>• **Total number of staff (the raw number)**<br>• **Total number of full time staff (raw number and percentage)**<br>• **Total number of part time staff (raw number and percentage)**<br>• **Total number of employed staff (FTE)**<br>• **Total number of interim staff (FTE)**<br>• **Proportion of overall FTEs filled by agency staff**<br>• **Cost of agency spend (inflation adjusted)**<br>• **Annual staff turnover (including interims)**<br>• **Average number of sick days per staff member**<br>• **Ratio of total long-term sickness to short-term sickness**<br>• **Distance staff live from their main office (in 20 mile increments)** | | |

# Overview & Scrutiny Recommendation Response Pro forma

| | | |
|---|---|---|
| **b) Identify a group of comparator councils and provide comparative performance data for the following measures:**<br>• **Annual staff turnover (including interims)**<br>• **Average number of days sick per staff member**<br>• **Ratio of days lost to long-term sickness vs short-term sickness**<br>• **Gender pay gap**<br>• **Percentage of staff reporting a disability**<br><br>**c) Display directorate levels of turnover as percentage figures of the number employed** | | |

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# OXFORDSHIRE LOCAL AGGREGATE ASSESSMENT
## (Calendar year 2022)

## September 2023

Prepared by Oxfordshire County Council
August 2023 (including information provided in 2014 by LUC and Cuesta Consulting Limited)

# Contents

# 1.Oxfordshire Summary of Key Data 2022

| Summary – Oxfordshire County Council 2022 (million tonnes) | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **Quarry Sales** | **2022 Sales (Mt) & Trend** | **Average (10-yr) Sales & Trend** | **Average (3-yr) Sales & Trend** | **Annual Provision Rate (APR) (Mt[2])** | **Reserve (Mt)** | **Landbank (years)** | **Allocations (years)** | **Capacity (Mtpa)** | **Comments** |
| **Soft Sand** | ⇩ 0.229 | ⇧ 0.23 | ⇩ 0.234 | 0.243 | ⇩ 3.517mt | 14.47 | N/A | 1.701 | LAA rate remains at 0.243mtpa<br>Landbank above 7-year requirement |
| **Sharp Sand & Gravel** | ⇩ 0.972 | ⇧ 0.791 | ⇩ 0.986 | 0.986 | ⇩ 9.607 | 9.74 | N/A | 0.317 | LAA rate changed to 3 year average<br>Landbank above 7-year requirement |
| **Crushed Rock** | ⇩ 1.146 | ⇧ 0.914 | ⇧ 1.162 | 0.914 | ⇩ 6.193 | 6.78 | N/A | 1.688 | LAA rate changed to 10 year average<br>Landbank remains below 10-year requirement |
| **Recycled / Secondary Aggregates** | ⇩ .416 | .420 | 0.409 | 0.926 | N/A | N/A | N/A | 1.534 | Currently 2021 figures until these can be updated with the release of EA Data Calculated using SEEAWP Methodology. |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **Rail Depot Sales (Sand & Gravel** | c | c | c | c | c | c | c | c | Due to confidentiality due to two operators of the four sites, we are unable to share these figures |
| **Rail Depot Sales (Crushed Rock)** | c | c | c | c | c | c | c | c | Due to confidentiality, we are unable to share these figures |

**General Comments**

2022 saw sales reduce in all areas, compared with 2021. However, 2021 was an unusual year as it followed the lockdowns of the Covid pandemic.

The LAA Aggregate Provision Rate for Sharp Sand and Gravel has been changed to the 3-year average following a review of demand, consumption, imports and exports and other local factors such as economic growth, population and housing.

The 2022 LAA Aggregate Provision Rate for Soft Sand remains the same as 2021 at 0.243mtpa.

The 2022 LAA Aggregate Provision Rate for Crushed Rock has been changed to the 10 year average following a review of demand, consumption, imports and exports and other local factors such as economic growth, population and housing.

One planning permission was granted for Crushed Rock in 2022, this was at Enstone (MW100.21) for 150,000 tonnes, two thirds of which were to be used on the agricultural holding and the remaining exported. There were also three planning applications for Crushed Rock outstanding at the end of 2022.

Using the Crushed Rock LAA Rate, we are still below the required 10-year landbank for the fifth consecutive year. This issue will be considered within the preparation of the Minerals and Waste Local Plan

# 2.Executive Summary

2.1 The National Planning Policy Framework, July 2021 (NPPF) states that mineral planning authorities should prepare an annual Local Aggregate Assessment (LAA)

2.2 The LAA is required to:

- Forecast the demand for aggregates based on average 10 years' sales data and other relevant local information;
- analyse all aggregate supply options and;
- assess the balance between demand and supply.

2.3 This is the eleventh LAA for Oxfordshire and includes the 2022 aggregate sales and reserves data for the County. The 10-year period covered by this LAA is 2013 up to 2022 and the three-year period is 2020 – 2022.

2.4 The primary aggregate figures within this LAA are taken from the 2022 Aggregates Minerals (AM2021) undertaken by the County Council on behalf of South East England Aggregate Working Party.

**Demand**

**Sand and Gravel**

2.5 Sales of Sharp Sand and Gravel decreased in 2022 to 0.972mt. This is a 16% decrease on 2021. There was an 5.5% increase in the 10-year sales average (0.791mt from 0.750mt). The 3-year sales average of Sharp Sand and Gravel decreased by 1% to 0.986mt, which remains higher than the 10-year average. Both are still below the 2021 LAA Aggregate Provision Figure (APR) and Core Strategy Requirements.

2.6 Having considered the sales trends and other relevant information contained within this report, it is considered necessary to change the Aggregates Provision Rate for Sharp Sand and Gravel to the 3 year sales average of 0.986mt.

2.7 Sales of Soft Sand in 2022 decreased to 0.229mt, a decrease of 13%. The 10-year sales average increased 3.35% to 0.23mt, above the Core Strategy provision figure of 0.189mtpa, however it is below the current LAA APR of 0.243mtpa. The 3-year sales average decreased 3.6% on the previous year to 0.234mt which is slightly lower than the current LAA APR (0.243mtpa).

2.8 Having considered the sales trends and other relevant information contained within this report, is not considered necessary to change the current Aggregate Provision Rate for Soft Sand and it will remain at 0.243mtpa.

**Crushed Rock**

2.9 Sales of Crushed Rock decreased 8.6% in 2022 to 1.146mt which in turn saw the 10-year sales average increase 12.3% to 0.914mtpa. This is above the Core Strategy provision figure of 0.584mtpa, and above the current LAA APR of 0.824mtpa. The 3-year sales average rose 9.6% to 1.162mt on the previous 3-year period and is now higher than the current LAA APR of 0.824.

2.10 Having considered the sales trends and other relevant information contained within this eport, it is therefore considered necessary to change the Aggretate Provision Rate for Crushed Rock to the 10 year average of 0.914mtpa.

**Rail Depots**

2.11 In 2022, there were no returns from operators on sales from Rail Depots. However, due to a number of planning decisions in 2021, Oxfordshire has increased its rail depot capacity to over 3.5million. It is known that the increased capacity at Hennef Way Banbury is temporary to provide material for HS2, and Appleford Sidings has added two more rail sidings. This site now has a planning condition limiting it to 1.5million tonnes per annum.

**Recycled and Secondary Aggregates**

2.12 To try and ensure a more accurate picture of the sales of secondary and recycled aggregates over time, this LAA uses the methodology provided by the South East Aggregates Working Party for calculating recycled aggregate sales. This uses any real data from the AM Survey, if received, and then an estimate calculated from the Environment Agency's Waste Data Interrogator (WDI).

2.13 Due to the Environment Agency's data on CDE in the Waste Data Interrogator for 2022 not being released yet, we are unable to estimate the Construction, Demolition and Excavation Waste arisings in Oxfordshire for 2022. This will be published on the Councils website once the data is released and the analysis undertaken.

2.14 So at this time we will still use 2021 data, and the LAA APR figure for recycled and secondary aggregate should be maintained as the provision figure set in the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy 2017, Policy M3 which is 0.926mtpa.

**Supply**

**Sand and gravel**

2.15 At the end of 2022, Oxfordshire had 12 sand and gravel quarries within Oxfordshire, one not yet commenced and two currently inactive. No Sand and Gravel planning applications were determined in 2022. There were two Sharp Sand and Gravel planning applications outstanding at the end of 2022.

2.16 Total permitted reserves of Sharp Sand and Gravel in Oxfordshire at the end of 2022 were 9.607mt. Using the latest Aggregates Provision Rate figures of 0.986 mpta, this gives a landbank of 9.607years. This is in accordance with the National Planning Policy Framework (NPPF) requirements of a landbank of at least 7 years.

**Soft Sand**

2.19 In Oxfordshire, at the end of 2022, there are 8 sites with planning permission for Soft Sand extraction, with 1 currently inactive. No planning applications for Soft Sand were granted in 2022.

2.20 Total permitted reserves for Soft Sand in Oxfordshire at the end of 2022 were 3.517mt. Using the current Aggregates Provision Rate figure of 0.243 mpta, this gives a landbank of 14.5 years. This is in accordance with the NPPF requirements of a landbank of at least 7 years.

**Crushed Rock**

2.24 At the end of 2022, there are 15 sites with planning permission for Crushed Rock extraction. There are 12 active sites and 3 closed sites. One planning permission was granted in 2022 at Enstone (MW.100.21) for 150,000 tonnes, two thirds of which were to be used on the agricultural holding and the remaining exported. There were also three planning applications for Crushed Rock outstanding at the end of 2022.

2.25 Total permitted reserves for Crushed Rock in Oxfordshire at the end of 2022 were 6.193mt. Using the latest LAA Aggregates Provision Rate of 0.914 mtpa this gives a landbank of years 6.78 years which is below the requirements of the NPPF of at least a 10 year landbank.

**Recycled and secondary material sites**

2.26 Due to the Environment Agency's data on CDE in the Waste Data Interrogator for 2022 not being released yet, we are unable to estimate the Construction, Demolition and Excavation Waste arisings in Oxfordshire for 2022. This will be published on the Council's website once the data is released and the analysis undertaken.

2.27 At the end of 2021, Oxfordshire's capacity to produce recycled and secondary aggregate as recorded for the SEEAWP survey was approximately 0.416mt, due to low returns and estimates using the Environment Agency's Waste Data Interrogator. Permitted Capacity taken from planning decisions, application statements and previous survey findings at the end of 2022 was 1.503illion tonnes.

**Rail Depots**

2.28 Oxfordshire has four permitted rail depots, three of which are operational. No returns for the sales from the Depots were returned in 2022.

**Relationships with other MPA's**

2.29 Every county in the UK has to import aggregates because none possess the geology necessary to produce all the types of aggregate required. All sales which reflect supply and demand are tracked in the four (six) yearly national aggregate surveys.

2.30 The most recent is the 2019 Aggregates Minerals Survey for England and Wales (AM2019) was undertaken by British Geological Survey (BGS) under a contract with the then Ministry of Housing, Communities and Local Government (MHCLG). The AM2019 sets out aggregate movements at a sub-regional level. This was discussed within the LAA2020 but it highlighted that Oxfordshire is a net exporter of all Land Won Sand and Gravel and Crushed Rock.

**Factors affecting supply and demand**

2.31 2022 has seen an decrease in sales of all primary aggregates compared to 2021.

2.32 2020 saw a global pandemic (Covid). The very high sales in 2021, could have been as a result of businesses and development commencing again after lockdowns, and a surge in building and construction to move planned projects forward as quickly as possible after Covid. However sales are still high for Sharp Sand and Gravel (3rd highest sales in the last 10 years) and Crushed Rock are the 2nd highest in the last 10 years.

2.33 There are major infrastructure projects as well as local housing and transport projects continuing to take place during the Plan period.

**Executive Summary Conclusion**

2.34 The purpose of an annual Local Aggregates Assessment is to review the latest information available, in order to forecast future demand as well as analysing all aggregate supply options and assessing the balance between supply and demand.

2.35 To ensure that supply continues to meet demand, the **Aggregates Provision Rate (APR)** will be as follows for 2022 onwards:

- **Sand and Gravel – 0.986mtpa**
- **Soft Sand – 0.243mtpa**
- **Crushed Rock – 0.914mtpa**
- **Recycled and Secondary Aggregates- 0.926mtpa**

2.36 Using these APRs and the Oxfordshire reserves at the end of 2022, the Landbank can be calculated as:

- **Sand and Gravel – 9.74 years**
- **Soft Sand – 14.47 years**
- **Crushed Rock – 6.78 years**

2.37 To meet the current Minerals and Waste Local Plan Part 1: Core Strategy (2017) requirements, we will need to identify Sharp Sand and Gravel sites to meet the following mineral requirements over the Plan Period. There would be no further need to identify any further Soft Sand and Crushed Rock.

- **Sand and Gravel – 2.437 million tonnes**.
- **Soft Sand – 0 million tonnes**
- **Crushed Rock – 0 million tonnes**

2.38 However this will not address the issue of the Crushed Rock landbank being below the at least 10 years required by the NPPF. Therefore in December 2022, it was agreed to commence with a new Minerals and Waste Plan for Oxfordshire. This new Plan will consider mineral requirements for all aggregates over the new Plan period during its preparation.

2.39 Mineral requirements within the Core Strategy will be replaced with the mineral requirements as set out in the new Minerals and Waste Plan upon adoption.

# 3. Demand

## Land Won Aggregate

### Sharp Sand and Gravel Past Sales

3.1 Sales of Sharp Sand and Gravel from quarries in Oxfordshire for the period 2013 – 2022 are shown in Table 3.1. These figures are taken from two sources: The annual Aggregates Minerals Survey for England and Wales undertaken by Oxfordshire County Council on behalf of SEEAWP and the historic four/five yearly British Geological Survey (BGS) under a contract with the then Ministry of Housing, Communities and Local Government (MHCLG).

| 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 10-year average | Last 3-year average |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 0.401 | 0.639 | 0.768 | 0.651 | 0.703 | 0.796 | 0.994 | 0.830 | 1.157 | **0.972** | **0.791** | **0.986** |

**Table 3.1: Sales of Sharp Sand and Gravel 2013 – 2022 (million tonnes) (Sources: SEEAWP Aggregates Monitoring Surveys)**

Sales of Sharp Sand and Gravel decreased 16% in 2022 compared with 2021, though the sales are the 3rd highest in the last 10 years.

3.2 Sales in 2013 were still showing the effects of the economic recession and the weaker economic period of 2012. The closure of Caversham Quarry during 2013 also accounted for a reduced working of sand and gravel during this period. This closure was due to exhaustion of reserves in 2012, pending grant of permission for an extension which was approved in August 2014 but not commenced until 2017. The recession and the quarry closure are likely to have affected the total sales around 2014.

3.3 There was also a 15% fall in sales of Sharp Sand and Gravel from quarries in Oxfordshire from 2015 to 2016. Most of this decrease was accounted for by sales at one quarry - Bridge Farm, Sutton Courtenay. The fall in sales at this quarry in 2016 was caused primarily by a break in production whilst the determination and issue of the planning permission to work the full depth of gravel in Phase 4b at Bridge Farm was awaited; the permission was issued on 17 May 2016.

3.4 The shortfall in supply from Bridge Farm during this time was made up by imports of marine dredged material, delivered by rail from East London into Appleford Sidings, Sutton Courtenay Depot. Crushed Rock (limestone) was also imported by rail into this depot, from Somerset, and used to substitute sand and gravel.

3.5 In 2017 sales of sand and gravel extracted from Bridge Farm, Sutton Courtenay Quarry returned to the 2015 level; and overall sales of Sharp Sand and Gravel in Oxfordshire increased again.

3.6 In 2020, the Global pandemic Covid resulted in multiple lockdowns and industry closed or slowed down for periods, which caused a fall in sales. In addition Hatford was awaiting a determination for their western extension, which was submitted in 2019.

3.7 In 2021, developments and strategic projects both in Oxfordshire and neighbouring Authorities commenced again following the lockdowns of 2020. Also, production at the 2018 permission at New Barn Farm became established and there was permission for an extension at Hatford that enabled production on the site to continue in 2021.

3.8 All these factors have had implications for the 10-year average and 3 year average.

3.9 The 10 year average is currently 0.791tpa , which included the time period 2013-2017 and the associated factors for the reduced sand and gravel sales.

3.10 Since 2016 there had been a steady increase in Sharp Sand and Gravel sales. In 2020 there was a decrease in sales compared with 2019, due to COVID and lockdown. Sales in 2021 were the highest in the 10 year period, and whilst they have reduced by 16% in 2022, they are comparable with 2019, which was pre Covid. The 3 year average is 0.986tpa.

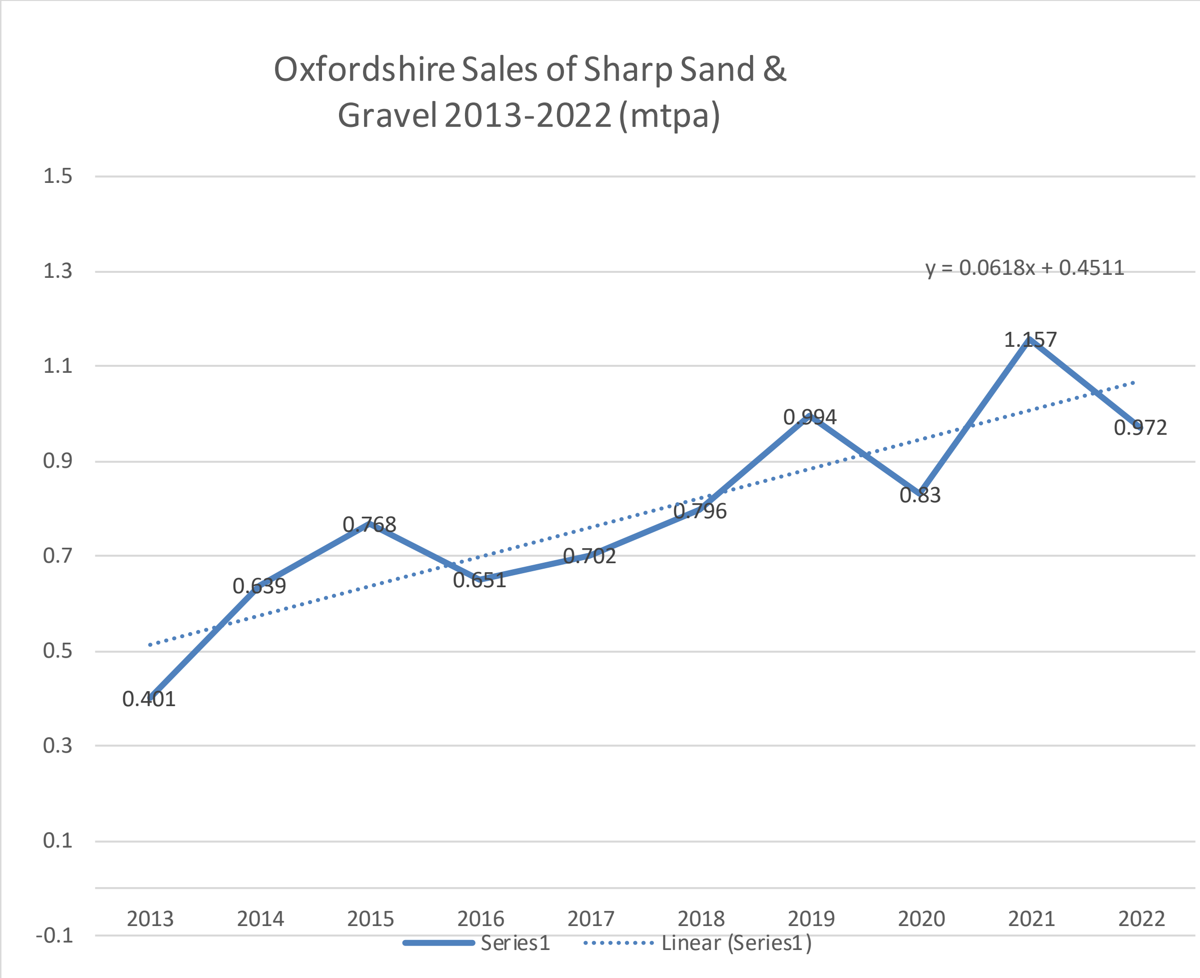
3.11 These figures are expected with the amount of residential and commercial growth taking place within and around Oxfordshire.

3.12 Based on linear trend analysis shown in Figure 3.1, the average rate of increase over the period 2013 to 2022 in Oxfordshire was 0.0618mtpa, giving a total increase of 0.618mtpa over the 10-year period with 3 intervals of decline. The periods of decline are previously discussed in 3.4-3.5.

3.13 There has been a 5.5% increase in the 10-year period and a 1% decrease in the 3-year period[1]. The 3-year sales average of Sharp Sand and Gravel is 24.6% higher than the 10-year average.

**Figure 3.1 Linear trend analysis - Sharp Sand and Gravel sales (mtpa) 2013-2022**

[1] Oxfordshire County Council LAA2021




Soft Sand Past Sales

3.14 Sales of Soft Sand from quarries in Oxfordshire 2013–2022 are shown in Table 3.2. These figures are taken from the 2021 Aggregates Minerals Survey undertaken by the County Council on behalf of the SEEAWP and the BGS Survey.

| 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 10 year average | 3 year average |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 0.165 | 0.230 | 0.233 | 0.227 | 0.251 | 0.252 | 0.254 | 0.210 | 0.264 | **0.229** | **0.230** | **0.234** |

**Table 3.2: Sales of Soft Sand 2013 – 2022 (million tonnes) (Sources: SEEAWP Aggregates Monitoring Surveys)**

3.15 Like Sharp Sand and Gravel, sales in 2013 were still showing the effects of the economic recession and the weaker economic period of pre 2012. Though sales picked up and were steadily increasing up until Covid.

3.16 Hatford quarry gained permission in early 2021 which enabled production to continue on site. Planning permission for Shellingford was issued at end of 2020 and production resumed on site in 2021. Along with the post COVID surge in developments, this caused a sharp increase in the sales in 2021.

3.17 The sales for 2022 decreased from 2021 by 13% and are the 4th lowest sales in the last 10 years. This could be due to less demand, or it could be due to the geology of the sites. Soft Sand is often located with Crushed rock reserves, and if more Crushed Rock has been extracted from this site over 2022 due to geology, this may have an impact on our Soft Sand sales for that year. This will need to be monitoried in future LAA's.

3.18 Linear trend analysis (Figure 3.2) over the period 2013 to 2022 reveals an average rate of increase of 0.0048mtpa for Oxfordshire, representing a total of 0.005mt (with three periods of decline) over the baseline period.

3.19 Sales saw a 3.35% increase in the 10-year period, but a 3.6% decrease over the 3-year period. However, the 3-year average is 1.2% higher than the 10-year baseline period[2].

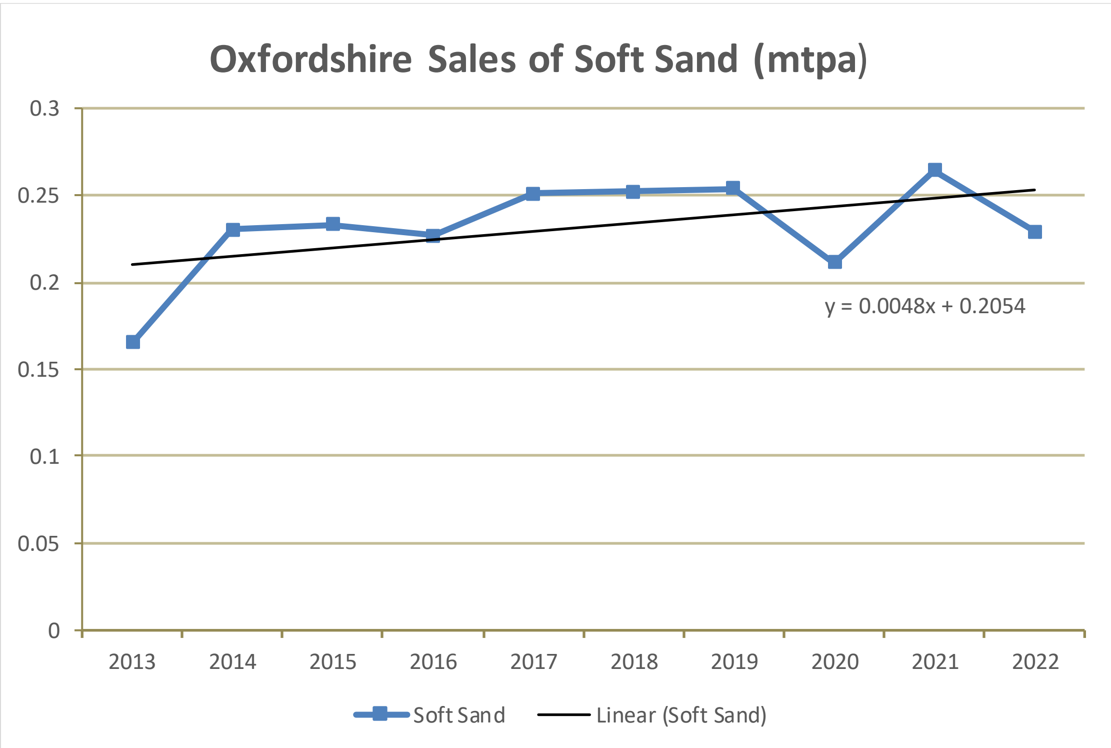



**Figure 3.2 Linear trend analysis – Soft Sand sales 2013-2022**

[2] Appendix 1

Overall sand and gravel sales

3.20 Oxfordshires saw a 16% decrease in Sharp Sand and Gravel and a 13% decrease in Soft Sand giving an overall decrease of 14.5% in all Sand and Gravel, which is above the Mineral Products Associations (MPA[3]) findings for the same period. The MPA saw a 9.6% decrease for all Sand and Gravel[4] in the South East and 9.3% across Great Britain.

Crushed Rock Past Sales

3.21 Sales of Crushed Rock from quarries in Oxfordshire for the period 2013– 2022 are shown in Table 3.3. These figures are taken from the Aggregates Monitoring Survey by SEEAWP and the BGS Survey.

| **2013** | **2014** | **2015** | **2016** | **2017** | **2018** | **2019** | **2020** | **2021** | **2022** | **10 year average** | **3 year average** |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 0.502 | 1.061 | 0.914 | 0.715 | 0.867 | 0.751 | 0.843 | 1.087 | **1.254** | **1.146** | **0.914** | **1.162** |

**Table 3.3: Sales of Sharp Crushed Rock 2013- 2022 (million tonnes) (Sources: SEEAWP Aggregates Monitoring Surveys)**

3.22 The sales for 2022 decreased 8.6% compared with 2021, however sales were still at their second highest over the last 10 years.

3.23 The Minerals Products Association[5] records that across the UK crushed rock sales fell by between 14% and 3% with the average of 7.9% decrease for the 8 regions reported. Due to confidentiality issues results for the South East could not be reported.

3.24 The information we have received from Operators is that construction activity maintains relatively high within Oxfordshire and also within areas surrounding the County, with particular focus on all the growth centres for both residential and commercial developments.

3.25 It is also believed HS2 is also still demanding significant mineral, as shown by the demand for increased capacity at Banbury Rail depot to bring in more material to meet this projects requirement in 2021. There was application for 2.7 million tonnes of material at Finmere which is specifically for HS2 however this has now been withdrawn and construction of HS2 continues the materials for which could be being met from our Crushed Rock quarries, impacting significantly on our sales.

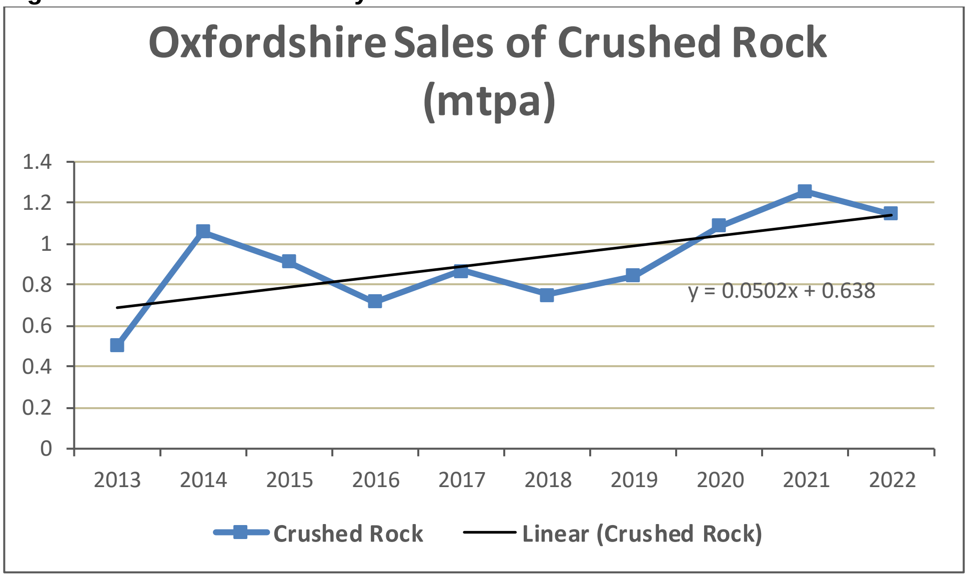
[3] Regional_overview_of_construction_and_mineral_products_markets_in_GB_Spring_2023.pdf (mineralproducts.org)
[4] Regional_overview_of_construction_and_mineral_products_markets_in_GB_Spring_2023.pdf (mineralproducts.org)NOTE: The MPAs also include Soft sand in their sand and gravel calculations
[5] Regional_overview_of_construction_and_mineral_products_markets_in_GB_Spring_2023.pdf (mineralproducts.org)

3.26 On top of this, we have been informed that there has been the significant demand for aggregate from the second Phase of East -West Rail (not Crossrail).

3.27 Since 2014, Crushed Rock sales have been consistently higher than those at the start of the 10-year baseline period. In 2022 there was a 12.3% increase on the previous 10-year period. The three-year average rose with an 9.6% increase on the previous 3-year period.

3.28 Linear trend analysis of Crushed Rock sales (Figure 3.3) over the period 2013 to 2022 reveals an average rate of increase of 0.0502mtpa for Oxfordshire. The resulting overall increase over that period is 0.502mt (4 periods of decline).

**Figure 3.3 Linear trend analysis – Crushed Rock sales**




Secondary and Recycled Aggregate

3.29 Although reasonable data on recycling capacity is available for Oxfordshire, and whilst that may be indicative of increasing production and sophistication, there is only partial information on the actual levels of production and use of these materials.

3.30 Past aggregates monitoring surveys, for example, have not produced a full response from secondary and recycled aggregates site operators. This is a recognised issue across the South East, and to try and ensure a more accurate picture of the sales of recycled aggregates, it was decided by the South East Aggregates Working Party that Authorities could use the Environment Agency's Waste Data Interrogator (WDI) to estimate material recycled, if returns were insufficient.

3.31 Where returns were provided by operators these were used, and where they are not, a 50% average of material received into a CDE recycling site was taken from the WDI.

3.32 As the WDI for 2022 has not been released yet, this LAA is unable to calculate the Recycled Aggregate for 2022. Therefore this will be done separately and published on our website as soon as the work is complete.

3.33 For Secondary Aggregate sites, an estimate is made using averages from previous returns.

3.34 The most recent data available is for 2021 which recorded sales in Recycled and Secondary Aggregate, of 0.416mt.

3.35 It is likely that this estimated 2021 figures were significantly less than the total actual production. The surveys in the years 2013 and 2015 to 2017, particularly 2016, had significantly better response rates.

| **2012** | **2013** | **2014** | **2015** | **2016** | **2017** | **2018** | **2019** | **2020** | **2021** | **10 year average** | **3 year average** |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 0.466 | 0.422 | 0.271 | 0.453 | 0.534 | 0.417 | 0.406 | 0.372 | **0.439** | **0.416** | **0.420** | **0.409** |

**Table 3.4: Sales of Secondary and Recycled Aggregate 2012-2021 (Sources: SEEAWP Aggregates Monitoring Surveys)**

3.36 Within the Mineral Products Association report "The Contribution of Recycled and Secondary Materials to Total Aggregates Supply in Great Britain - Estimates for 2021" it is reported in 2021, total recycled and secondary aggregates are estimated to have accounted for 28% of total aggregates supply in Great Britain.

3.37 If this percentage was rolled over to Oxfordshire's total Aggregate sales for 2022, it could be estimated that 0.657million tonnes of recycled and secondary aggregate were sold in 2022.

Imports of Secondary Aggregates

3.38 No known secondary aggregates are currently transported into Oxfordshire. This is largely due to the costs of transporting the material, and because the exemptions from the aggregates levy, that gave secondary aggregates a cost advantage over primary aggregates were withdrawn in April 2014.

Rail Depots

3.39 There are three railhead depots in Oxfordshire used for importing aggregates, namely at Banbury, Kidlington and Sutton Courtenay, and these are safeguarded in the Oxfordshire Minerals and Waste Local Plan: Part 1 Core

Strategy. These depots import Crushed Rock aggregates from the South West (Somerset) and the East Midlands (Leicestershire). There is planning permission for a further railhead aggregate depot at Shipton on Cherwell, but this has not yet been developed. There is also a depot at Hinksey Sidings, Oxford but this is used solely by the rail industry to bring in rail ballast for internal use on the rail network; it is currently operational but its use for the transhipment of rail ballast has been intermittent in the past.

3.40 Figures for imports of Crushed Rock by rail collected by Oxfordshire County Council are only available from 2007 onwards. Prior to that year only the regional totals were available.

3.41 In 2022, there were no returns from operators on sales from Rail Depots. Therefore, we are unable to report on sales for 2022.

3.42 However, to a number of planning decisions in 2021, Oxfordshire's rail depot capacity increased to over 3.5million tonnes.

3.43 It is known that the increased capacity at Hennef Way Banbury is temporary for 5 years to provide material for HS2, and Appleford Sidings has added two more rail sidings. This site now has a condition limiting it to 1.5million tonnes per annum.

3.44 In addition in 2021, an application was made by Hanson for their aggregates depot at Kidlington site, to change the working hours to allow more trains to be unloaded (21/02817/F). Currently 12 trains a week (maximum) are able to access the site. However,that application states that due to an increased operational demand associated with HS2 construction there a need to increase the amount of trains able to access the site, and consequently the operational hours need to be varied to ensure sufficient unloading time. The application proposes to allow a maximum of 18 trains a week. Thereby enabling an increase of 50% additional material arriving at the site. This application has yet to be determined

3.45 Due to this demand for additional capacity, it can be considered that sales remain significant through Rail Depots in Oxfordshire.

Historic Rail Depot Sales

3.46 The rail depot figures prior to 2022 are confidential because they were derived from returns for only two companies. The figures for 2020 incorporated imports by rail from Somerset, Leicestershire and elsewhere, but also included significant quantities (from South Wales, South Gloucestershire and Kent) that were delivered to the rail depots by road; this distorted the true picture for rail transportation. It at least provides quantification of those road imports. The figures do not include imports of Crushed Rock to Hinksey Sidings, Oxford, which were brought in by rail and despatched by rail for use as rail ballast on the rail network (over a wider area than just Oxfordshire).

3.47 Although the raw data is confidential, in 2020 it was possible to report the variations over time (from 2007 onwards) in overall sales from the rail depots from the two reporting companies. Table 3.5 below, expresses the annual sales from rail depots for 2007 to 2020 as proportions of the sales figure for 2007.

| 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1.0 | 1.1 | 0.7 | 0.9 | 1.2 | 1.0 | 1.0 | 2.4 | 2.2 | 2.4 | 2.5 | 2.5 | No return | 2 |

**Table 3.5: Pattern of sales from Oxfordshire rail depots 2007-2020 (Source: Oxfordshire County Council Aggregates Monitoring Survey)**

3.48 Table 3.5 shows that the figures vary from one year to another but that up to 2013 the fluctuation was less marked than those for sales of sand & gravel. Since 2013, the situation has changed, with annual rail imports for 2014 to 2018 being consistently around two and a half times that imported in 2007. However, this dropped to around 2 times in 2020. This could be due to Covid and lockdown and will need to be reviewed in the 2021 LAA

3.49 The combined sales from the three railhead depots that were operational in 2020 represented 74% of the total throughput permitted capacity of these three depots at this time, indicating that there was currently little headroom for further increase in imports of Crushed Rock by rail.

3.50 There is now significantly more capacity at two of the sites within Oxfordshire therefore it could be considered that sales will have also significantly increased.

## Consumption

3.51 In 2019 the BGS survey undertook the Aggregates Survey and their findings set out imports and exports of minerals between Mineral Planning Authorities which are explored in detail in Chapter 6. This sets out how much mineral Oxfordshire imports and how much we export.

3.52 The final report also sets out how much Oxfordshire Land Won Aggregate Oxfordshire consumed in 2019, which is an indicator of the quantity of each mineral type Oxfordshire requires. Sharp Sand and Gravel and Soft Sand are combined within the BGS Survey.

3.53 The full summary is shown in Appendix 2. The consumption figures have been summarised in Table 3.6. This also includes the information for the comparative years of 2009 and 2014.

| | Sand and | Crushed Rock 2009 | All Oxfordshire | Sand and | Crushed Rock 2009 | All Oxfordshire | Sand and | Crushed Rock 2019 | All Oxfordshire |
|---|---|---|---|---|---|---|---|---|---|

| | Gravel 2009 | | Aggregate 2009 | Gravel 2014 | | Aggregate 2014 | Gravel 2019 | | Aggregate 2019 |
|---|---|---|---|---|---|---|---|---|---|
| **Total Consumed within Oxfordshire (Mt)** | 0.757 | 0.625 | 1.383 | 0.765 | 1.501 | 2.266 | **0.900** | **0.617** | **1.517** |

**Table 3.6: Mineral consumed within Oxfordshire, 2009, 2014 and 2019 (BGS Surveys)**

3.54 The table shows that in 2019, Oxfordshire consumed 0.900mt of sand and gravel, an increase of 17.5% from 2014, and an increase of 18.9% on 2009.

3.55 For crushed rock, Oxfordshire consumed 0.617mt in 2019. This is a decrease of 58.5% from 2014, and a decrease of 1.3% on 2009.

3.56 It should be noted that for some minerals within the survey it is not clear where they were consumed. These minerals are identified as sold within the South East or Unallocated. The consumption rates within Oxfordshire do not include any of the quantities from these two categories.

# 4. Factors affecting demand

4.1 Although the NPPF requires that the level of future provision within the LAA should be based, in part, on the rolling average of 10 years' sales figures. it also requires "other relevant local information" to be taken into account.

4.2 We need to consider whether or not the historical 10-year average for land-won primary aggregate production can be relied upon as a guide to future levels of provision, or whether this needs to be changed in order to reflect other factors which may influence either the supply (availability) and/or the demand for aggregates produced within Oxfordshire, in future year.

The Economy and Growth

4.3 In considering Economic growth on the supply and demand of aggregates, several national forecasts have been considered. To consider economic forecasts this section considers Gross Domestic Product (GDP) along with construction rates.

4.4 The Gross Domestic Product (GDP) is only available at UK level, but it does provide a background indicator as to the relative changes in economic activity likely to be experienced in Oxfordshire over time. Table 4.1[6] below shows the annual GDP year on year growth for the UK as a whole for the 10-year baseline period. The average rate of growth in the UK over the period 2013 to 2022 is 1.6%.

| 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|---|---|---|---|---|---|---|---|---|---|
| 1.8% | 3.2% | 2.4% | 2.2% | 2.4% | 1.7% | 1.6% | -11% | 7.6% | 4.1% |

**Table 4.1: Changes in UK Real GDP over the baseline period (ONS)[9]**

4.5 The growth forecasts are set out in Table 4.2 below from the Office of Budget as at March 2023[7]. These have altered significantly from earlier years estimates due to the impact of Covid in 2020/21 along with the invasion of Ukraine, energy price rises and rising inflation.

[6] Gross Domestic Product: Year on Year growth: CVMSA % - Office for National Statistics (ons.gov.uk)
[7] Economic and fiscal outlook - March 2023 (obr.uk)

| | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | 2027 - 2030 | 2021-2027 average |
|---|---|---|---|---|---|---|---|---|---|
| UK | 7.6% | 4.0% | -0.2% | 1.8% | 2.5% | 2.1% | 1.9% | Not yet forecast | **2.81%** |

**Table 4.2: Growth Forecasts**

4.6 There are also more recent assumptions for GDP Growth[8] which is taken from a range of independent predictions. 2023 as 0.2% and 2024 as 0.7% compared with the prediction of 1.3% for 2023 in 2022[9] so overall less growth than anticipated.

4.7 In addition, inflation could be considered,as an increase in inflation rates within the UK, will also raise costs for raw materials, energy and labour. This could impact the minerals sector.[10]

| 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|---|---|---|---|---|---|---|---|---|---|
| 2.29 | 1.45 | 0.37 | 1.01 | 2.56 | 2.29 | 1.74 | 0.99 | 2.52 | 7.922 |

4.8 The Regional overview of construction and mineral products markets in Great Britain (2023) [11] states that the Construction Products Association forecast around a 5% decline in construction in 2023 with limited growth after. According to the report, private housing, which is a key driver of mineral products demand, is expected to see back-to-back falls of 11% in 2023 and 1% in 2024.

4.9 The Report does state that the construction outlook in the South East will rise around 3.6% per annum in 2023-2027, due to private housing growth, however this is includes large developments in Sussex and work in Ebbsfleet Garden City. The report does not go down to Auhority level.

4.10 It would be beneficial if consideration could be given to any indicators of more local economic growth. Unfortunately, no quantitative information is available on this, though Oxfordshire does have a growth agenda, as set out in the 2016 Oxfordshire Strategic Economic Plan and in the Oxfordshire Growth Board's Oxfordshire Infrastructure Strategy (OXIS)[12].

*Economic Forecast Conclusion*

[8] forecomp_Jul.pdf (publishing.service.gov.uk)
[9] Forecomp_May_2022__002_.pdf (publishing.service.gov.uk)
[10] U.K. Inflation Rate 1960-2023 | MacroTrends
[11] Regional_overview_of_construction_and_mineral_products_markets_in_GB_Spring_2023.pdf (mineralproducts.org)
[12] Infrastructure Strategy (OxIS) | OxLEP (oxfordshirelep.com)

4.11 At this stage it could be considered that there is uncertainty in regards growth of the economy.

4.12 Future levels of economic growth could be less than previously anticipated and this could consequently result in reduced demand for construction aggregate in the future. This will be kept under close review in future LAA's.

Major Infrastructure Projects/Key Development

4.13 Major infrastructure projects, including those at the national scale, and key developments throughout Oxfordshire should be considered alongside housing and associated infrastructure development in terms of their likely influence on the future demand for construction aggregates.

4.14 Oxfordshire's Local Industrial Strategy[13] 2020 highlights that the Infrastructure projects within Oxfordshire that are critical to the Investment Plan total £1,117.5million. The OXIS[14] identifies a range of infrastructure development required to support population and housing growth.

4.15 Across Oxfordshire these include

- West Oxfordshire A40 strategies
- Various highways improvements throughout Oxfordshire
- The National Infrastructure Delivery Plan – For Oxfordshire projects such as HS2.
- Oxfordshire Housing and Growth Deal[15]: Provides £60m for affordable housing and £150m for infrastructure improvements, including road and rail. Supports the ambition of building 100,000 new homes across Oxfordshire between 2011 and 2031 to address the county's severe housing shortage and expected economic growth.
- The Oxford-Cambridge Arc.
- The National Infrastructure Commission – East West Rail Project (though most of the work is outside the County)
- Oxfordshire Knowledge Spine, which includes Science Vale Oxford[16], Bicester and Oxford[17].
- Science Vale area: It is the largest concentration of research and development in Europe: 20,000 new jobs and around 20,000 new homes.
- Considerable growth in Bicester.

4.16 It is difficult to assess the overall impact of these infrastructure and major development proposals, in terms of their demand for construction aggregates. Some projects that were previously mentioned such as the Harwell Satellite

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[13] The Oxfordshire Investment Plan - August 2020.pdf (oxfordshirelep.com)
[14] Infrastructure Strategy (OxIS) | OxLEP (oxfordshirelep.com)
[15] https://www.gov.uk/government/publications/oxfordshire-housing-deal
16 A global hot spot for enterprise and innovation in science, high technology and the application of knowledge - http://www.sciencevale.com/
[17] Oxfordshire LEP (2014) Strategic Economic Plan: Driving Economic Growth Through Innovation.

Test Centre have now been built, whilst others such as HS2, East West Rail and growth within Bicester and the south of the County are currently underway, with a few yet to commence.

*Major Infrastructure Projects/Key Development Conclusion*

4.17 Whilst it is difficult to quantify, evidence suggests that planned infrastructure and major development both within and outside the County will continue. Demand on minerals is therefore expected to be maintained whilst these continue.

Population and Housing Growth

4.18 In considering the future projections we also need to consider population growth and local authority housing forecasts.

4.19 OXIS[18] (2017) forecasts that in the period 2016-2040, 123,500 additional homes will be built in Oxfordshire, the equivalent of 5,100 homes being built per year; and that population will increase by 39% from 688,000 to approximately 956,000.

4.20 Adopted Local Plans in the Oxfordshire indicate the major sites for new homes

- Cherwell – concentrated around Bicester, Banbury and the former RAF site at Upper Heyford, plus growth around Begbroke, Kidlington and Yarnton to meet Oxford's unmet need.
- Oxford City – concentrated at Barton Park, Northern Gateway and Oxpens.
- South Oxfordshire – concentrated around Chalgrove Airfield and the Didcot Garden Town in conjunction with Vale of White Horse, with further strategic land at the edge of Oxford
- Vale of White Horse – concentrated around the Didcot Garden Town, Wantage and Abingdon (the Science Vale)
- West Oxfordshire - concentrated at Cotswold Garden Village Eynsham, North Witney and Chipping Norton.

4.21 Population figures are published by the Office of National Statistics[19](ONS) There has been a steady population increase between 2011 and 2020.

4.22 In the Census in 2021, the population of England and Wales grew by more than 3.5million (6.3%) since 2011[20].

4.23 Unlike aggregate sales there was not a dip in population at the start of the baseline period, at least not at a county level, or on the scale associated with year-on-year variations. It is hard to draw a correlation between population figures and aggregate demand.

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18 Infrastructure Strategy (OxIS) | OxLEP (oxfordshirelep.com)
19 www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/
20 Population and household estimates, England and Wales - Office for National Statistics (ons.gov.uk)

Over the 10-year period to 2021 there was an overall growth in the population of Oxfordshire of 71,739 people (+11%) (an average of 1.1% per year). However these may get updated as the Government review the census data.

4.24 Looking to the future, Oxfordshire County Council population forecasts (2022) predict a total population in Oxfordshire of 817,349 by 2030[21]. Whereas the ONS have population forecast of 725,092 by 2030. (Appendix 4).

4.25 Whilst there is no statistical justification for assuming that rates of population growth will correlate with changes in demand for aggregates, they do at least provide a mechanism for looking further ahead than the current economic forecasts. They suggest that there will be continued pressure for new housing and associated infrastructure development which is likely to be reflected in an increase in the demand for construction aggregates.

4.26 This is echoed in the Oxfordshire Strategic Economic Plan which states that "Our vision is Oxfordshire as a vibrant, sustainable, inclusive, world leading economy, driven by innovation, enterprise and research excellence"; and also, that "Both activity and employment rates are higher than the regional average – and substantially higher than the national average".

4.27 This can be examined further by considering data on rates of house construction (Appendix 4).

4.28 Using the Government figures for completed new builds [22]For the 10-year baseline period (2012-2022) the average housing completion rate in Oxfordshire was 3515 homes, which was up 10.7% from 3140 homes per year (2011-2021)[23]

4.29 However, if we took the last 3 years average from the same data, as a baseline period (2020-2022), the housing completion rate in Oxfordshire is 4614 which is a 7% decrease on the previous 3-year baseline of 4934 homes (2019-2021). With Covid in 2020 and the associated lockdowns this slight decrease could be expected as builds were held up in 2020.

4.30 Looking forward, the projections for housing growth can be seen in Appendix 4. The average over the 10-year period equates to around 6, 238 homes per annum. Whilst there is uncertainty in Oxfordshire about the deliverability of these figures, it would suggest a continued trend in the associated demand for construction aggregates.

4.31 In March 2018, the six Oxfordshire authorities signed the Oxfordshire Housing and Growth Deal. It committed the authorities to collectively delivering 100,000 homes and infrastructure across the county between 2011 and 2031.

*Population and Housing Growth Conclusion*

[21] insight.oxfordshire.gov.uk/cms/future-population
[22] Live tables on dwelling stock (including vacants) - GOV.UK (www.gov.uk) Table 100
[23] Oxfordshire County Council.

4.32 It is clear that we need to continue consider the implications of population and housing growth on the minerals provision over the plan period.

Conclusion

4.33 The evidence available suggests that Economic Growth, Major Infrastructure Projects/Key Development and Population Growth and Housing within Oxfordshire will continue at a similar pace in the foreseeable future.The impact of inflation and the energy crisis will continue to be explored in future LAA's.

# 5. Aggregate Provision Rates

5.1 The NPPF[24] states that the Minerals Planning Authorities should plan for a steady and adequate supply of aggregates. One of the ways to do this is to prepare an annual Local Aggregate Assessment to forecast future demand, based upon a rolling average of 10 years sales data and any other relevant local information. To forecast and ensure that supply continues to meet demand, the Aggregates Provision Rate (APR) for each aggregate is set within the annual Local Aggregate Assessment.

Sharp Sand and Gravel Aggregate Provision Rate

5.2 The current LAA APR is1.015mtpa, which was originally established in the 2014 LAA and included within the adopted Core Strategy (2017) following Examination. Previous Local Aggregate Assessments have seen no justification to change this figure, as growth in Oxfordshire saw demand continue to rise and looked likely to continue.

5.3 However, sales of Sharp Sand and Gravel decreased in 2022 to 0.972mt. This is a 16% decrease on 2021 sales of 1.157mt, and lower than the current 1.015mtpa APR.

5.4 Demand has only reached the current LAA APR of 1.015mtpa once since 2006 and this was an unusual year following the previous years lockdowns following COVID, where sales exceeded 1.157mt following the low of 0.83mt in 2020.

5.5 The 10 year sales average increased 5.5% (from 0.750 mtpa to 0.791mtpa) and the 3-year sales average (0.986mtpa) decreased by 0.8% compared to the previous 3-year sales average (0.994mtpa). The 3-year sales average remains higher than the 10-year average. These are both below the current APR of 1.015mtpa.

5.6 2022 saw a reduction in demand and the construction industry are now anticipating a decline in construction followed by limited growth after. In addition other studies suggesting less economic growth than previously anticipated.

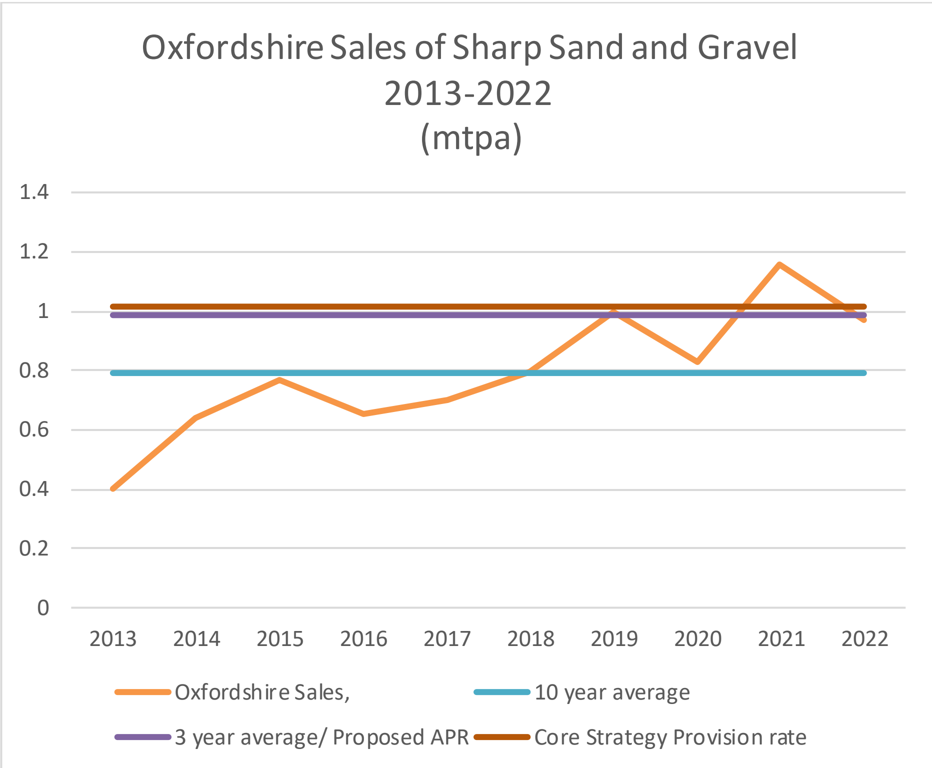
5.7 Our 10 year rolling average for sales data is 0.791mtpa, however as set out within Section 3 Demand, the start of the 10 year baseline period for sand and gravel included the end of the recession, followed by a number of sand and gravel sites waiting for permission. Since 2018 demand has contined to be significantly higher than the 10 year average. So the 10 year rolling average may not be the most appropriate APR for planning “a steady and adequate supply of mineral” at this stage.

[24] National Planning Policy Framework (publishing.service.gov.uk)

5.8 In light of the all the factors considered, including current sales, Oxfordshire's consumption and exports, and all other evidence, rather than using the 10 year average, it is recommended that the Aggregates Provision Rate be based on the 3 year average of 0.986mtpa.

5.9 Figure 5.1 Actual Sharp Sand and Gravel sales compared with the average sales (mtpa), the 3 year Average/ Proposed Aggregates Provision Rate and the Core Strategy Provision rate.

**Figure 5.1 Comparison of actual sharp sand and gravel sales compared with the average sales and the proposed LAA Aggregates Provision Rate (APR) and Core Strategy Provision levels (mtpa).**




Soft Sand

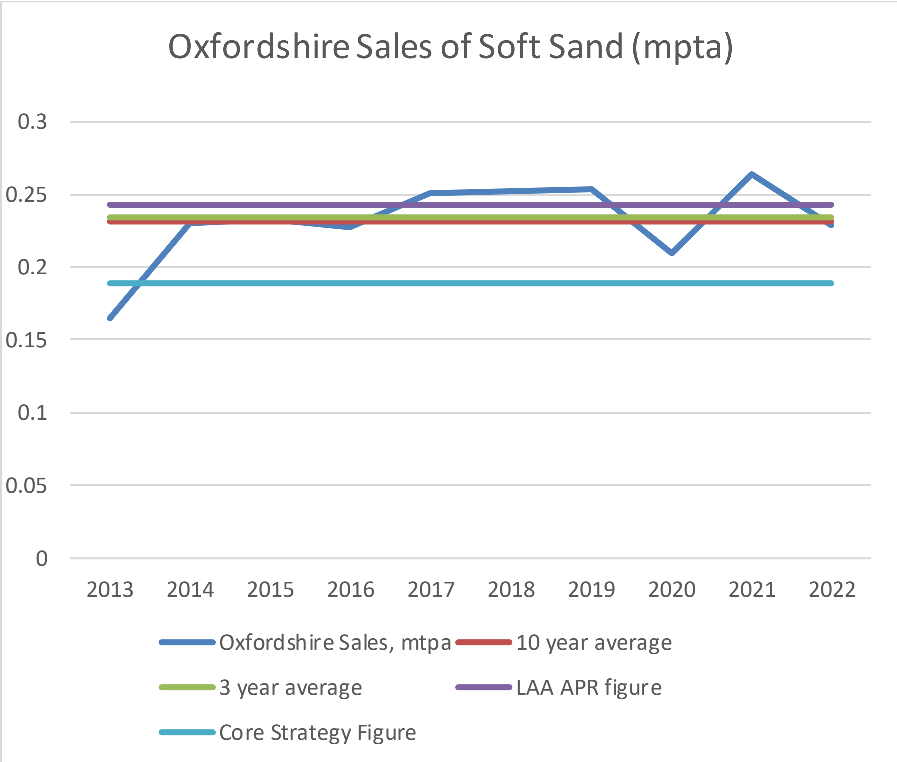
5.10 For soft sand, the Core Strategy includes a provision figure of 0.189mtpa, which was set in the LAA 2014 on the basis of the 10-year sales average at that time.

5.11 In 2018 there had been 5 years (2014 – 2018) of sales of Soft Sand consistently at levels significantly above pre-2014 sales levels and above the LAA figure. This 5-year period of sales at a consistently higher level which, when considered alongside other relevant information, was sufficient for it to be concluded that this reflected an increased level of demand for Soft Sand that is likely to continue for the foreseeable future. It was therefore considered appropriate to increase the LAA Aggregates Provision Rate for Soft Sand to the 2016-2019 3-year sales average of 0.243mtpa within the LAA2019.

5.12 Sales in 2022 decreased from 0.264mt in 2021 to 0.229mt in 2021, a 13% decrease. The 3-year sales average (0.234mtpa) saw a 3.5% decrease compared with the previous 3-year sales average (0.243mtpa), though there was a 3.5% increase in the 10-year sales average (from 0.224mtpa to 0.232mtpa). The 3-year sales average is 0.9% higher than the 10-year sales average.

5.13 Taking into account sales and Oxfordshire's consumption and exports alongside all the evidence, at this time there is no justification for a change in the Aggregates Provision Rate for Soft Sandfrom the current level of 0.243mtpa.

**Figure 5.2 Comparison of actual Soft Sand sales compared with the average sales and the LAA APR and Core Strategy Provision levels (mtpa).**




Crushed Rock

5.14 In the case of crushed rock, the Core Strategy provision level figure of 0.584mtpa was set in the LAA 2014 on the basis of an upward adjustment of the 10-year sales average at that time.

5.15 In 2018, there had been 5 years (2014 – 2018) of sales of Crushed Rock consistently at levels significantly above pre-2014 sales levels and above the LAA2014 figure. This 5-year period of sales at a consistently higher level which, when considered alongside other relevant information, was sufficient for it to be considered that an increased level of demand for Crushed Rock that is likely to continue for the foreseeable future, see Figure 4.3. Therefore, it was appropriate to increase the LAA Aggregates Provision Rate for Crushed Rock to the 2016-2019 3-year sales average of 0.778mtpa.

5.16 In 2021, the LAA APR rate was increased to the 10 year average of 0.824mtpa, based on demand and other relevant information.

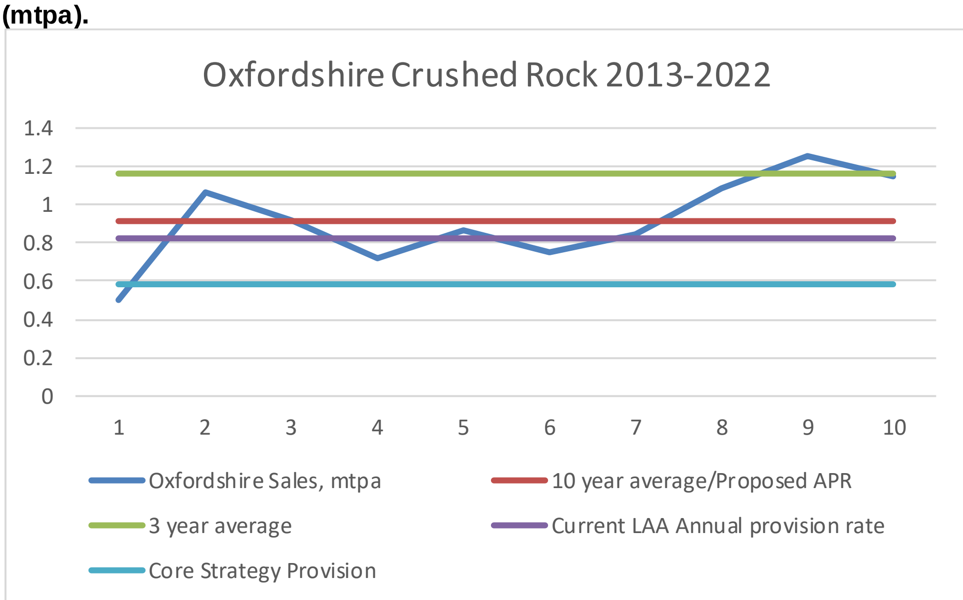
5.17 Though sales in 2022 saw a 8.6% decrease to 1.146mt compared to 1.254mt in 2021, sales are still higher than any pre 2021 year. The 3-year sales average (1.162mtpa) was 9.6% higher the previous 3-year sales average (1.061mtpa) over the baseline period and there was a 12.3% increase in the 10-year sales average (from 0.824mtpa to 0.914mpta). The 3-year and 10-year sales average remain higher than the current LAA 2021 APR of 0.824mtpa.

5.18 The current APR is not near demand, and sales have been above 0.824mpta since 2019. Available evidence, especially in terms of infrastructure project demand, indicates that demand is likely to continue.

5.19 Therefore, alongside this evidence, taking into account sales, Oxfordshire’s consumption and exports, it is considered that at this time, there is justification for a change in the Aggregates Provision Rate to the 10-year sales average.

5.20 The Aggregates Provision Rate will therefore be increased to the 10-year average of 0.826mtpa.

**Figure 5.3 Comparison of actual Crushed Rock sales compared with the Aggregates Provision Rate/10 year average, 3 year average and Core Strategy Provision levels (mtpa).**




Recycled and Secondary Aggregate & Rail Depots

5.21 In addition to setting provision level figures for local land-won aggregates, the LAA should also include provision levels for other relevant sources of aggregates supply to ensure that future demands are met. In the case of Oxfordshire these are recycled and secondary aggregates and aggregate rail depots.

5.22 In the case of recycled and secondary aggregates, the appropriate figure to maintain in this LAA is the provision rate set in the Oxfordshire Minerals & Waste Local Plan: Part 1 – Core Strategy (2017) policy M3. This is 0.926mtpa.

5.23 In the case of aggregate rail depots, due to confidentiality, we are unable to provide a LAA provision figure at this stage.

Conclusion for LAA provision figures

| | | |
|---|---|---|
| **Sharp Sand and Gravel** | **0.986mtpa** | **Changed from 2021** |
| **Soft Sand** | **0.243mtpa** | **Unchanged from 2021** |
| **Crushed Rock** | **0.914mtpa** | **Changed from 2021** |
| **Recycles and Secondary Aggregate** | **0.926mtpa** | **Unchanged from 2021** |

# 6.Supply

## Oxfordshire Supply

6.1 Oxfordshire is rich in mineral resources. Those which are used for primary aggregate production comprise: extensive alluvial sand and gravel resources along the River Thames and its tributaries; smaller deposits of glacio-fluvial sand and gravels in the north east of the county; deposits of Soft Sand mainly in the south west; and extensive areas of limestone in the north west and of ironstone in the north.

6.2 Oxfordshire also produces some secondary aggregates and a wide range of recycled aggregate materials. Further detailed information of the geological resources of Oxfordshire can be found in the LAA2014 (LUC and Cuesta Consulting Limited).

## Recycled and Secondary Aggregate

6.3 Although reasonable data on recycling capacity is available for Oxfordshire, and whilst that may be indicative of increasing production and sophistication, there is only partial information on the actual levels of production and use of these materials.

6.4 Past aggregates monitoring surveys, for example, have not produced a full response from secondary and recycled aggregates site operators. This is a recognised issue across the South East, and to try and ensure a more accurate picture of the sales of recycled aggregates, it was decided by the South East Aggregates Working Party that Authorities could use the Environment Agency's Waste Data Interrogator (WDI) to estimate material recycled, if returns were insufficient.

6.5 Where returns are provided by operators these are used, and where they are not, a 50% average of material received into a CDE recycling site is taken from the WDI.

6.6 As the WDI for 2022 has not been released yet, this LAA is unable to calculate the Recycled Aggregate for 2022. Therefore this will be done separately and published on our website as soon as the work is complete.

6.7 For Secondary Aggregate sites, an estimate is made using averages from previous returns. The most recent data available is for 2021 which recorded sales in Recycled and Secondary Aggregate, of 0.416mt.

6.8 The actual capacity figures were likely to be significantly higher than the recorded figures.

6.9 Table 6.1 below presents a fuller picture, showing the estimated[25] capacity for the production of recycled and secondary aggregates at each site at the end of 2022, sub-divided between operational and non-operational sites.

6.10 Of a total capacity of approximately 1.503mtpa: 1.468mtpa is at operational facilities and 0.035mtpa is currently non-operational. Of the operational capacity, that which is at sites with planning permission to the end of the plan period (2031) or beyond is 1.031mtpa, whereas the capacity of sites with permissions that expire before the end of 2031 is 0.250mpta.

6.11 In addition, at the end of 2022 there were two applications outstanding. One at Dix Pit (MW.0059/19) for an additional 0.040tpa until 2028, and one at Finmere (MW.0031/19) for 0.038mtpa of recycled aggregate. An additional 0.078mpta of recycling capacity.

| **Facility Name** | **Operator** | **Planning Life** | **Production Capacity (tpa)** |
|---|---|---|---|
| **Operational Recycled Aggregate Production Facilities with Permanent consent or Time Limited Consent to end of Plan Period (2031)** | | | |
| Drayton | Oxfordshire Highways | Permanent | 75000 |
| Ferris Hill Farm | Banbury Plant and Skip Hire (incorporating NL Matthews) | Permanent | 24999 |
| Grove Industrial Park | Aasvogel | Permanent | 40000 |
| Hundridge Farm | G.D. Parker Instant Skip Hire | Permanent | 5000 |
| Lakeside Industrial Park | Micks Skips and Recycling Ltd. | Permanent | 2000 |
| New Barn Farm | Grundon | 2037 | 10000 |
| New Wintles Farm | O Malley Haulage | Permanent | 170000 |
| Newlands Farm | Smiths of Bloxham | Permanent | 32000 |
| Playhatch Quarry | Grabloader Ltd. | Permanent | 70000 |
| Rear of Cemex Batching Plant (Hardwick) | Fergal Contracting | Permanent | 20000 |
| Rumbolds Pit | Richard Hazel (Hazel & Jefferies) | Permanent | 20000 |
| Sandfields Farm | K J Millard Ltd. | Permanent | 12000 |
| Shipton Hill | Hickman Bros | Permanent | 12600 |

[25] Taken from Survey responses, Planning Decisions and Planning Application Statements.

| | | | |
|---|---|---|---|
| Stonepitt Barn | SCB Oxford Ltd | Permanent | 75000 |
| Worton Farm (Cresswell Field) | M&M Skip Hire | Permanent | 60000 |
| Swannybrook | NAP Grabhire | Permanent | 80280 |
| Chilton Waste Transfer Site/Prospect Farm | Raymond Brown Minerals and Recycling Ltd. | 2022 | 75000 |
| Gill Mill | Smith and Sons (Bletchington) Ltd. | 2040 | 175000 |
| Ewelme No. 2 | Grundon Waste Management | 2032 | 12000 |
| Shellingford Quarry | Earthline Ltd. | 2044 | 60000 |
| **Total Operational Production Capacity at Recycled Aggregate Production Facilities available through the Plan Period.** | | | **1,030,879** |

| | | | |
|---|---|---|---|
| **Operational Recycled Aggregate Facilities with Time-Limited Consent ending before end of Plan Period (2031)** | | | |
| Dix Pit Complex | Sheehan's | 2028 | 175000 |
| Shipton Quarry | Earthline Ltd. | 2025 | 75000 |
| **Total Operation Production Capacity at Recycled Aggregate Facilities with Time limited consent ending before end of Plan Period (2031)** | | | **250,000** |

| Facility Name | Operator | Planning Life | Production Capacity (tpa) |
|---|---|---|---|
| **Operational Secondary Aggregate Facilities with Permanent or Time-Limited Consent to end of Plan Period (2031)** | | | |
| Ardley ERF (IBAA) Facility | Fortis | 2049 | 75000 |
| **Operational Secondary Aggregate Facilities with Time Limited Consent ending before end of Plan Period (2031)** | | | |
| Sutton Courtenay Block Recycling | Hanson (reject building blocks & Concrete used in block making) | 2030 | 62500 |

| | | | |
|---|---|---|---|
| Sutton Courtenay Asphalt Recycling Plant | Hanson | 2030 | 50000 |
| **Total Operational Secondary Aggregate Capacity** | | | **187,500** |

| | |
|---|---|
| **Overall Total Operational Capacity at 'Permanent' Facilities (facilities available throughout the Plan Period)** | **1,105,879** |
| **Overall Total Operational Capacity at Time Limited Facilities (facilities with consent ending before end of 2031)** | **362,500** |
| **Overall Total Operational Capacity** | **1,468,379** |

## Non Operational Facilities

| Facility Name | Operator | Planning Life | Production Capacity (tpa) |
|---|---|---|---|
| Upwood Quarry | Hills Quarry Products Ltd. | 2029 | 15000 |
| NW Corner of TW Depot | Clancy Docwra | Permanent | 20000 |
| **Total Non Operational Capacity** | | | **35000** |

## Operational and Non-Operational Facilities

| | |
|---|---|
| **Total Operational and Non-Operational Capacity 2021 (tpa)** | 1,503,379 |

**Table 6.1 Recycled and Secondary Aggregates Permissions at end of 2022**

### Imports and Exports

6.12 Every county in the UK has to import aggregates from elsewhere because the geology means that no single county area produces exactly the profile of different types of aggregate in the exact amounts or proportions consumed therein. As part of the Local Aggregate Assessment, we should consider demand and supply factors from other MPAs.

6.13 All sales of aggregate are the result of commercial decisions by both buyers and sellers and the resulting movements reflect the relative locations of supply and demand. Where these movements cross a county boundary, they are tracked in the four (or five) yearly national aggregates monitoring surveys (AM Survey), these have been 2005, 2009, 2014 and most recently 2019. This survey is known as AM2019.

6.14 The 2019 Aggregates Minerals Survey for England and Wales was published in August 2021. The figures within this Imports and Exports section of the LAA 2020 were taken from the AM2019 which shows movement of minerals at a sub-regional and Minerals Planning Authority level. These are set out in detail in Appendix 2.

6.15 The most recent AM2019 stated that overall Sand and Gravel sales in England have decreased by 4% between 2014 and 2019, whilst Crushed Rock sales increased 18% between 2014 and 2019.

6.16 Oxfordshire however, has increased in Land won Sand and Gravel sales by 44% since 2014, though sales in Crushed Rock have decreased by 20%.

6.17 Total primary aggregate sales within Oxfordshire have increased by 8% since 2014, however the South East as a whole has seen an overall decrease of 7% in total primary aggregate sales.

6.18 Some neighbouring MPAs have limited resources of their own. These authorities therefore rely on Oxfordshire to supply some of their needs. Other MPAs have traditionally supplied aggregates into Oxfordshire, Somerset, South Gloucestershire and Leicestershire have previously provided Crushed Rock to supplement the County’s own production and to cater for higher specification requirements from harder rock resources

6.19 The AM2019 sets out the sales of primary aggregates by MPA and principal destination sub region in 2019. These findings are shown in Table 6.2. As the table shows Oxfordshire were responsible for 20% of the South East Regions Land Won Sand and Gravel Sales and 42% of the Crushed Rock sales in 2019. This does not include that mineral that was unallocated or went elsewhere. They are also set out in Appendix 2.

(thousand tonnes)

| Destination | Land won sand and gravel | MPA% | AWP% | Crushed Rock | MPA | AWP% |
|---|---|---|---|---|---|---|
| Oxfordshire | 772 | 62% | | 260 | 31% | |
| South East | 369 | 30%[26] | | 404 | 48% | |
| Elsewhere | 43 | 3% | | 178 | 21% | |
| Unallocated | 64 | 5% | | | | |
| | 1248 | 100% | 20% | 843 | 100% | 42% |

**Table 6.2 Sales of primary aggregates and principal sub regions 2019 (Exports)**

6.20 The AM2019 also sets out Oxfordshire's imports in 2019. A summary of the import findings is shown in Table 6.3. The table also shows as a percentage, of the South East total, Oxfordshire's imports.

(thousand tonnes)

| Total Imports | Land won Sand and Gravel | Marine Sand and Gravel | Total Sand and Gravel | Crushed Rock | Total Primary Aggregate |
|---|---|---|---|---|---|
| Oxfordshire | 128 | 7 | 136 | 356 | 491[27] |
| South East Total | 2268(6%) | 1962(0.3%) | 3950(3%) | 58084 (0.6%) | 9754(5%) |

**Table 6.3 Imports of primary aggregates and its relationship with the South East Imports Total**

6.21 The AM Survey 2019 (Tables 6.2, 6.3 and Appendix 2) shows that Oxfordshire is now a net exporter of both Land won Sand and Gravel and Crushed Rock.

Sharp Sand and Gravel

6.22 The AM2019 does not differentiate between Soft Sand and Sharp Sand and Gravel. They are combined into Land won Sand and Gravel.

6.23 Comparison of the AM2009, AM2014 and AM2019 results show that Oxfordshire continues to be a net exporter of sand and gravel since 2014.

Exports

6.24 Exports have significantly increased since 2009. From 140,000 in 2009, doubling to 221,000 tonnes in 2014, and in 2019 doubling again to 476,000 tonnes.

[26] There appears to be a print error in the AM2019 survey as has this figure as 60% but doesn't reflect 369,000 tonnes as a total 1,248,000 tonnes. Recalculated for this LAA as 30%
[27] This should be 492 as 136 add 356 is not 491

6.25 Oxfordshire consumed 62% of the sand and gravel produced in the County. Exports make up approximately 38%[28] of Oxfordshire's total sand and gravel sales. The majority of exports were within the South East (30%) whilst 3% went elsewhere and 5% was unallocated on the Survey returns. There is the potential for some of this to have been used in Oxfordshire.

6.26 As set out in Appendix 2 the figures from the AM2019 show that Hampshire and the Isle of Wight were one of the main Authorities that Oxfordshire exported Sand and Gravel to, along with, Buckinghamshire & Milton Keynes. Hampshire and Isle of Wights imports from Oxfordshire made up between 10 and 20% of their own total sand and gravel consumption.

Imports

6.27 Whilst we exported 476,000 tonnes of Land won Sand and Gravel, Oxfordshire imported 128,000 tonnes, up slightly from 117,000 tonnes in 2014. This was mainly from Cambridgeshire, Lincolnshire, Staffordshire and Wiltshire as Oxfordshire imported between 1% and 10% of the total consumed from each of these Authorities.

6.28 In total Oxfordshire made up 6.3% of the Sand and Gravel imports into the South East Region.

Crushed Rock

Exports

6.29 Appendix 2 shows that Oxfordshire changed from a net importer of Crushed Rock in 2014 to a net exporter. Oxfordshire exported 0.582mt of its total 0.843mt of Crushed Rock in 2019, compared with importing 0.356mt from outside the County. This is a change from 2014 where OCC was a net importer. 0.440mtwas imported, compared 0. 347mt exported.

6.30 Table 6.3 shows that exports make up approximately 69% of Oxfordshire's total sales. The majority of exports were to destinations within the South East (48%) whilst 21% went elsewhere.

6.31 As set out in Appendix 2 the figures from the AM2019 show that Northamptonshire was one of the main Authorities that Oxfordshire exported Crushed Rock to, along with, Buckinghamshire & Milton Keynes. Warwickshire and Berkshire. Imports of Crushed Rock from Oxfordshire made up between 1 and 20% of their own total Crushed Rock consumption.

6.32 Imports and in particular exports, in light of the quantity of minerals exported in 2019 will therefore need to be given great consideration in planning for future provision.

[28] The figures include the 5% that was unallocated and some of these sales may have stayed within Oxfordshire.

6.33 These shall be monitored under Duty to Cooperate and, if necessary, Statements of Common Ground between Authorities will be entered into.

# 7.Quarries

Sharp sand and gravel

7.1 On Oxfordshire, at the end of 2022, there are 12 sites with planning permission for Sharp Sand and Gravel extraction, 8 of which are active. 3are inactive, 1 not yet commenced. No planning applications were determined in 2022.

7.2 There were two outstanding applications at the end of 2022, White Cross Farm in Wallingford for 550,000tonnes (MW.0115/21) and Oday Quarry Sutton Wick for 128,000tonnes (MW.0104/20). Information on permitted sites is summarised in Table 7.1, including the operator and a summary of the current status of each site.

| **Quarry Site** | **Operator** | **Current Status at December 2022** |
|---|---|---|
| Cassington | Hanson Aggregates | Active in 2022. Operations ceased at end of 2022. |
| Caversham | Lafarge Tarmac | Active: extension of 1.86 million tonnes permitted August 2014; commenced August 2017. |
| Finmere | AT Contracting | Inactive: Intermittent small scale past working; reserve remaining. |
| Gill Mill, Ducklington | Smiths of Bletchington | Active: biggest quarry in county; extension of 5.0 million tonnes permitted June 2015; large reserve remaining. |
| Hatford | Earthline | Active: Permitted for SSG, SS and CR in 2021. 225,000tonnes of S&G |
| Stanton Harcourt (Stonehenge Farm) | Hanson Aggregates | Inactive: original quarry worked out; extension of 1.55 million tonnes permitted on appeal October 2010; permission commenced but reserve remains Permission for extraction ends Dec 2023. |
| Sutton Courtenay (Bridge Farm) | Hanson Aggregates | Inactive: Extension of 0.5 million tonnes permitted June 2018. Awaiting decision on extension of time. |
| Sutton Wick | H Tuckwell & Sons | Inactive: Application MW.0104/20 outstanding. |
| Thrupp Lane, Radley | H Tuckwell & Sons | Inactive: Estimated 0.925 million tonnes confirmed as a permitted reserve but under ROMP procedure has gone into suspension and cannot be worked until new conditions have been approved; therefore not currently included as part of permitted reserve or landbank. A ROMP application was received in 2023 and is awaiting determination. |

| Quarry Site | Operator | Current Status at December 2022 |
|---|---|---|
| Faringdon Quarry | Grundon Sand & Gravel | Active: new quarry permitted June 2013 (formerly regarded as extension to Wicklesham Quarry). Extension to 2035 granted in 2022. |
| New Barn Farm, Cholsey | Grundon | Active: Permitted for 2.500,000tonnes in November 2018. Extraction commenced in 2020 |
| Shellingford | Multi Agg Ltd | Active. Also has SS and CR deposits on site. |

**Table 7.1 Active and Permitted Sharp Sand and Gravel Extraction Sites in Oxfordshire, including Operators and Current Status (Source: OCC)**

7.3 Total permitted reserves of Sharp Sand and Gravel in Oxfordshire at the end of 2022 were 9.607 mt, as shown in Table 7.2 below. This is taken from the AM2022 survey calculated using annual operator returns. The actual operator returns for individual quarries cannot be presented due to confidentiality.

7.4 Production capacity is also relevant, as a large amount of reserve in a quarry with only a low production rate will make a smaller contribution to annual supply than equivalent reserves in a high producing quarry. Production capacity at the end of 2022 was 1.701mtpa

| Sharp Sand and Gravel Permitted Reserves at 31/12/22 (million tonnes) |
|---|
| 9.607mt |

**Table 7.2: Sharp Sand and Gravel Permitted Reserves at 31/12/22 (million tonnes)**

Soft Sand

7.5 In Oxfordshire, at the end of 2022, there were 8 sites with planning permission for Soft Sand extraction, with 1 currently inactive.No planning permissions were granted for soft sand sites in 2022.

| Quarry Site | Operator | Current Status at December 2022 |
|---|---|---|
| Bowling Green / Chinham Farm | Hills Quarry Products | Active: sand & limestone; extension of 1.6 million tonnes sand permitted June 2017; large remaining reserve. |
| Duns Tew | Smiths Bletchington | Active: extension of 0.415 million tonnes permitted June 2017 and this is anticipated to commence operation in 2019. |
| Hatford | Earthline Ltd | Active: sand & limestone. Application outstanding at end of 2019 for extension (MW.0066/19) Limestone 0.520mt, Sharp Sand 0.225mt tonnes, Soft Sand 0.130mt |

| | | |
|---|---|---|
| Shellingford | Earthline Ltd | Active: sand & limestone; permissions granted April 2011 for deepening and eastern extension, total 1.05 million tonnes sand, requires extraction to end by 31.12.20 in eastern extension and 31.12.28 in existing quarry. Application granted at end of 2019 for 1.8mt of Soft Sand and 1mt of crushed rock. |
| Upwood | Hills Quarry Products | Active: sand & limestone; large remaining reserve. |
| Faringdon | Grundon Sand & Gravel | Active: sharp sand & gravel and soft sand; new quarry permitted June 2013 (replaced Wicklesham Quarry). Extension of time till 2035 granted |
| Finmere | AT Contracting | Intermittent small scale past working; reserve remaining. Application outstanding |
| Sutton Courtenay (Bridge Farm) | Hanson Aggregates | Inactive: fully operational after periods of mothballing and spasmodic working but production has fluctuated for operational reasons; extension of 0.5 million tonnes permitted June 2018. Awaiting decision on extension of time |

**Table 7.3 Active and Permitted Soft Sand Extraction Sites in Oxfordshire, including Operators and Current Status**

7.6 Total permitted reserves of Soft Sand in Oxfordshire at the end of 2022 were 3.517mt, as shown in Table 7.4 below. This is taken from AM2022 survey, calculated using annual operator returns. The actual operator returns for individual quarries cannot be presented due to confidentiality.

7.7 However, total production capacity is also relevant, as a large amount of reserve in a quarry with only a low production rate will make smaller contribution to annual supply than equivalent reserves in a high producing quarry. The current reserves are spread across a number of operators rather than one main one and production capacity is 0.315mtpa.

| Soft Sand Permitted Reserves at 31/12/22(million tonnes) |
|---|
| 3.517 mt |

**Table 7.4: Soft Sand Permitted Reserves at 31/12/22 (million tonnes)[29]**

[29] SEEAWP Aggregates Monitoring Survey 2022

Crushed Rock

7.8 In Oxfordshire at the end of 2022, there are 15 sites with planning permission for Crushed Rock extraction. There are 12 active sites and 3 inactive. The operator and current status of each site is provided in Table 7.5.

7.9 One planning permission was granted in 2022 at Enstone (MW.100.21) for 150,000 tonnes, two thirds of which were to be used on the agricultural holding and the remaining exported.

7.10 There are also three applications for Crushed Rock outstanding at the end of 2022. Finmere Borrow Pit (MW.0048/20) which has since been withdrawn. MW.0157/22 Finmere Quarry and MW.0157/22 at Whitehill Quarry.

| **Quarry Site** | **Operator** | **Current Status at December 2021** |
|---|---|---|
| Dewars Farm | Smiths Bletchington | Active; limestone |
| Burford | Smiths Bletchington | Active; limestone |
| Castle Barn (Sarsden Quarry) | Great Tew Partnership | Closed |
| Chinham Farm (Bowling Green) | Hills Quarry Products | Active; sand and limestone |
| Land at Quarry Farm North, Enstone | Great Tew Farms Partnership | Active; limestone |
| Duns Tew | Smiths Bletchington | Active; sand with small amounts of limestone |
| Faringdon Quarry | Grundon Sand and Gravel | Active; sand & gravel with small amounts of limestone |
| Hatford | Hatford Quarry Ltd (Earthline) | Active; sand and limestone. |
| Rollright Quarry Phase 1 | Hanson Aggregates | Active; limestone. Limited production capacity by lorry movements |
| Rollright Quarry Phase 2 | Smiths Bletchington | Inactive; limestone |
| Shellingford | Multi-Agg Ltd (Earthline) | Active; sand and limestone; Application granted in 2020 (MW.0104/18) for 1.8mt of Soft Sand and 1mt of crushed rock. |

| Quarry Site | Operator | Current Status at December 2021 |
|---|---|---|
| Shipton on Cherwell | Earthline | Planning permission expired 30th September 2019. Appeal outstanding for extension to site MW.0046/18 |
| Upwood | Hills Quarry Products | Active; sand and limestone |
| Whitehill | Smiths Bletchington | Active; limestone |
| Wroxton | Earthline | Active; ironstone |

**Table 7.5 Active and Permitted Crushed Rock Extraction Sites in Oxfordshire, including Operators and Current Status**

7.11 Total permitted reserves of Crushed Rock in Oxfordshire at the end of 2022 were 6.193 mt, as shown in Table 7.6 below. This is taken from the AM2022 Survey, calculated using annual operator returns. The actual operator returns for individual quarries cannot be presented due to confidentiality.

7.12 However, total production capacity is also relevant, as a large amount of reserve in a quarry with only a low production rate will make smaller contribution to annual supply than equivalent reserves in a high producing quarry. Production capacity as at the end of 2022 was 1.688mtpa.

7.13 Permitted reserves of Crushed Rock in Oxfordshire, as reported in the SEEAWP Aggregates Monitoring Survey 2022, are shown in Table 7.6 below.

| Crushed Rock Permitted Reserves at 31/12/22(million tonnes) |
|---|
| 6.193mt |

**Table 7.6: Crushed Rock Permitted Reserves at 31/12/22(million tonnes)[30]**

## Rail Depots

7.14 In 2022, there were no returns from operators on sales from Rail Depots.

7.15 However, to a number of planning decisions in 2021, Oxfordshire has increased Oxfordshire’s rail depot capacity from to over 3.5million. It is known that the increased capacity at Hennef Way Banbury is temporary to provide material for HS2, and Appleford Sidings has added two more rail sidings. This site now has a condition limiting it to 1.5million tonnes per annum.

30 AM2022 Survey

## Landbanks

7.16 Based on the Aggregates Provision Rates set out in Section 5 that have been determined for this LAA and the permitted reserves as at 31 December 2022, as set out above, the landbanks at the end of 2022 can be seen below in Table 7.7.

| Permitted Reserves at 31.12.2022 by mineral type | Landbank (LAA Aggregates Provision Rate) |
|---|---|
| **Soft Sand** 3.517m. tonnes | 15.74 years at 0.243mtpa |
| **Sharp Sand & Gravel** 9.607m. tonnes | 9.74 years at 0.986mtpa |
| **Crushed Rock** 6.193m. tonnes | 6.78 years at 0.914mtpa |

**Table 7.7 Oxfordshire Landbank at 31/12/2022**

7.16 As can be seen the Landbanks for Sharp Sand and Gravel and Soft Sand have the 7 years required however the Crushed Rock landbank falls below the 10-year requirement for the fifth consecutive year.

# 8. Core Strategy Mineral Requirements

8.1 The Minerals and Waste Local Plan Part 1: Core Strategy (Policy M2) sets out the total provision requirement of minerals for the Plan Period 2014-2031. These are:

- 18.27 million tonnes of Sharp Sand and Gravel
- 3.402 million tonnes of Soft Sand; and
- 10.512 million tonnes for Crushed Rock

Sharp Sand and Gravel

8.2 Taking into account sales in 2014 – 22 (total 7.510 million tonnes), and reserves that are expected to be worked during the plan period (8.322million tonnes), the remaining requirement for the period to 2031 is 2.437million tonnes. See Appendix 3 for calculations

Soft Sand

8.3 Taking into account sales of Soft Sand in 2014 – 2022 (total 2.150 million tonnes), and reserves that are expected to be worked during the plan period 1.802million tonnes), there are no more requirements for additional Soft Sand over the Plan Period. See Appendix 3 for calculations

Crushed Rock

8.4 Taking into account sales in 2014 – 2022(total 8.638 million tonnes), and reserves that are expected to be worked during the plan period (5.275 million tonnes), there are no more requirements for additional Crushed Rock over the Plan Period.

8.5 Therefore To meet the Core Strategy Requirements, we will need to identify sites to meet the following:

- **Sand and Gravel – 2.437 million tonnes**
- **Soft Sand - 0 million tonnes**
- **Crushed Rock - 0 million tonnes**

# 9. Conclusion

8.1 In concluding this year's Oxfordshire's LAA, based upon consideration of all the available evidence, the Aggregates Provision Rates are:

- **Sand and Gravel – 0.986 mtpa**
- **Soft Sand – 0.243mtpa**
- **Crushed Rock – 0.914mtpa**
- **Recycled and Secondary Aggregates- 0.926mtpa**

8.2 To meet the Core Strategy Requirements as set out in Policy M2, we will need to identify sites to meet the following need:

- **Sand and Gravel – 2.437 million tonnes**
- **Soft Sand - 0 million tonnes**
- **Crushed Rock - 0 million tonnes**

8.3 To ensure we maintain a steady and adequate supply over the Plan Period, we need to consider these LAA Provision Rates with the permitted reserves as of 31 December 2022[31] and the implications for the Authorities landbank

8.4 Our landbank for Soft Sand and Sharp Sand and Gravel are both above the 7-year requirement. However, for Crushed Rock the landbank is at 6.193 years, below the NPPFs 10-year requirement.

8.5 To address this issue, in December 2022, it was agreed to commence with a New Minerals and Waste Plan for Oxfordshire.

8.6 This new Plan will consider mineral requirements for all aggregates over the new Plan period during its preparation.

8.7 Mineral requirements within the adopted Core Strategy will be replaced with the mineral requirements set out within the new Minerals and Waste Plan upon adoption.

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[31] Appendix 2

# 9. List of Definitions and Acronyms

The Local Aggregate Assessment uses the following terminology throughout this report:

- **Alternative aggregates** - A general term which can be used to refer to anything other than primary, land-won aggregates. It can include secondary, recycled and sometimes marine aggregates.
- **Landbank** - Landbank is a measure of the stock of permitted reserves expressed in terms of the number of years that these would allow production for at a given average rate of extraction. It is a theoretical measure of the life of the reserves if these were to be worked at a consistent annual rate.
- **Land-won aggregates** - Primary aggregates extracted from land.
- **Marine aggregates** - Primary aggregates dredged from the sea, almost exclusively sand and gravel.
- **Primary aggregates** - These are aggregates produced from naturally occurring mineral deposits, extracted specifically for use as aggregate and used for the first time. They are produced either from rock formations that are crushed to produce 'crushed rock' aggregates, from naturally occurring sand and gravel deposits, or solid formations to produce soft sand.
- **Aggregate Provision Rate (APR)** - the quantity of aggregate for which provision needs to made in plans within each Mineral Planning Authority in order both to satisfy local needs and to contribute fairly towards National expectations of future demand
- **Recycled aggregates** - Aggregate materials recovered from construction and demolition processes and from excavation waste on construction sites.
- **Secondary aggregates** - Aggregates derived as a by-product of other quarrying and mining operations or industrial processes, including colliery spoil, china clay waste, slate waste; power station ashes, incinerator bottom ashes and similar products.
- **Sharp Sand and Gravel -** Sharp sand tends to be relatively coarse and the component grains are more angular than soft sand (see below). Such sands are typically deposited within river channels, rather than in oceans, and are generally found, as part of a sequence of mixed sand & gravel, within river floodplains, river terraces, and (in areas which have been glaciated) within other types of deposit. As the name implies they have a sharper texture than soft sands and, although they can be used as building sand, they are generally not preferred for that purpose because they produce less 'workable' mortars, unless special additives are included in the mix, adding to the cost. They are better suited to use within concrete products, not least because they usually occur in conjunction with gravels which provide the coarse aggregate component of the concrete mix.
- **Soft Sand** - Soft Sand is generally fine-grained sand in which the individual grains are well-rounded, imparting a relatively soft texture and free-flowing nature to the sand. Such sands are commonly deposited in marine environments, where constant movement by the sea results in the rounding,

polishing and sorting of the grains. The characteristics of such sands lend themselves especially to products which are required to ‘flow’ or be easily ‘workable’ by hand when they are being used - particularly mortars, but also plaster, in the case of very fine grained sand. These are collectively known as ‘building sand’. Soft Sand may also be used in asphalt products where it is used to stiffen the bitumen binder, and in concrete products - although sharp sand is more commonly used for that purpose.

The Local Aggregates Assessment uses the following acronyms throughout this report:

- **AMRI** – Annual Minerals Raised Inquiry Surveys
- **APR** – Aggregate Provision Rate
- **AWP** – Aggregate Working Party
- **BGS** – British Geological Survey
- **CLG –** Communities and Local Government (See MHCLG below)
- **DLUHC** – Department of Levelling Up, Housing and Communities
- **GDP –** Gross Domestic Product
- **LAA** – Local Aggregates Assessment
- **MASS** – Managed Aggregates Supply System
- **MPAs** – Mineral Planning Authorities
- **Mt** – Million tonnes
- **mtpa** – Million tonnes per annum
- **MHCLG –** Ministry of Housing, Communities and Local Government (now rebranded as DLUHC – Department of Levelling Up, Housing and Communities)
- **MWLP** – Minerals and Waste Local Plan
- **NPPF** – National Planning Policy Framework
- **OCC** – Oxfordshire County Council
- **PPG** – Planning Practice Guidance
- **RAWP** – Regional Aggregate Working Parties
- **ROMP** – Review of Old Mineral Permissions
- **SEEAWP** – South East of England Aggregate Working Party
- **SHMA –** Strategic Housing Market Assessment

# Appendix 1

Total Oxfordshire Sand and Gravel Sales (including Soft Sand)

(Source: AM Surveys and SEEAWP Surveys)

The AM2019 did not include a separate England total for Soft Sand for 2019, therefore for comparative purposes we have combined the historical records for Sharp Sand and Gravel and Soft Sand to be able to compare the 2019 figure with previous years.

| | **Oxfordshire Sharp Sand & Gravel Sales (million tonnes)**[32] | **Oxfordshire Soft Sand Sales (million tonnes)**[33] | **Total Oxfordshire Land won Sand and Gravel** (million tonnes) | **England Total Land Won Sand and Gravel (million tonnes)** | **Oxfordshire's sales as a percentage of England's sales** [34] |
|---|---|---|---|---|---|
| **2003** | 1.372 | 0.234 | 1.479 | 59.974 | 2.47% |
| **2004** | 1.184 | 0.295 | 1.289 | 62.735 | 2.05% |
| **2005** | 1.090 | 0.199 | 1.166 | 58.926 | 1.98% |
| **2006** | 0.983 | 0.183 | 1.059 | 56.148 | 1.89% |
| **2007** | 0.893 | 0.166 | 0.78 | 54.512 | 1.43% |
| **2008** | 0.629 | 0.151 | 0.627 | 50.134 | 1.25% |
| **2009** | 0.462 | 0.165 | 0.597 | 37.81 | 1.58% |
| **2010** | 0.455 | 0.142 | 0.69 | 36.723 | 1.88% |
| **2011** | 0.489 | 0.201 | 0.714 | 36.589 | 1.95% |
| **2012** | 0.559 | 0.155 | 0.566 | 33.229 | 1.79% |
| **2013** | 0.401 | 0.165 | 0.869 | 35.855 | 2.42% |
| **2014** | 0.639 | 0.230 | 1.001 | 38.785 | 2.58% |
| **2015** | 0.768 | 0.233 | 0.878 | 2015 figures not available | n/a |

[32] Source: SEEAWP Aggregates Monitoring Surveys
[33] SEEAWP Aggregates Monitoring Surveys
[34] Figures include data for marine dredged material. This data is allocated to the county in which the port of landing is situation.

| | Oxfordshire Sharp Sand & Gravel Sales (million tonnes)[32] | Oxfordshire Soft Sand Sales (million tonnes)[33] | Total Oxfordshire Land won Sand and Gravel (million tonnes) | England Total Land Won Sand and Gravel (million tonnes) | Oxfordshire's sales as a percentage of England's sales [34] |
|---|---|---|---|---|---|
| **2016** | 0.651 | 0.227 | 0.954 | 2016 figures not available | n/a |
| **2017** | 0.703 | 0.251 | 1.048 | 2017 figures not available | n/a |
| **2018** | 0.796 | 0.252 | 1.133 | 2018 figures not available | n/a |
| **2019** | 0.994 | 0.254 | 1.248 | 39.708 | 3.14% |
| **2020** | 0.830 | 0.210 | 1.040 | 2020 figures not available | n/a |
| **2021** | 1.157 | .264 | 1.421 | 2021 Figures not available | n/a |
| **2022** | **0.972** | **0.229** | **1.201** | **2022 Figures not available** | **n/a** |
| **Rolling 10 year annual average, 2003 - 2012** | 0.812 | 0.182 | 0.891 | 40.433 | 2.01% |
| **Rolling 10 year annual average, 2004 - 2013** | 0.715 | 0.176 | 0.839 | 38.629 | 1.85% |
| **Rolling 10 year annual average, 2005 - 2014** | 0.660 | 0.179 | 0.812 | 36.853 | 1.79% |
| **Rolling 10 year annual** | 0.628 | 0.184 | 0.787 | n/a | n/a |

| | Oxfordshire Sharp Sand & Gravel Sales (million tonnes)[32] | Oxfordshire Soft Sand Sales (million tonnes)[33] | Total Oxfordshire Land won Sand and Gravel (million tonnes) | England Total Land Won Sand and Gravel (million tonnes) | Oxfordshire's sales as a percentage of England's sales [34] |
|---|---|---|---|---|---|
| average, 2006 – 2015 | | | | | |
| Rolling 10 year annual average, 2007 – 2016 | 0.595 | 0.192 | 0.778 | n/a | n/a |
| Rolling 10 year annual average, 2008 – 2017* | 0.576 | 0.202 | 0.822 | n/a | n/a |
| Rolling 10 year average 2009 – 2018 | 0.592 | 0.230 | 0.923 | n/a | n/a |
| Rolling 10 year average 2010 – 2019 | 0.646 | 0.211 | 0.857 | n/a | n/a |
| Rolling 10 year average 2011 – 2020 | 0.683 | 0.218 | 0.901 | n/a | n/a |
| Rolling 10 year average 2012 – 2021 | 0.750 | 0.224 | 1.016 | n/a | n/a |
| Rolling 10 year average 2013 – 2022 | 0.791 | 0.230 | 1.023 | n/a | n/a |
| Average of last 3 years 2014 – 2016 | 0.686 | 0.230 | 0.95 | n/a | n/a |
| Average of last 3 years 2015 – 2017 | 0.707 | 0.237 | 0.717 | n/a | n/a |

| | Oxfordshire Sharp Sand & Gravel Sales (million tonnes)[32] | Oxfordshire Soft Sand Sales (million tonnes)[33] | Total Oxfordshire Land won Sand and Gravel (million tonnes) | England Total Land Won Sand and Gravel (million tonnes) | Oxfordshire's sales as a percentage of England's sales [34] |
|---|---|---|---|---|---|
| **Average of last 3 years 2016 - 2018** | 0.717 | .243 | 0.96 | n/a | n/a |
| **Average of last 3 years 2017- 2019** | 0.831 | .252 | 1.083 | n/a | n/a |
| **Average of last 3 years 2018- 2020** | 0.873 | .239 | 1.112 | n/a | n/a |
| **Average of last 3 years 2019- 2021** | .994 | 0.243 | 1.237 | n/a | n/a |
| **Average of last 3 years 2020- 2022** | .986 | 0.234 | 1.221 | n/a | n/a |

Oxfordshire's Historical Mineral Sales
Sharp Sand and Gravel 2003-2022 (million tonnes)

(Sources: SEEAWP Aggregates Monitoring Surveys, and AMRI Surveys)

| | Oxfordshire Sharp Sand & Gravel Sales (million tonnes)[35] | England Sharp Sand & Gravel Sales (million tonnes)[36] | Oxfordshire's sales as a percentage of England's sales [37] |
|---|---|---|---|
| **2003** | 1.372 | 48.674 | 2.82% |
| **2004** | 1.184 | 51.591 | 2.29% |
| **2005** | 1.090 | 48.109 | 2.27% |
| **2006** | 0.983 | 46.316 | 2.12% |

[35] Source: SEEAWP Aggregates Monitoring Surveys
[36] Source: Mineral Extraction in Great Britain survey, Table 2 "Sand and Gravel for Construction". Please note that 2014 is the most recent published report.
[37] Figures include data for marine dredged material. This data is allocated to the county in which the port of landing is situation.

| | Oxfordshire Sharp Sand & Gravel Sales (million tonnes)[35] | England Sharp Sand & Gravel Sales (million tonnes)[36] | Oxfordshire's sales as a percentage of England's sales [37] |
|---|---|---|---|
| **2007** | 0.893 | 44.52 | 2.01% |
| **2008** | 0.629 | 41.527 | 1.51% |
| **2009** | 0.462 | 31.705 | 1.46% |
| **2010** | 0.455 | 31.794 | 1.43% |
| **2011** | 0.489 | 31.392 | 1.56% |
| **2012** | 0.559 | 28.702 | 1.95% |
| **2013** | 0.401 | 30.634 | 1.31% |
| **2014** | 0.639 | 33.831 | 1.89% |
| **2015** | 0.768 | *2015 figures not available* | n/a |
| **2016** | 0.651 | *2016 figures not available* | n/a |
| **2017** | 0.703 | *2017 figures not available* | n/a |
| **2018** | 0.796 | *2018 figures not available* | n/a |
| **2019** | 0.994 | 2019 figures not available | n/a |
| **2020** | 0.83 | 2020 figures not available | n/a |
| **2021** | 1.157 | 2021 figures not available | n/a |
| **2022** | 0.972 | 2021 figures not available | n/a |
| **Rolling 10 year annual average, 2003 - 2012** | 0.812 | 40.433 | 2.01% |
| **Rolling 10 year annual average, 2004 - 2013** | 0.715 | 38.629 | 1.85% |

| | Oxfordshire Sharp Sand & Gravel Sales (million tonnes)[35] | England Sharp Sand & Gravel Sales (million tonnes)[36] | Oxfordshire's sales as a percentage of England's sales [37] |
|---|---|---|---|
| **Rolling 10 year annual average, 2005 - 2014** | 0.660 | 36.853 | 1.79% |
| **Rolling 10 year annual average, 2006 – 2015** | 0.628 | n/a | n/a |
| **Rolling 10 year annual average, 2007 – 2016** | 0.595 | n/a | n/a |
| **Rolling 10 year annual average, 2008 – 2017*** | 0.576 | n/a | n/a |
| **Rolling 10 year average 2009 – 2018** | 0.592 | n/a | n/a |
| **Rolling 10 year average 2010 – 2019** | 0.646 | n/a | n/a |
| **Rolling 10 year average 2011– 2020** | 0.683 | n/a | n/a |
| **Rolling 10 year average 2012– 2021** | 0.750 | n/a | n/a |
| **Rolling 10 year average 2013– 2022** | 0.791 | n/a | n/a |
| **Average of last 3 years 2014 – 2016** | 0.686 | n/a | n/a |
| **Average of last 3 years 2015 – 2017** | 0.707 | n/a | n/a |
| **Average of last 3 years 2016 - 2018** | 0.717 | n/a | n/a |
| **Average of last 3 years 2017 - 2019** | 0.831 | n/a | n/a |

| | Oxfordshire Sharp Sand & Gravel Sales (million tonnes)[35] | England Sharp Sand & Gravel Sales (million tonnes)[36] | Oxfordshire's sales as a percentage of England's sales [37] |
|---|---|---|---|
| **Average of last 3 years 2018 - 2020** | 0.873 | n/a | n/a |
| **Average of last 3 years 2019- 2021** | 0.994 | n/a | n/a |
| **Average of last 3 years 2020- 2022** | 0.986 | n/a | n/a |

Sales of Soft Sand 2003–2022(million tonnes)
(Sources: SEEAWP Aggregates Monitoring Surveys, and AMRI Surveys)

| | **Oxfordshire Soft Sand Sales (million tonnes)[38]** | **England Soft Sand Sales (million tonnes)[39]** | **Oxfordshire's sales as a percentage of England's sales.** |
|---|---|---|---|
| **2003** | 0.234 | 11.300 | 2.07% |
| **2004** | 0.295 | 11.144 | 2.65% |
| **2005** | 0.199 | 10.817 | 1.84% |
| **2006** | 0.183 | 9.832 | 1.86% |
| **2007** | 0.166 | 9.992 | 1.66% |
| **2008** | 0.151 | 8.607 | 1.75% |
| **2009** | 0.165 | 6.105 | 2.70% |
| **2010** | 0.142 | 4.929 | 2.88% |
| **2011** | 0.201 | 5.197 | 3.87% |
| **2012** | 0.155 | 4.527 | 3.42% |
| **2013** | 0.165 | 5.221 | 3.16% |
| **2014** | 0.230 | 4.954 | 4.64% |
| **2015** | 0.233 | *2015 figures not available* | n/a |
| **2016** | 0.227 | *2016 figures not available* | n/a |
| **2017** | 0.251 | *2017 figures not available* | n/a |
| **2018** | 0.252 | *2018 figures not available* | n/a |
| **2019** | 0.254 | 2019 figure not available | n/a |

38 SEEAWP Aggregates Monitoring Surveys
39 Source: Mineral Extraction in Great Britain survey, Table 2 "Sand and Gravel for Construction". Please note that 2014 is the most recent published report.

| | Oxfordshire Soft Sand Sales (million tonnes)[38] | England Soft Sand Sales (million tonnes)[39] | Oxfordshire's sales as a percentage of England's sales. |
|---|---|---|---|
| **2020** | 0.21 | 2020 figure not available | n/a |
| **2021** | 0.264 | 2021figure not available | n/a |
| **2022** | **0.229** | **2021 figure not available** | **n/a** |
| **Rolling 10 year annual average (2003 – 2012)** | 0.189 | 8.246 | 2.34% |
| **Rolling 10 year annual average (2004 – 2013)** | 0.182 | 7.637 | 2.38% |
| **Rolling 10 year annual average (2005 – 2014)** | 0.176 | 7.018 | 2.51% |
| **Rolling 10 year annual average (2006 - 2015)** | 0.179 | n/a | n/a |
| **Rolling 10 year annual average (2007 - 2016)** | 0.184 | n/a | n/a |
| **Rolling 10 year annual average (2008 – 2017) *** | 0.192 | n/a | n/a |
| **Rolling 10 year annual average (2009 – 2018)** | 0.202 | n/a | n/a |
| **Rolling 10 year annual average (2010– 2019)** | 0.211 | n/a | n/a |
| **Rolling 10 year annual average (2011– 2020)** | 0.218 | n/a | n/a |
| **Rolling 10 year annual average (2012– 2021)** | 0.224 | n/a | n/a |
| **Rolling 10 year annual average (2013– 2022)** | 0.232 | n/a | n/a |
| **Average of last 3 years 2014 – 2016** | 0.230 | n/a | n/a |
| **Average of last 3 years 2015 – 2017** | 0.237 | n/a | n/a |

| | Oxfordshire Soft Sand Sales (million tonnes)[38] | England Soft Sand Sales (million tonnes)[39] | Oxfordshire's sales as a percentage of England's sales. |
|---|---|---|---|
| **Average of last 3 years 2016 – 2018** | .243 | n/a | n/a |
| **Average of last 3 years 2017 - 2019** | .252 | n/a | n/a |
| **Average of last 3 years 2018 - 2020** | .239 | n/a | n/a |
| **Average of last 3 years 2019 - 2021** | .243 | n/a | n/a |
| **Average of last 3 years 2020 – 2021** | .234 | n/a | n/a |

Sales of Crushed Rock 2003 – 2022 (million tonnes)

(Sources: SEEAWP Aggregates Monitoring Surveys, and AMRI Surveys)

| | Oxfordshire Crushed Rock Sales (million tonnes)[40] | England Crushed Rock Sales (million tonnes)[41] | Oxfordshire's sales as a percentage of England's sales. |
|---|---|---|---|
| **2003** | 0.629 | 83.957 | 0.75% |
| **2004** | 0.557 | 85.653 | 0.65% |
| **2005** | 0.564 | 80.593 | 0.70% |
| **2006** | 0.495 | 83.722 | 0.59% |
| **2007** | 0.717 | 82.922 | 0.86% |
| **2008** | 0.543 | 75.179 | 0.72% |
| **2009** | 0.363 | 59.666 | 0.61% |
| **2010** | 0.272 | 50.115 | 0.54% |

40 SEEAWP Aggregates Monitoring Surveys
41 Source: BGS 2014 and 2019 survey

| | Oxfordshire Crushed Rock Sales (million tonnes)[40] | England Crushed Rock Sales (million tonnes)[41] | Oxfordshire's sales as a percentage of England's sales. |
|---|---|---|---|
| **2011** | 0.322 | 57.744 | 0.56% |
| **2012** | 0.242 | 52.980 | 0.46% |
| **2013** | 0.502 | 53.417 | 0.94% |
| **2014** | 1.061 | 63.835 | 1.66% |
| **2015** | 0.914 | *2015 figures not available* | n/a |
| **2016** | 0.715 | *2016 figures not available* | n/a |
| **2017** | 0.867 | *2017 figures not available* | n/a |
| **2018** | 0.751 | *2018 figures not available* | n/a |
| **2019** | 0.843 | 83.015 | 1.02% |
| **2020** | 1.087 | 2020 figures not available | n/a |
| **2021** | 1.254 | 2021 figures not available | n/a |
| **2022** | **1.146** | **2021 figures not available** | n/a |
| **Rolling 10 year annual average 2003 - 2012** | **0.470** | **71.253** | **0.66%** |
| **Rolling 10 year annual average 2004 - 2013** | 0.458 | 68.199 | 0.67% |
| **Rolling 10 year annual average 2005 - 2014** | 0.508 | 66.017 | 0.77% |
| **Rolling 10 year annual average 2006 - 2015** | 0.543 | n/a | n/a |

| | Oxfordshire Crushed Rock Sales (million tonnes)[40] | England Crushed Rock Sales (million tonnes)[41] | Oxfordshire's sales as a percentage of England's sales. |
|---|---|---|---|
| **Rolling 10 year annual average 2007 - 2016** | 0.565 | n/a | n/a |
| **Rolling 10 year annual average 2008 – 2017** | 0.580 | n/a | n/a |
| **Rolling 10 year annual average 2009 – 2018** | 0.601 | n/a | n/a |
| **Rolling 10 year annual average 2010 – 2019** | 0.649 | n/a | n/a |
| **Rolling 10 year annual average 2011 – 2020** | 0.730 | n/a | n/a |
| **Rolling 10 year annual average 2012 – 2021** | 0.824 | n/a | n/a |
| **Rolling 10 year annual average 2013 – 2022** | 0.914 | n/a | n/a |
| **Average of last 3 years 2014 – 2016** | 0.897 | n/a | n/a |
| **Average of last 3 years 2015 – 2017** | 0.832 | n/a | n/a |
| **Average of last 3 years 2016 – 2018** | 0.778 | n/a | n/a |
| **Average of last 3 years 2017 – 2019** | 0.820 | n/a | n/a |
| **Average of last 3 years 2018 – 2020** | 0.894 | n/a | n/a |
| **Average of last 3 years 2019 – 2021** | 1.061 | n/a | n/a |
| **Average of last 3 years 2020-2022** | **1.162** | **n/a** | **n/a** |

# Appendix 2

## Imports and Exports

Imports, Exports and Consumption of Primary Aggregates in Oxfordshire

2009, 2014, 2020 (millions of tonnes) (Source: Collation of the Results of the 2019 Aggregates Minerals Survey for England and Wales, MHCLG, August 2021 and Collation of the Results of the 2014 Aggregates Minerals Survey for England and Wales, DCLG, October 2016, Collation of the Results of the 2019 Aggregates Minerals Survey for England and Wales, DCLG, October 2011)

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| | **Sand and Gravel 2009** | **Crushed Rock 2009** | **All Primary Aggregates 2009** | **Sand and Gravel 2014** | **Crushed Rock 2014** | **All Primary Aggregates 2014** | **Sand and Gravel 2019** | **Crushed Rock 2019** | **All Primary Aggregates 2019** |
|---|---|---|---|---|---|---|---|---|---|
| A. Production / Sales in Oxfordshire | 0.628 | 0.363 | 0.991 | 0.869 | 1.061 | 1.93 | 1.248 | .843 | 2.091 |
| B. Exported out of Oxfordshire | 0.140 | 0.179 | 0.319 | 0.221 | 0.347 | 0.568 | 0.476 | .582 | 1.058[42] |
| C. Produced and consumed in Oxfordshire (A – B) | 0.487 | 0.184 | 0.672 | 0.648 | 0.714 | 1.362 | 0.772 | 0.261 | 1.033 |
| D. Imported into Oxfordshire | 0.270 | 0.441 | 0.711 | 0.117 | 0.787 | 0.904 | .128 | .356 | 0.484 |

[42] This included the unallocated. It should be noted that some of this may have been consumed in Oxfordshire.

| | Sand and Gravel 2009 | Crushed Rock 2009 | All Primary Aggregates 2009 | Sand and Gravel 2014 | Crushed Rock 2014 | All Primary Aggregates 2014 | Sand and Gravel 2019 | Crushed Rock 2019 | All Primary Aggregates 2019 |
|---|---|---|---|---|---|---|---|---|---|
| E. Total Consumption in Oxfordshire (C + D) | 0.757 | 0.625 | 1.383 | 0.765 | 1.501 | 2.266 | 0.900 | 0.617 | 1.517 |

The equivalent figures for 2005 are not available because Oxfordshire was grouped with Buckinghamshire and Berkshire in the AM2005 Report.

No equivalent information can be derived from the earlier AM2001 Survey report, because all results are presented on a regional basis and there are no local figures.

Destinations

Destinations of Sand & Gravel Produced in Oxfordshire 2009 and 2014
(Source: Oxfordshire County Council Aggregates Monitoring Survey 2009 and 2014)

| **Destination** | **2009 Sand and Gravel (including soft sand)** Tonnes | **2009 Sand and Gravel (including soft sand)** % | **2014 Sand and Gravel (including soft sand)** Tonnes | **2014 Sand and Gravel (including soft sand)** % |
|---|---|---|---|---|
| Oxfordshire | 487,260 | 77.6 | 648,282 | 74.60 |
| Berkshire | 20,785 | 3.3 | 99.259 | 11.42 |
| Buckinghamshire & Milton Keynes | 13,663 | 2.2 | 9,712 | 1.11 |
| Rest of South East & London | 15,565 | 2.5 | 4,642 | 0.81 |
| Wiltshire, Swindon & Gloucestershire | 68,203 | 10.9 | 95,089 | 10.94 |
| Northamptonshire & Warwickshire | 4,993 | 0.8 | 9,674 | 1.11 |
| TOTAL | 627,783 | 100 | 866,658 | 100 |

Destinations of Crushed Rock Produced in Oxfordshire 2009 and 2014
(Source: Oxfordshire County Council Aggregates Monitoring Survey 2009 and 2014)

| **Destination** | **2009 Crushed Rock Tonnes** | **2009 Crushed Rock %** | **2014 Crushed Rock Tonnes** | **2014 Crushed Rock %** |
|---|---|---|---|---|
| Oxfordshire | 180,867 | 49.8 | 663,463 | 62.56 |
| Berkshire & Buckinghamshire & Milton Keynes | 23,081 | 6.4 | 254,223 | 23.97 |
| Rest of South East & London | 0 | 0 | 5,755 | 0.55 |

| Destination | 2009 Crushed Rock<br>Tonnes | 2009 Crushed Rock<br>% | 2014 Crushed Rock<br>Tonnes | 2014 Crushed Rock<br>% |
|---|---|---|---|---|
| Wiltshire, Swindon & Gloucestershire | 29,694 | 8.2 | 14,308 | 1.35 |
| Northamptonshire & Warwickshire | 118,788 | 32.7 | 121,258 | 11.43 |
| TOTAL | 362,839 | 100 | 1,060,573 | 99.86 |

The AM2005 survey report combined figures for the destinations of aggregates sold in Oxfordshire with the destinations of sales in Berkshire and Buckinghamshire. It is therefore not possible to derive equivalent figures for 2005.

Destinations of Sand & Gravel Produced in Oxfordshire 2019

(Source: BGS/MHCLG AM2019 Survey)

For 2019, we do not currently have the exact amounts of mineral produced in Oxfordshire that were consumed by other areas.

The AM2019 set out the % of the amount of sand and gravel consumed in each destination that was produced from Oxfordshire in relation to the Authorities own total demand of sand and gravel. The table then indicates the lowest and maximum amount of sand and gravel produced from Oxfordshire based on these percentages.

Destination of Oxfordshire's produced Land won Sand and Gravel (Including soft sand) in 2019 (1.248mt)

| Destination | Proportion | Range* of tonnages produced in Oxfordshire<br>(millions of tonnes) |
|---|---|---|
| Oxfordshire | 62% of total sand and gravel consumed in Oxfordshire | 0.772mt** |
| Hampshire and Isle of Wight | Between 10% and 20% of total sand and gravel consumed in Hampshire and Isle of Wight | Between 0.095mt and 0.189mt came from Oxfordshire |
| Buckinghamshire and Milton Keynes | Between 1% and 10% of total sand and gravel consumed in Berkshire | Between 0.014mt and 0.138mt came from Oxfordshire |

| Destination | Proportion | Range* of tonnages produced in Oxfordshire<br>(millions of tonnes) |
|---|---|---|
| Berkshire | Between 1% and 10% of total sand and gravel consumed in Berkshire | Between 0.007mt and 0.074mt came from Oxfordshire |
| Wiltshire and Swindon | Between 1% and 10% of total sand and gravel consumed in Wiltshire and Swindon | Between 0.005mt and 0.052mt came from Oxfordshire |
| West of England (Avon) | Between 10% and 20% of total sand and gravel consumed in West of England | Between 0.002mt and 0.006mt came from Oxfordshire |
| Surrey, Dorset, Gloucestershire, Northamptonshire, Somerset and Exmoor National Park, Warwickshire, Worcestershire, Scotland and West London | Less than 1% of each MPAs total sand and gravel was sourced from Oxfordshire | Max .043mt came from Oxfordshire |
| Unknown in the South East | Between 40 and 50% sand and gravel consumed in the South East | Between 0.172mt and 0.216mt came from Oxfordshire |
| Unknown Destination | Between 1%-10% of the total sand and gravel consumed that went to unknown destinations. | Between 0.014mt and 0.142mt came from Oxfordshire |

*****This is the highest and lowest percentage of sand and gravel from Oxfordshire taken from the importing Authorities total Sand and Gravel consumed. (Other than Oxfordshire)

** Known figure from AM2019

Destinations of Crushed Produced in Oxfordshire 2019

(Source: BGS/MHCLG AM2019 Survey)

The AM2019 set out the % of the amount of Crushed Rock consumed in each destination that was produced from Oxfordshire, in relation to the Authorities own total demand of sand and gravel. The table then indicates the lowest and maximum amount of sand and gravel produced from Oxfordshire based on these percentages.

Total Crushed Rock exported destinations in 2019 (0.582mt)

| **Source** | **Proportion** | **Range***<br>**(millions of tonnes)** |
|---|---|---|
| Oxfordshire | 31% of total Consumed Crushed Rock in Oxfordshire | 0.261mt* |
| Northamptonshire | Between 1% and 10% of total Crushed Rock consumed in Northamptonshire | Between 0.017mt and 0.165mt came from Oxfordshire |
| Buckinghamshire and Milton Keynes | Between 10%and 20% of total Crushed Rock consumed in Buckinghamshire and Milton Keynes | Between 0.070 and 0.141mt came from Oxfordshire |
| Warwickshire | Between 1% and 10% of total Crushed Rock consumed in Warwickshire | Between 0.011mt and 0.107mt came from Oxfordshire |
| Berkshire | Between 1% and 10% of total Crushed Rock consumed in Berkshire | Between 0.009mt and 0.089mt came from Oxfordshire |
| Unknown somewhere in the South East | Between 50% and 60% of total Crushed Rock destination in the South East unknown | 0.256mt and 0.307mt came from Oxfordshire |
| Bedfordshire, Gloucestershire, Hampshire and Isle of Wight, Hertfordshire, Surrey | Less than 1% of each MPAs total Crushed Rock was sourced from Oxfordshire | Max 0.043mt came from Oxfordshire |

***This is the highest and lowest percentage of sand and gravel from Oxfordshire taken from the importing Authorities total Crushed Rock consumed. (Other than Oxfordshire)

** Known figure from AM2019

Destinations of Sand and Gravel Produced in Oxfordshire 2005, 2009 and 2014 (Source: AM2005, and AM2009, 2014)

| **Destination (Source MPA – Oxfordshire)** | **Sand and gravel (millions of tonnes) 2005** | **Sand and gravel (millions of tonnes) 2009** | **Sand and gravel (millions of tonnes) 2014** |
|---|---|---|---|
| Berkshire, Oxfordshire and Buckinghamshire | 0.304 | 0.520 of which 0.487 in Oxfordshire | 0.757 of which 0.648 in Oxfordshire |
| Elsewhere in South East | 0.418 | 0.015 | 0.012 |
| Elsewhere | 0.550 | 0.090 | 0.100 |
| Unallocated | 0.017 | 0 | 0 |
| Total | 1.289* | 0.627* | 0.869* |

*Totals may not match sub totals due to varying categories

Destinations of Crushed Rock Produced in Oxfordshire 2005 and 2009

| **Destination (Source MPA – Oxfordshire)** | **Crushed Rock (millions of tonnes) 2005** | **Crushed Rock (millions of tonnes) 2009** | **Crushed Rock (millions of tonnes) 2014** |
|---|---|---|---|
| Berkshire, Oxfordshire and Buckinghamshire | 0.277 | 0.184 all in Oxfordshire | 0.919 |
| Elsewhere in South East | 0.134 | 0.025 incl. Berkshire & Buckinghamshire | 0.010 |
| Elsewhere | 0.152 | 0.154 | 0.130 |
| Total | 0.564* | 0.363 | 1.061 |

*May not match sub totals due to varying categories.

This data comparison is not currently available for AM2019.

Sources

Sources of Sand and Gravel consumed in Oxfordshire 2009
(Source: BGS)

| **Source** | **Proportion** | **Tonnage where known (millions of tonnes)** |
|---|---|---|
| Oxfordshire | 64% | 0.474 |
| Gloucestershire | 25%-20% | 0.145- 0.185 |
| Warwickshire, Bristol (marine), Hampshire, Berkshire and Leicestershire (in descending order) | Between 5% and 1% from each area | n/a |
| Milton Keynes, Central Bedfordshire (includes Bedford Borough), Kent, Cambridgeshire, Staffordshire, Buckinghamshire, Dorset, Wiltshire, Solihull (includes Walsall) and Hertfordshire (in descending order) | Less than 1% from each area | n/a |

Sources of Crushed Rock consumed in Oxfordshire 2009
(Source: BGS)

| **Source** | **Proportion** | **Tonnage where known (millions of tonnes)** |
|---|---|---|
| Oxfordshire | 29% | 0.181 |
| South Gloucestershire | 30%-25% | 0.187- 0.156 |
| Somerset | 25% - 20% | 0.156- 0.125 |
| Leicestershire | 15%-10% | 0.093- 0.063 |
| Rhondda, Cynon, Taf (Taff), Gloucestershire and Powys (in descending order) | Between 5% and 1% from each area | n/a |
| Shropshire, North Somerset and Caerphilly/Merthyr Tydfil (merged for confidentiality) and Derbyshire (in descending order) | Less than 1% from each area | n/a |

Sources of Sand and Gravel consumed in Oxfordshire 2014

(Source: BGS)

| Source | Proportion | Tonnage where known (millions of tonnes) |
|---|---|---|
| Oxfordshire | 80-90% | 0.612 - 0.6885 |
| Wiltshire, Windsor & Maidenhead, Cambridgeshire, Leicestershire | 1-10% | 0.00765 – 0.0765 |
| Devon, Gloucestershire, Hampshire, West Berkshire, Central Bedfordshire, Essex, Hertfordshire, Northamptonshire, Staffordshire, Worcestershire. | <1% | <0.00765 |

Sources of Crushed Rock consumed in Oxfordshire 2014

(Source: BGS)

| Source | Proportion | Tonnage where known (millions of tonnes) |
|---|---|---|
| Oxfordshire | 40-50% | 0.6 – 0.75 |
| Somerset | 30-40% | 0.45 – 0.6 |
| Leicestershire | 10-20% | 0.15 – 0.3 |
| Gloucestershire | 1-10% | 0.015 – 0.15 |
| North Somerset, South Gloucestershire, Cambridgeshire, Shropshire, Powys | <1% | <0.015 |

Sources of Sand and Gravel consumed in Oxfordshire 2019

(Source: BGS)

**Total Land won Sand and Gravel (Including soft sand) consumed in Oxfordshire in 2019 (0.900mt)**

| Source | Proportion | Tonnage where known (millions of tonnes) |
|---|---|---|
| Oxfordshire | 80-90% | 0.772mt* |
| Cambridgeshire, Lincolnshire, Staffordshire and Wiltshire | Between 1% and 10% from each area | Between 0.036mt and 0.363mt** |

| Source | Proportion | Tonnage where known (millions of tonnes) |
| --- | --- | --- |
| | of total consumed within Oxfordshire | |
| Leicestershire, Buckinghamshire<br>Bristol City, Central Bedfordshire, Gloucestershire, Hampshire, Hertfordshire and Portsmouth | Less than 1% from each area | Max .081mt*** |

* Exact figure taken from AM Survey 2019

** The lower number represents 1% of total consumed and the higher represents 10% of total consumed.

*** A maximum of 1% was taken for each Authority that exported Minerals to Oxfordshire

Sources of Crushed Rock Gravel consumed in Oxfordshire 2019

(Source: BGS)

**Total Crushed Rock consumed in Oxfordshire in 2019 (0.617mt)**

| Source | Proportion | Tonnage Estimates (millions of tonnes) |
| --- | --- | --- |
| Oxfordshire | 40-50% | 0.261mt* |
| Gloucestershire, Leicestershire, Somerset | 10-20% | Between 0.185 and 0.370** |
| North Somerset, Powys, Rhondda Cynon Taf (Taff), Shropshire, South Gloucestershire | Between 1% and 10% from each area of total consumed within Oxfordshire | Between 0.031mt and 0.308mt*** |
| Cambridgeshire, Derbyshire, Warwickshire | Less than 1% from each area | Max .024mt**** |

* Exact figure taken from AM Survey 2019

** The lower number represents 10% of total consumed and the higher represents 20% of total consumed.

*** The lower number represents 10% of total consumed and the higher represents 20% of total consumed.

**** A maximum of 1% was taken for each Authority that exported Minerals to Oxfordshire

# Appendix 3

## Mineral provision requirements over the Plan period.

This section sets out the requirements to meet the Core Strategy Provision requirements as set out in Policy M2

**Sand and Gravel Provision required over plan period 2014 – 2031**

(As at Dec 2022)

| | **Sharp Sand & Gravel (million tonnes)** |
|---|---|
| **A. Annual Provision (from policy M2 / LAA)** | 1.015 |
| **B. Requirement 2014 – 2031 (policy M2) (A x 18 years)** | 18.270 |
| **C. Sales in 2014 – 2022** | 7.510 |
| **D. Remaining requirement (B – C)** | 10.760 |
| **E. Permitted Reserves at end 2022** | 9.607 |
| **F. Estimated permitted reserves available to be worked during remainder of plan period (from beginning 2023 to end 2031)** | 8.322 |
| **G. Remaining requirement to be provided for in Plan (D – F)** | **2.437** |

Notes:

1. Permitted Reserves at end 2022 (Row E) do not include approximately 1.0 million tonnes of Sharp Sand and Gravel at Thrupp Farm Quarry, Radley (South), which were previously included. Under 'ROMP' procedure the planning permission for this site has gone into suspension, and is currently dormant, and the site cannot be

worked until there has been a review of the planning conditions attached to the planning permission. An application (MW.0041/23) has been submitted. Consequently, in accordance with national Planning Practice Guidance, the 'reserves' at this site should not currently be included as permitted reserves and they do not form part of the landbank.

2. The site at Stonehenge Farm has not extracted any sand and gravel during 2022. This site has an end date of 2023 and the Planning Statement states that extraction would be at a rate of 300000tpa, whilst the Inspectors report gave 200,000tpa. If an extraction rate of 300,000tpa is taken, at the end of 2022 then there would only be 300,000 tonnes could now be extracted over the Plan period before the permission expires. This has impacted on total mineral available to be worked over the Plan period.

3. A number of sites have limited production capacity and at these current rates, will not be able to extract all the mineral required by the end of the planning permission.

**Soft Sand provision required over the Plan period 2014-2031**

(As at Dec 2022)

| | Soft Sand Core Strategy Requirement (Million Tonnes) |
|---|---|
| **A Annual Provision** | 0.189<br>(Policy M2) |
| **B. Requirement 2014 – 2031** | 3.402 |
| **C. Sales in 2014 – 2022** | 2.150 |
| **D. Remaining requirement (B – C)** | 1.252 |
| **E. Permitted Reserves at end 2022** | 3.517 |
| **F. Estimated permitted reserves available to be worked during remainder of plan period (from beginning 2023 to end 2031)** | 1.802 |
| **G. Remaining requirement to be provided for in Plan** | **0** |

Notes:

1. The planning application for an extension to Bowling Green Farm Quarry submitted in 2016 and permitted in June 2017 is for the working of a total of 1.6 million tonnes of soft sand. Information in the application indicates this will be worked over 19 years from 2018 to 2036 at an average rate of working of approximately 0.08 million tonnes per annum. Mineral working at Bowling Green Farm Quarry is therefore expected to extend beyond the end of the plan period (2031); of the total of 1.6 million tonnes, it is estimated approximately 1.1 million tonnes will be worked within the plan period and approximately 0.5 million tonnes will remain to be worked after 2031.
2. The planning application for an extension to Duns Tew Quarry submitted in 2014 and permitted in May 2017 is for the working of a total of 0.415 million tonnes of soft sand. Information in the application indicates this will be worked over 16/17 years from 2017 to 2033/34 at an average rate of working of approximately 0.025 million tonnes per annum. Mineral working at Duns Tew Quarry is therefore expected to extend beyond the end of the plan period (2031).

3. The planning application at Shellingford for 1.8mt of Soft Sand was permitted at the end of 2020 along with 1mt of Crushed Rock and the site has an extraction rate of 100,000tpa, therefore only 1.1mt of aggregate will be extracted over the Plan period.

4. One of the operators returns has shown a reduced production capacity at one of the sites for soft sand, which has consequently reduced the amount of mineral available to be worked over the Plan Period. Production capacity will be explored as we consult on the new Minerals and Waste Local Plan.

**Crushed Rock provision required over the Plan period 2014-2031**

(As at December 2022)

| | | Core Strategy Requirement |
|---|---|---|
| **A.** | **Annual Provision (from policy M2 / LAA)** | 0.584 |
| **B.** | **Requirement 2014 – 2031 (policy M2) (A x 18 years)** | 10.512 |
| **C.** | **Sales in 2014 – 2022** | 8.638 |
| **D.** | **Remaining requirement (B – C)** | 1.874 |
| **E.** | **Permitted Reserves at end 2022** | 6.193 |
| **F.** | **Estimated permitted reserves available to be worked during remainder of plan period (from beginning 2023 to end 2031)** | 5.275 |
| **G.** | **Remaining requirement to be provided for in Plan** | **0** |

# Appendix 4

Population

The table below presents the population figures for Oxfordshire for the 10-year period (2011 to 2021)

**Table 1: Oxfordshire population figures for the 10-year period (2011 to 2021 [43])**

| Year | Population |
|---|---|
| 2011 | 654,791 |
| 2012 | 660,009 |
| 2013 | 663,998 |
| 2014 | 669,377 |
| 2015 | 673,590 |
| 2016 | 678,484 |
| 2017 | 682,444 |
| 2018 | 687,524 |
| 2019 | 691,667 |
| 2020 | 696,880 |
| 2021* | 726,530 |

*Please note 2021 Mid Year Estimates (MYE) is not fully compatible with the 2011 to 2020 MYE s they are based on different national census, this is the reason for the big jump between 2020 and 2021. Figures will be updated at the end of 2023 and will be included within future Local Aggregate Assessments

**Population forecasts for Oxfordshire up to 2030**

| Year | Population Forecast[44] (ONS) | Population Forecast [45] (OCC) |
|---|---|---|
| 2021 | 699,594 | 725,267 |
| 2022 | 703,002 | 734,409 |

43 www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections
44 www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections
45 insight.oxfordshire.gov.uk/cms/future-population

| Year | Population Forecast[44] (ONS) | Population Forecast [45] (OCC) |
|---|---|---|
| 2023 | 706,188 | 742,768 |
| 2024 | 709,180 | 750,980 |
| 2025 | 712023 | 758,793 |
| 2026 | 714,785 | 767,844 |
| 2027 | 717,536 | 778,092 |
| 2028 | 720,204 | 790,185 |
| 2029 | 722,729 | 803,938 |
| 2030 | 725,092 | 817,349 |

## Housing Completion Figures

**New Build Housing completions by year in Oxfordshire[46]**

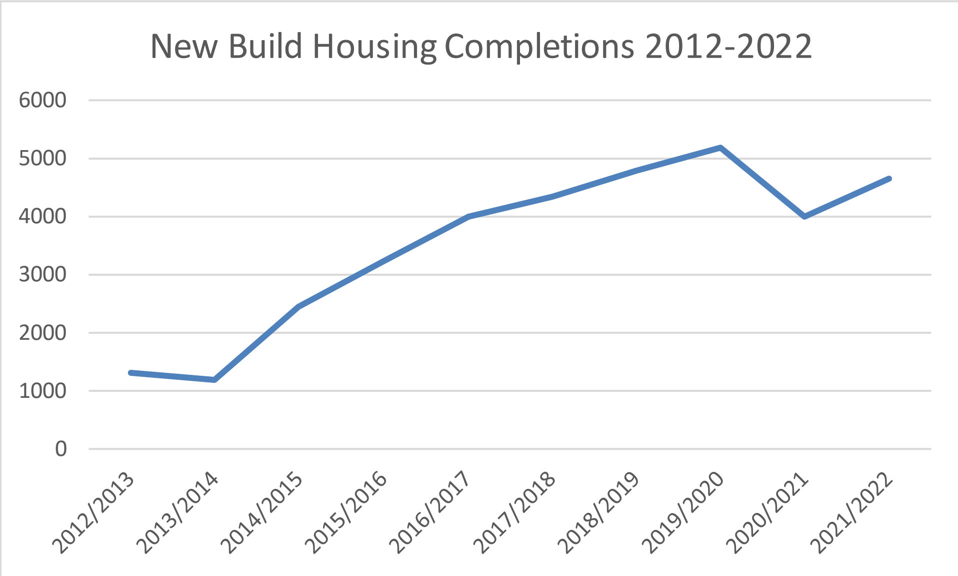
| Year | New Build Housing Completions (DLUC Data) |
|---|---|
| 2012/2013 | 1307 |
| 2013/2014 | 1189 |
| 2014/2015 | 2438 |
| 2015/2016 | 3256 |
| 2016/2017 | 4003 |
| 2017/2018 | 4339 |
| 2018/2019 | 4777 |
| 2019/2020 | 5184 |
| 2020/2021 | 4008 |

[46] Live tables on dwelling stock (including vacants) - GOV.UK (www.gov.uk) Table 100

| | |
|---|---|
| 2021/2022 | 4,652 |

**Notes**

(a) completions figures in differ slightly from those in the Districts Authority Monitoring reports, which is believed due to differences in when a house is deemed 'completed'. 2021/2022 completions in District were 4,967.




Planned housebuilding[47]

| Year | Planned housebuilding |
|---|---|
| 2021 | 5316 |
| 2022/23 | 5610 |
| 2023/24 | 5703 |
| 2024/25 | 6574 |
| 2025/26 | 6176 |

[47] District local plans, District Planning Officers, Oxfordshire County Council Data Team

| | |
|---|---|
| 2026/27 | 7078 |
| 2027/28 | 6999 |
| 2028/29 | 6910 |
| 2029/30 | 6082 |
| 2030/31 | 5938 |
| | |