



**To: Members of the Cabinet**

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

**Tuesday, 19 November 2019 at 2.00 pm**

**Rooms 1&2 - County Hall, New Road, Oxford OX1 1ND**

A handwritten signature in blue ink, appearing to read 'Yvonne Rees'.

Yvonne Rees  
Chief Executive

November 2019

**Committee Officer: Sue Whitehead**

**Tel: 07393 001213; E-Mail: [sue.whitehead@oxfordshire.gov.uk](mailto:sue.whitehead@oxfordshire.gov.uk)**

---

### **Membership**

#### ***Councillors***

Ian Hudspeth	Leader of the Council
Mrs Judith Heathcoat	Deputy Leader
Lawrie Stratford	Cabinet Member for Adult Social Care & Public Health
Ian Corkin	Cabinet Member for Cherwell Partnership
Steve Harrod	Cabinet Member for Children & Family Services
Lorraine Lindsay-Gale	Cabinet Member for Education & Cultural Services
Yvonne Constance OBE	Cabinet Member for Environment
David Bartholomew	Cabinet Member for Finance
Mark Gray	Cabinet Member for Local Communities
Eddie Reeves	Cabinet Member for Transformation

*The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on Wednesday 19 November 2019 unless called in by that date for review by the appropriate Scrutiny Committee.*

*Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.*

*Date of next meeting: 17 December 2019*

## Declarations of Interest

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

Under the Localism Act 2011 it is a criminal offence to

- (a) fail to register a disclosable pecuniary interest within 28 days of election or co-option (or re-election or re-appointment), or
- (b) provide false or misleading information on registration, or
- (c) participate in discussion or voting in a meeting on a matter in which the member or co-opted member has a disclosable pecuniary interest.

### Whose Interests must be included?

The Act provides that the interests which must be notified are those of a member or co-opted member of the authority, **or**

- those of a spouse or civil partner of the member or co-opted member;
- those of a person with whom the member or co-opted member is living as husband/wife
- those of a person with whom the member or co-opted member is living as if they were civil partners.

(in each case where the member or co-opted member is aware that the other person has the interest).

### What if I remember that I have a Disclosable Pecuniary Interest during the Meeting?.

The Code requires that, at a meeting, where a member or co-opted member has a disclosable interest (of which they are aware) in any matter being considered, they disclose that interest to the meeting. The Council will continue to include an appropriate item on agendas for all meetings, to facilitate this.

Although not explicitly required by the legislation or by the code, it is recommended that in the interests of transparency and for the benefit of all in attendance at the meeting (including members of the public) the nature as well as the existence of the interest is disclosed.

A member or co-opted member who has disclosed a pecuniary interest at a meeting must not participate (or participate further) in any discussion of the matter; and must not participate in any vote or further vote taken; and must withdraw from the room.

Members are asked to continue to pay regard to the following provisions in the code that *“You must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself”* or *“You must not place yourself in situations where your honesty and integrity may be questioned.....”*.

Please seek advice from the Monitoring Officer prior to the meeting should you have any doubt about your approach.

### List of Disclosable Pecuniary Interests:

**Employment** (includes *“any employment, office, trade, profession or vocation carried on for profit or gain”*.), **Sponsorship, Contracts, Land, Licences, Corporate Tenancies, Securities.**

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members' conduct guidelines.

<http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or contact Glenn Watson on **07776 997946** or [glenn.watson@oxfordshire.gov.uk](mailto:glenn.watson@oxfordshire.gov.uk) for a hard copy of the document.

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

# AGENDA

## 1. Apologies for Absence

## 2. Declarations of Interest

- guidance note opposite

## 3. Minutes (Pages 1 - 14)

To approve the minutes of the meeting held on 15 October 2019 (**CA3**) and to receive information arising from them.

## 4. Questions from County Councillors

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

**In view of the cancellation of the full Council meeting in December Councillor Hudspeth has agreed that at the December and January Cabinet meetings councillors may ask up to three questions (the usual limit at Council) each with a supplementary.**

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

## 5. Petitions and Public Address

## 6. Delegation of Enforcement Powers to City/District Councils (Pages 15 - 22)

*Cabinet Member:* Deputy Leader of the Council

*Forward Plan Ref:* 2019/155

*Contact:* Richard Webb, Assistant Director, Regulatory Services and Community Safety  
Tel: 01865 815791

Report by Chief Fire Officer (**CA6**).

The county council and the city and district councils all have statutory responsibilities in

relation to different aspects of the regulatory framework that applies to letting agents and landlords. New legal requirements seek to raise the energy efficiency standards of rented property. For these new requirements to be effective in raising the energy efficiency of buildings in Oxfordshire a new approach is required between the county council and the city and district councils. This paper recommends that the county council delegates powers to enforce the Energy Performance of Buildings (England and Wales) Regulations 2012 and the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 to the city and district councils whilst retaining the power to also enforce these Regulations.

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

- (a) approve the delegation of specific powers from the county council to the city and district councils in relation enforcement of the legal requirements concerning domestic Energy Performance Certificates (EPCs);***
- (b) approve the delegation of specific powers from the county council to the city and district councils in relation to the enforcement of the Minimum Energy Efficiency Standards (MEES) in commercial properties; and***
- (c) authorise the Director of Community Safety and Chief Fire Officer, acting in consultation with the Director of Law & Governance, to enter the necessary agreements to implement this delegation.***

## **7. Statutory Notice to Close Culham Parochial CE Primary School (Pages 23 - 52)**

*Cabinet Member: Education & Cultural Services*

*Forward Plan Ref: 2019/095*

*Contact: Joanne Booker, School Organisation Officer Tel: 07393 001258*

Report by Corporate Director for Children's Services (**CA7**).

The report follows the publication of a Statutory Notice relating to the county council's proposal to close Culham Parochial Church of England Primary School.

The proposal is to merge Culham Parochial Church of England Primary School and Clifton Hampden Church of England Primary School, leading to the formal closure of Culham Parochial Church of England Primary School.

***The Cabinet is RECOMMENDED to approve the proposed closure of Culham Parochial Church of England Primary School.***

## **8. Community Asset Transfer Policy (Pages 53 - 64)**

*Cabinet Member: Transformation*

*Forward Plan Ref: 2019/160*

*Contact: Claire Phillips, Asset & Investment Team Manager Tel: 07785 453260/Karen Lister, Head of Estates & Strategy Tel: 07875 441940*

Report by Director of Property, Investment & Communities Facilities Management (CA8).

The report sets out the background to the community asset transfer policy and the issues that have arisen from its application in its current form, most recently through the children's services transformation. Revisions to the policy are proposed to improve the process for all parties in future, to provide greater clarity when we are working with community organisations interested in taking on council buildings.

***The Cabinet is RECOMMENDED to adopt the revised Community Asset Transfer Policy.***

## **9. Business Management & Monitoring Report - September 2019 (Pages 65 - 114)**

*Cabinet Member:* Deputy Leader of the Council and Cabinet Member for Finance  
*Forward Plan Ref:* 2019/088

*Contact:* Steven Fairhurst Jones, Corporate Performance & Risk Manager Tel: 07932 318890/Ian Dyson, Assistant Director of Finance Tel: 07393 001250

Report by Corporate Director Customers & Organisational Development and Director of Finance (CA9).

This report sets out Oxfordshire County Council's (OCC's) progress towards Corporate Plan priorities and provides an update on the delivery of the Medium Term Financial Plan from 1 September to 30 September. A summary of overall performance and description of change is contained within the report. The report contains three annexes:

- Annex A shows our current performance against targets and summarises progress towards overall outcomes set out in our Corporate Plan.
- Annex B sets out the new Leadership Risk Register which has been developed as part of the Council's work to strengthen risk and opportunities management
- Annex C sets out the current financial position, providing detailed explanations of significant budget variations and an update on the Medium-Term Financial Plan including the delivery of savings agreed by Council in February 2019

***The Committee is RECOMMENDED to note the report and consider any matters for future attention by the Committee.***

## **10. Treasury Management Mid-Term Review (2019/20) (Pages 115 - 134)**

*Cabinet Member:* Finance  
*Forward Plan Ref:* 2019/087

*Contact:* Donna Ross, Principal Finance Manager – Treasury Pension Tel: (01865) 323976

Report by Director of Finance (CA10).

The report sets out the Treasury Management activity undertaken in the first half of the financial year 2019/20 in compliance with the CIPFA Code of Practice. The report includes Debt and Investment activity, Prudential Indicator monitoring and forecast interest receivable and payable for the financial year.

***Cabinet is RECOMMENDED to:***

- (a) note the report, and***
- (b) recommend Council to note the Council's Mid-Term Treasury Management Review 2019/20.***

## **11. Oxfordshire Local Aggregates Assessment 2019 (Pages 135 - 206)**

*Cabinet Member: Environment*

*Forward Plan Ref: 2019/190*

*Contact: Kevin Broughton, Principal Minerals Officer Tel: 07979 704458*

Report by Director of Planning & Place (**CA11**).

Under the National Planning Policy Framework, July 2018 (NPPF), mineral planning authorities should prepare an annual Local Aggregate Assessment (LAA).

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. The LAA sets the level of provision to be made for future supply of sand and gravel and crushed rock from quarries and the NPPF states the LAA should 'forecast future demand, based on a rolling average of 10 years' sales data and other relevant information, and an assessment of all supply options.'

***The CABINET is RECOMMENDED to, subject to consideration of any advice from the South East England Aggregate Working Party,***

- (a) approve the inclusion of the provision level figures in paragraph 30 of the report in the Oxfordshire Local Aggregate Assessment 2019 for use as the basis for provision for mineral working in the Oxfordshire Minerals and Waste Local Plan and for calculating the Oxfordshire landbank; and***
- (b) authorise the Director for Planning and Place in consultation with the Cabinet Member for Environment to finalise the Oxfordshire Local Aggregate Assessment 2019 and to publish it on the Council website.***

## **12. Forward Plan and Future Business (Pages 207 - 210)**

*Cabinet Member: All*

*Contact Officer: Sue Whitehead, Committee Services Manager Tel: 07393 001213*

The Cabinet Procedure Rules provide that the business of each meeting at the Cabinet is to include "updating of the Forward Plan and proposals for business to be conducted at the following meeting". Items from the Forward Plan for the immediately forthcoming

meetings of the Cabinet appear in the Schedule at **CA12**. This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

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

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

---

This page is intentionally left blank

## CABINET

**MINUTES** of the meeting held on Tuesday, 15 October 2019 commencing at 2.00 pm and finishing at 4.15 pm

### Present:

**Voting Members:** Councillor Ian Hudspeth – in the Chair  
Councillor Lawrie Stratford  
Councillor Ian Corkin  
Councillor Steve Harrod  
Councillor Lorraine Lindsay-Gale  
Councillor Yvonne Constance OBE  
Councillor David Bartholomew  
Councillor Eddie Reeves

**Other Members in Attendance:** Councillor Liz Brighthouse (Agenda Items 9&12)  
Councillor Glynis Phillips (Agenda items 13 & 14)  
Councillor Laura Price (Agenda item 15)  
Councillor John Sanders (Agenda Items 10 & 11)

### Officers:

Whole of meeting Yvonne Rees (Chief Executive); Lorna Baxter, Director of Finance; Christian Smith, Glenn Watson, Sue Whitehead (Law & Governance)

Part of meeting Item	Name
9	Ben Threadgold, Policy and Performance Service Manager
10	Sue Halliwell, Director of Planning & Place; James Gagg, OxCam Corridor Co-ordinator
11	Rachel Wileman, Assistant Director Strategic Infrastructure and Planning; Kevin Broughton, Principal Minerals Officer
12	Stephen Chandler, Director for Adult Services
13	Claire Taylor, Corporate Director Customers and Organisational Development; Ben Threadgold, Policy & Performance Service Manager
15	Claire Taylor, Corporate Director Customers and Organisational Development

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

**91/19 APOLOGIES FOR ABSENCE**

(Agenda Item. 1)

Apologies were submitted from Councillor Judith Heathcoat and Councillor Mark Gray.

**92/19 MINUTES**

(Agenda Item. 3)

The Minutes of the meeting held on 17 September 2019 were approved and signed as a correct record.

**93/19 QUESTIONS FROM COUNTY COUNCILLORS**

(Agenda Item. 4)

No questions were submitted.

**94/19 PETITIONS AND PUBLIC ADDRESS**

(Agenda Item. 5)

The Chairman had agreed the following requests to address Cabinet:

Item	Speaker
Item 7 – Didcot Garden Town Housing Infrastructure Fund Heads of Term /Contract	Cllr Emily Smith, Leader of Vale of White Horse District Council Cllr Robin Bennett, Cabinet Member for Development & Regeneration at SODC
Item 9 – Local Government Association Peer Review	Councillor Liz Brighthouse, Chairman of Performance Scrutiny Committee
Item 10 – England's Economic Heartland Outline Transport Strategy: Framework for Engagement	Councillor John Sanders, Shadow Cabinet Member for Environment
Item 11 - Oxfordshire Minerals and Waste Local Plan: Site Allocations	Cllr John Sanders, Shadow Cabinet Member for Environment
Item 12 – Update on Buckinghamshire, Oxfordshire, Berkshire West (BOB) Integrated care System – Process & Milestones	Veronica Treacher, Oxon Keep Our NHS Public Councillor Liz Brighthouse, Chairman of Performance Scrutiny Committee
Item 13. Business Management & Monitoring Report – July 2019	Councillor Glynis Phillips, Shadow Cabinet Member for Finance

Item 14. Capital Programme Monitoring Report	Councillor Glynis Phillips, Shadow Cabinet Member for Finance
Item 15. Risk and Opportunities Management Strategy	Councillor Laura Price, Opposition Deputy Leader

**95/19 EXEMPT ITEM**

(Agenda Item. 6)

The following item was discussed in public.

**96/19 DIDCOT GARDEN TOWN HOUSING INFRASTRUCTURE FUND (HIF) HEADS OF TERMS/CONTRACT**

(Agenda Item. 7)

*The information contained in the annexes is exempt in that it falls within the following prescribed category:*

- Information relating to the financial or business affairs of any particular person (including the authority holding that information);*

*and since it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, in that disclosure would undermine the process to the detriment of the Council's ability properly to discharge its fiduciary and other duties as a public authority.*

Oxfordshire County Council had been successful in securing £218m of funding through the Housing Infrastructure Fund bid for four highway projects within the Didcot Garden Town area. Officers had negotiated a draft Heads of Terms which formed the basis of contract negotiations that, subject to satisfying pre-contract conditions, will release funding to Oxfordshire County Council. Cabinet considered a report seeking to delegate authority to the Chief Executive, in consultation with the Leader of the Council and the Cabinet Member for Environment, to conclude negotiations and approve the contract. Cabinet was also requested to approve the inclusion of all four projects into the Capital Programme with governance at appropriate board/programme level.

District Councillor Emily Smith, Leader of the Vale of White Horse District Council, spoke in support of the recommendations to progress with the Didcot Garden Town Housing Infrastructure Fund Bid. Councillor Smith stated that it was in the best interests of the Vale to ensure that the HIF projects go ahead; to protect the Vale district from speculative development and to ensure the infrastructure is in place for local businesses to grow and new businesses to set up within the Science Vale area. Vale had adopted Part 2 of the Local Plan in part because of the threat to the 5 Year Housing Land Supply. If the HIF road and cycle infrastructure projects were cancelled, one of the largest housing sites allocated in part 1 of the Vale's Local Plan may not be able to go ahead. Vale could lose its housing land

supply instantly and be at risk of development by appeal. Councillor Smith added that she had written to government setting out the nationally significant industries in southern Oxfordshire that would be held back without the HIF funding research and development businesses looking to relocate to the Vale's two Enterprise Zones, the UK Atomic Energy Authority and Culham Science Centre.

Councillor Smith referred to the uncertainty about the South Oxfordshire Local Plan and the implications this might have. However, the infrastructure was needed, and she asked the County Council to work with her, to do everything possible to ensure the HIF schemes are funded and go ahead. She asked that the two councils continue to work together, and with South Oxfordshire, to ensure government has the assurances it needs to release this funding as soon as possible.

Responding Cabinet Members welcomed Councillor Smith's support and gave their strong commitment to continued partnership working.

Councillor Robin Bennett, Cabinet Member for Development & Regeneration at South Oxfordshire District Council (SODC) and lead member on HIF referred to recent events in relation to the SODC Local Plan and highlighted the meetings that had taken place. He thanked OCC officers for the considerable efforts they had made. He set out the concerns about the Local Plan relating particularly to the climate emergency and concerns over the green belt. Discussion and a decision on whether to withdraw the Plan at their Council meeting had been unable to go ahead when the Secretary of State for Housing, Communities and Local Government had prevented any further steps being taken. Councillor Bennett noted that regarding the Thames crossing he was very aware of the lack of infrastructure in the Didcot area. SODC were happy to work with both the County Council and Vale regardless of the housing considerations. They would welcome being part of the Member Design Panel going forward. Councillor Bennett hoped that the Secretary of State would feel there was enough grounds to proceed and commended the officer recommendations.

Responding to a question from Councillor Constance on the integral nature of the housing delivery to the infrastructure deal Councillor Bennett referred to the differing roles of the two Councils and that planning was a District Council responsibility. Councillor Bennett added that the SODC view was that government should properly fund infrastructure.

Responding to a question from Councillor Lindsay-Gale over the possibility that SODC actions would jeopardise the good things within the HIF bid Councillor Bennett replied that SODC were unable to influence that. They had been prevented from deciding by the Secretary of State and the decision sat with him.

Asked by Councillor Hudspeth whether they still wished to withdraw Councillor Bennett replied that it was a decision they should have been able to make. SODC was trying to do the best it could with the situation it found itself in.

In response to a question from Councillor Harrod about the risk to plans for sustainable transport Councillor Bennett stated that sustainability was also about issues such as overall housing numbers and climate change. It was about making sure the number were right.

Councillor Hudspeth thanked Councillor Bennett for coming to explain SODC's view.

Cabinet supported the recommendations.

**RESOLVED:** to:

- (a) subject to the confirmation from Homes England that the contract pre-conditions relating to South Oxfordshire District Council's Local Plan have been met, authorise the Chief Executive, in consultation with the Leader of the Council and the Cabinet Member for Environment to:
  - (i) approve any final detailed amendments of the drafted Heads of Terms.
  - (ii) approve the grant determination agreement;
- (b) subject to the satisfactory completion of recommendation (i.) approve the inclusion of all four projects into the Capital Programme and report the governance of these projects at a HIF1 programme level with an overall budget provision of £234m subject to the implementation of the grant determination agreement with Homes England;
- (c) note the draft Heads of Terms which form the basis for grant determination agreement between Homes England and Oxfordshire County Council for Didcot Garden Town Housing Infrastructure Fund Grant Award; and
- (d) note the Assurance Framework which sets out the background to the Housing Infrastructure Funding process and establishes the approach to reporting and monitoring implementation.

**97/19 HIF MARGINAL VIABILITY (MV) FUNDING AGREEMENTS  
BICESTER & WANTAGE**

(Agenda Item. 8)

Cabinet considered two reports relating to successful bids by Cherwell District Council and Vale of White Horse District Council respectively for Government Marginal Viability Housing Infrastructure Fund (MVHIF) money.

**a Marginal Viability HIF Funding Agreement & Implementation Agreements - NW Bicester**

**RESOLVED:**

1. subject to the confirmation of Cherwell District Council's willingness to enter into a legal agreement for the recovery of funding, to authorise the Chief Executive in consultation with the Leader of the Council to:
  - (a) approve any final detailed amendments of the drafted Funding Agreement.
  - (b) approve the Funding Agreement.
2. subject to 1 above, authorise delegation for the approval of the Implementation, Property, Maintenance and Access Agreements for the delivery of the rail bridges to the Director for Planning & Place in consultation with the Leader of the Council.
3. Subject to 1 above, agree the inclusion of the funding of £6.7m into the Capital Programme for this project subject to the implementation of the funding agreement.

**b Marginal Viability HIF Funding - Wantage Eastern Link Road: Funding Agreement**

**RESOLVED:**

1. subject to the confirmation of Vale of White Horse District Council's nomination that Oxfordshire County Council act as receiving and accountable body for the Housing Infrastructure Funding Marginal Viability and, authorise the Chief Executive, in consultation with the Leader of the Council to:
  - (a) approve any final detailed amendments to the draft Funding Agreement.
  - (b) approve and sign the Funding Agreement between Homes England and Oxfordshire County Council for HIF Funding Marginal Viability – Wantage Eastern Link Road.

2. Subject to 1 above, agree the inclusion of the funding of £1.951m into the Capital Programme for this project subject to the implementation of the funding agreement.

## **98/19 LOCAL GOVERNMENT ASSOCIATION PEER REVIEW REPORT**

(Agenda Item. 9)

During March 2019, the Council commissioned the Local Government Association (LGA) to carry out a Corporate Peer Challenge.

Cabinet had before it the feedback report from the LGA following consideration at the Performance Scrutiny Committee in September.

Councillor Liz Brighouse, Chairman of Performance Scrutiny Committee, shared the main focus of the Committee during its consideration:

- The Committee had considered the question of localities and how to make them work better. They had no specific advice except to involve localities in the discussion.
- Councillor Brighouse thanked officers for including the information on actions taken and planned in response to the recommendations requested by the Committee. She highlighted the role of local councillors and stated that being able to have a wider input from councillors did give a better base for decision making.

**RESOLVED:** to:

- (a) consider the LGA Corporate Peer Challenge Feedback Report (Annex 1)
- (b) accept the recommendations set out within the report
- (c) agree the proposals set out at paragraph 17 for incorporating the report's recommendations into corporate, business and transformation planning.

## **99/19 ENGLAND'S ECONOMIC HEARTLAND OUTLINE TRANSPORT STRATEGY: FRAMEWORK FOR ENGAGEMENT**

(Agenda Item. 10)

Cabinet considered a report that gave an update on development of a Transport Strategy for England's Economic Heartland (EEH) and provided a draft response to England's Economic Heartland Outline Transport Strategy: Framework for Engagement document.

Councillor John Sanders, Shadow Cabinet Member for Environment in welcoming the useful report that highlighted connectivity indicated that there were huge transport challenges. He supported the endorsement of the rail link in paragraph 8 and on page 104 but was unable to support reference to the OxCam Expressway which he felt should be left out.

During discussion Councillor Bartholomew referred to an omission in the report. The report did not refer to the proposed road bridge crossing the Thames at Reading. If it went ahead it would have a massive impact on the area. In the officer report there was no mention of the motion agreed at Council in September that representations be made that should a new bridge be built it should be restricted to public transport, cyclists and pedestrians. The motion also argued that mitigation be considered alongside the scheme at the same time. Councillor Bartholomew proposed an amendment to include these concerns in the response.

**RESOLVED:** to:

- (a) endorse the County Council response to England's Economic Heartland Outline Transport Strategy: Framework for Engagement document as included in Appendix 1 subject to amendment to refer to the concerns regarding the third Thames crossing as detailed in the Council motion agreed at the meeting on 10 September 2019; and
- (b) ask officers to continue to engage positively in development of the Transport Strategy, reporting back on progress to the Cabinet Member for Environment and Cabinet where relevant.

## **100/19 OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN: SITE ALLOCATIONS - CONSULTATION DRAFT PLAN**

(Agenda Item. 11)

The Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy was adopted by the Council on 12 September 2017. The Core Strategy states that Part 2 of the Plan – Site Allocations will be prepared after the Core Strategy. A programme for the Site Allocations Plan is set out in the latest (ninth) revision of the Oxfordshire Minerals and Waste Development Scheme which was approved by the Cabinet on 22 January 2019. The target date for adoption of the Site Allocations Plan is November 2020.

Following public consultation on site options and site assessments of all the nominated sites Cabinet considered a report that set out the preferred sites and the other reasonable alternatives to form part of the draft minerals and waste local plan for further public consultation.

Councillor John Sanders, Shadow Cabinet Member for Environment expressed concern over the programme scheduling and hoped that it would be possible to get Part 2 adopted.

Councillor Yvonne Constance, Cabinet Member for Environment, introduced the contents of the report and moved the recommendations.

Councillor Lorraine Lindsay-Gale was pleased that this point had been reached. She noted that one of the sites was in her Division but that it would

not threaten local communities if access and routing agreements were sufficiently robust.

**RESOLVED:** to approve the inclusion of the preferred sites in the draft plan for consultation, and to delegate the final approval of the draft Plan for consultation to the Director of Planning & Place in consultation with the Cabinet Member for Environment.

**Sharp Sand and Gravel**

SG20b – Land between Eynsham and Cassington

SG42 – Nuneham Courtenay

**Crushed Rock and Soft Sand**

SS12 & CR12 – Land at Chinham Farm (Chinham Hill)

SS18 & CR22 – Hatford West Extension

**Waste Sites**

011 – Finmere Quarry, Finmere

026 – Whitehill Quarry, Burford

103 – Lakeside Industrial Estate, Standlake

229 – Shellingford Quarry, Shellingford / Stanford in the Vale

249B – High Cogges Farm, Witney

274 – Moored Lane Farm, Thame

279 – Rear of Ford Dealership, Ryecote Lane

287 – Ardley Fields, Ardley

289 – Overthorpe Industrial Estate, Banbury

**101/19 UPDATE ON BUCKINGHAMSHIRE, OXFORDSHIRE, BERKSHIRE WEST (BOB) INTEGRATED CARE SYSTEM - PROCESS & MILESTONES**

(Agenda Item. 12)

Cabinet considered a report that gave a description of how the future Integrated Care System (ICS), which will cover Buckinghamshire, Oxfordshire & Berkshire West, will work. It highlighted some of the potential benefits to being part of an ICS with examples of success from other areas.

The report provided a summary of the progress that had been made within Oxfordshire and the timelines associated with the Buckinghamshire, Oxfordshire & Berkshire West (BOB) Integrated Care System Long Term Plan submission.

Veronica Treacher, Oxon Keep Our NHS Public, expressed concern at the latest structural changes. There was reason for concern with a single CCG to procure for a large number of people. Ms Treacher referred to the current proposals as the end of a series of reorganisations that had the effect of denationalising the NHS. Ms Treacher queried where democratic oversight was provided.

Councillor Liz Brighthouse, Chairman of Performance Scrutiny Committee stated that there had been lengthy discussion at the Committee, to which members of the Oxfordshire Joint Health & Overview Scrutiny Committee had been invited. Many of the questions being raised were not yet answerable. The situation was moving quickly and there was some concern that it might not meet the requirements for our own staff, residents and to address health inequalities. There was concern that it was not clear how the preventative agenda would be addressed. The Committee had been shocked to learn that senior appointments had been made of which they were unaware, and they strongly recommended engaging with local councillors. The Committee had been concerned about democratic accountability with concern over the governance and scrutiny arrangements. The biggest concern had been around pooled budget arrangements. The Committee had queried whether there had been public consultation on the proposal to have a single large commissioning group by 2021 and believed that it was vital to understand the impact on pooled budgets.

Councillor Stratford moved the recommendation commenting that he shared some of the concerns raised by Councillor Brighthouse. He welcomed the partnership approach and the opportunities provided but only if it resulted in better outcomes for residents. Oxfordshire was in a better place than many others with key decision makers already round the table and with a long history of collaboration. He was concerned at the lack of reference to prevention and stressed that a lot more had to be done to keep people out of hospital and GP surgeries. Governance too was a concern. Having said that this was the start of a process and he welcomed the involvement the scrutiny committees and Healthwatch. He was supportive of the process although understanding the concerns of the public and communication was key.

Following discussion, during which the importance of prevention was again stressed it was:

**RESOLVED:** to note the information contained within the report.

## **102/19 BUSINESS MANAGEMENT & MONITORING REPORT - AUGUST 2019**

(Agenda Item. 13)

Cabinet noted a report that set out Oxfordshire County Council's (OCC's) progress towards Corporate Plan priorities and provided an update on the delivery of the Medium-Term Financial Plan at the end of August 2019.

Councillor Glynis Phillips, Shadow Cabinet Member for Finance commented that there were no significant changes from previous reports. Referring to two indicators causing ongoing concern (Delayed Discharges of Care and the timeliness of Education and Health Care Plans) she noted that both were subject to Action Plans and queried when improvement was expected. Referring to the amber indicators Councillor Phillips suggested that more attention be paid to such indicators to highlight when they had turned from green to amber. Councillor Phillips added that the updating of the Corporate

Plan was an opportunity to revisit all the indicators. She valued the work undertaken and the improved presentation. She welcomed the future inclusion of the risk register and hoped that it would be in a readable format.

Councillor Ian Hudspeth, Leader of the Council responded to the points made. He would reply directly to her once he had an expected date for improvement to the delayed discharges of care indicator. Councillor Steve Harrod, Cabinet Member for Children's Services undertook to provide more detailed information on the timeliness of EHCPs but commented that the figures were improving.

Responding to a question from Councillor David Bartholomew, Cabinet Member for Finance, Councillor Phillips confirmed her view that the structure was improving. Councillor Bartholomew noted that it was an evolving structure that would continue to improve.

Cabinet Members drew attention to individual matter relevant to their portfolios.

Councillor Bartholomew introduced the finance elements of the report detailing the current revenue budget position and providing an update on the Medium-Term Financial Plan. Councillor Bartholomew moved the recommendations.

**RESOLVED:** to:

- (a) note the contents of this report;
- (b) approve the virements set out in Annex B – 2a and note the virements set out in Annex B – 2b;
- (c) approve the supplementary estimate set out in Annex B – 2e.

## **103/19 CAPITAL PROGRAMME MONITORING REPORT - AUGUST 2019**

(Agenda Item. 14)

The report is the second capital programme update and monitoring report for the 2019/20 financial year and focuses on the delivery of the capital programme based on projections at the end of August 2019 and new inclusions within the overall ten-year capital programme.

Councillor Glynis Phillips, Shadow Cabinet Member for Finance corrected the date in paragraph 9 to read July 2019. As the local councillor for Barton, Sandhills and Risinghurst Councillor Phillips referred to the work on the local library that was nearing completion and welcomed it as a positive and practical step. Councillor Phillips went on to deplore the lack of progress on the Risinghurst A40 crossing. Looking at the programme Councillor Phillips highlighted the need for greater accuracy in estimating the costs of the school building programme.

Councillor Bartholomew, Cabinet Member for Finance introduced the contents of the report and moved the recommendations.

**RESOLVED:** (unanimously) to:

- (a) approve the updated Capital Programme at Annex 2 and the associated changes to the programme in Annex 1c;
- (b) approve the revised budget provision of £2.9m for the expansion at Hanborough Manor Primary School project, an increase of £1.3m; and
- (c) note the approvals made under delegated authority of the Director of Finance in consultation with the Leader of the Council for:
  - i. the revised budget provision of £3.581m towards the Expansion to 2FE at West Witney Primary School, an increase of £1.281m.

## 104/19 RISK AND OPPORTUNITIES MANAGEMENT STRATEGY

(Agenda Item. 15)

Cabinet considered the draft Risk and Opportunities Management Strategy for 2019-21. The Strategy will be the foundation for improvement of the Council's risk management framework.

Councillor Glynis Phillips. Shadow Cabinet Member for Finance welcomed that the Peer Review had provided the impetus to look again at risk management. She hoped that what was created would be more than a static document. Performance Scrutiny Committee has already commented and had been glad that it was to be reviewed annually. Councillor Phillips stated that if it was to be an effective tool then members needed to know how to use it. Referring to the detail of the report Councillor Phillips commented that the report focussed on income generation and that she would like to see a greater focus on invest to save measures. The link to the Corporate Plan was vital. Councillor Phillips queried how it would be used to look at work for partners, for example when looking at the opportunities and risks associated with the Integrated Care System.

**RESOLVED:** to approve the draft Risk and Opportunities Management Strategy 2019-2021 (Annex A).

## 105/19 DELEGATED POWERS - OCTOBER 2019

(Agenda Item. 16)

**RESOLVED:** to note the following executive decisions taken under the specific powers and functions delegated under the terms of Part 7.2 (scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for Scrutiny call-in.

<i>Date</i>	<i>Subject</i>	<i>Decision</i>	<i>Reasons for Exemption</i>
2 July 2019	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 for 6 Months Continued Delivery of Young	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules for 6 months contracts with the incumbent Supported	To extend service delivery until 30 September 2020, to provide additional time for decisions to be taken prior to tendering around resource allocation and eligibility, whilst leaving for adequate time for the

	People's Supported Housing Services	Housing providers until 31 August 2020, with a cost range of between £1,314,081.38 and 1,336,909.75, including the possibility of a 2% uplift for inflation.	mobilisation of new services
20 August 2019	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 for a Contract for Shredding Bulky Household Waste	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules for a value limited contract to Viridor Waste Management Ltd at a cost of £181,000.	Following several attempts over the last 4 years to engage with the market and procure this service, all of which have failed due to either a lack of interest from the market or unaffordability; to award a contract for a trial period to give confidence to both parties that the equipment available at the ERF and the bulky waste types delivered are compatible.
4 September 2019	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 for a Contract for Adults Housing Related Support Services for Homeless People	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules for contracts for Adults Housing Related Support Services for Homeless People to current providers: Mayday Trust, Connection, Homeless Oxfordshire.	To build on the successful joint partnership between the 5 districts and Oxfordshire Clinical Commissioning Group. At the same time to enable the completion of a full need's analysis and options appraisal in order to determine commissioning intentions post 2022 to allow the Partnership to robustly procure and implement the agreed arrangements post 2022.
5 September 2019	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 for a Contract for Children's Advocacy and Independent Visiting (IV) Service	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules for a contract to NYAS for 3.5 years at a total estimated cost of £578,000 plus TUPE costs.	To meet the best interests of vulnerable children requiring advocacy and IV services in Oxfordshire.
5 September 2019	Request for exemption from tendering under Contract Procedure Rule ("CPR") 20 for a contract for providing 3 Hospital Trusted Assessors	Approved an exemption from the tendering requirements under OCC's Contract Procedure Rules to award funding of £140k for the initial one-year pilot to Oxfordshire Association of Care Providers providing 3 Hospital Trusted Assessors.	To award funding to Oxfordshire Association of Care Providers, as the only organisation in Oxfordshire able to employ the Trusted Assessors

## 106/19 FORWARD PLAN AND FUTURE BUSINESS

(Agenda Item. 17)

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

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

..... in the Chair

Date of signing .....

Division(s): ALL
------------------

## **CABINET - 19 NOVEMBER 2019**

### **DELEGATION OF ENFORCEMENT POWERS FROM THE COUNTY COUNCIL TO THE CITY AND DISTRICT COUNCILS**

**Report by Chief Fire Officer**

#### **RECOMMENDATION**

1. **The Cabinet is RECOMMENDED to:**
  - (a) **approve the delegation of specific powers from the county council to the city and district councils in relation enforcement of the legal requirements concerning domestic Energy Performance Certificates (EPCs);**
  - (b) **approve the delegation of specific powers from the county council to the city and district councils in relation to the enforcement of the Minimum Energy Efficiency Standards (MEES) in commercial properties; and**
  - (c) **authorise the Director of Community Safety and Chief Fire Officer, acting in consultation with the Director of Law & Governance, to enter the necessary agreements to implement this delegation.**

#### **Executive Summary**

2. This paper proposes to simplify and improve the regulation of the private rented sector in Oxfordshire through the delegation of enforcement powers from the county council to the city and district councils.
3. This report seeks approval for the delegation of enforcement powers under the Energy Performance of Buildings (England and Wales) Regulations 2012 and The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 for commercial properties to the city and district councils by way of agency agreements whilst retaining the authority for Oxfordshire County Council also to enforce this legislation.
4. The regulation of letting agents and landlords is complex. The regulations that apply to this sector seek to ensure that tenants are protected from rogue landlords and that the properties they rent are of a suitable standard. Recently, new requirements have been introduced in this sector seeking to improve the energy efficiency of rented properties.
5. The council has been working with Oxford City Council and Cherwell District Council on a project relating to the new minimum energy efficiency standards applying to rented properties. To improve the enforcement of these regulations it is proposed that Cabinet agrees the delegation of enforcement powers from

the county council to the city and district councils. This paper outlines the background to this proposal and the implications arising from it.

## Introduction

6. In recent years the housing market has seen a growth in the private rented sector. A Housing, Communities and Local Government Committee inquiry into the private rented sector<sup>1</sup> commented that the private rented sector has doubled in size over the last 15 years. The growth of 25-34 year olds renting property (46% in 2016-17 compared to 27 percent a decade earlier) means that there are more families and young children in rented properties.
7. Letting agents and landlords are subject to a range of laws which either apply to their activities or to the properties which are made available through the private rented sector. This regulatory landscape is complex with district and county councils holding statutory responsibilities for the enforcement of different parts of the regulatory framework. For example, the requirement that all letting agents belong to an approved redress scheme is enforced by district councils whilst the county council is the enforcing authority for the legal requirements specifying the information that must be displayed by letting agents (including the name of the redress scheme the agent belongs to). This complex legal framework requires close partnership working and information sharing between councils.
8. The Fire and Rescue Community Risk Management Action Plan (CRMP) for 2019/20 contains a project for the county council trading standards team to adopt a proactive role in supporting partner organisations to improve standards in the private rented sector. This project recognises the statutory responsibilities trading standards holds for the regulation of letting agents and other aspects of the private rented market. This project was included in this year's CRMP action plan in response to new legislation being introduced which applies to this sector and the increasing recognition that trading standards has a key role to play in protecting consumers within the rental market and in promoting good practice.
9. Oxford City Council (and five other local authorities) received funding from the Department of Business, Energy and Industrial Strategy (BEIS) to run a project in 2019/20 in partnership with Oxfordshire County Council. The project is focussing upon the operation and functionality of Energy Performance Certificate (EPC) and Minimum Energy Efficiency Standards (MEES) legislation in enabling councils to improve energy standards in the private rented sector. Within this project the city council has been working in partnership with Oxfordshire County Council Trading Standards Service on new models of working. As part of this work it has been identified that a more effective approach to enforcement of the legal requirements could be achieved if the county council delegated to the district councils within Oxfordshire

---

<sup>1</sup> <https://publications.parliament.uk/pa/cm201719/cmselect/cmcomloc/440/44002.htm>. Published April 2018. Accessed September 2019.

enforcement powers for the EPC Regulations and the MEES Regulations in relation to commercial properties.

### **Exempt Information**

10. None

### **Background**

11. The Government's ambition is to improve the energy performance of privately rented properties. Improving a home's energy efficiency helps the occupants keep warm, reduces their energy bills and provides better protection for their health and wellbeing. Those benefits are particularly important to households on lower incomes and in homes which are expensive to heat.
12. As part of this ambition various pieces of legislation have been introduced. The energy performance of buildings was first regulated in 2007 and is now regulated by the Energy Performance of Buildings (England and Wales) Regulations 2012. These Regulations require buildings to have an EPC when sold or rented out. The EPC shows the energy efficiency of a property on a scale of A to G and includes suggestions on how it can be improved.
13. Since 1 April 2018 the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 ('MEES regulations') have required new leases and lease renewals of domestic and commercial private rented properties to meet a minimum energy efficiency standard. This is measured by reference to the EPC and a standard of E or above is required unless the property has a valid registered exemption or does not require an EPC. The Government intends to consult soon on a proposal to raise the minimum standard for commercial properties.
14. Improving energy efficiency is a core part of initiatives to raise housing standards. These initiatives are mainly led by district councils. Poor energy efficiency is linked to other property deficiencies (e.g. poor insulation and ventilation) and cold homes lead to increased costs for tenants as well as ill-health and early death.
15. Individual energy efficiency measures can save appreciable amounts of energy in homes and organisations. Improving energy efficiency in non-residential buildings can lower operating costs for businesses and provide for improved staff wellbeing.

### **Enforcement of the Legal Requirements**

16. The Local Weights and Measures Authority (namely the county council) has responsibility for the enforcement of the regulations which require EPCs to be obtained and made available when properties are sold or rented.

17. Under the Housing Act 2004 the city and district councils, as housing authorities, have responsibilities to assess housing conditions using a risk assessment approach called the Housing Health and Safety Rating System (HHSRS). Under this Act housing authorities have powers to tackle poor housing conditions. The enforcement of the MEES sits alongside these wider responsibilities for housing standards.
18. All local authorities can enforce the MEES requirements in relation to the domestic private rented sector. Only the “local weights and measures authority” (the county council) can enforce the requirements relating to the commercial private rented sector.
19. Breaches of both regulations are punishable by Penalty Charge Notices (PCN), with any charge not paid to be recovered as a debt owed to the authority. The amount of penalty is set in the Regulations. The issue of a PCN can be appealed.
20. It is clear that the enforcement regime for this work area is fragmented for a two-tier authority area, with both tiers of council enforcing the same legislation and holding responsibilities for enforcement of other legislation in the same sector. Therefore, as part of the BEIS project it is intended that we will develop new ways of working to simplify enforcement and ensure appropriate and coordinated action which promotes compliance with the legal requirements.

### **Proposals to Simplify Regulation of the Private Rented Sector**

21. An option we wish to pursue is the delegation of some county council enforcement powers to the city and district councils. This can be achieved through an agency agreement under section 101 of the Local Government Act 1972. Such a delegation requires approval by the County Council’s Cabinet. For any Cabinet decision on this delegation to take effect the other councils would need to formally accept the delegation through a similar decision within their constitutional rules.
22. EPCs are an integral part of the enforcement of MEES. A property which does not have an EPC falls outside the MEES enforcement regime. Currently landlords who do not obtain an EPC can avoid action to improve the energy efficiency of their properties under the MEES regulations until action is taken to require them to obtain an EPC for the property. As the two pieces of legislation are so closely linked it would be a more efficient approach for the city and district councils to be able to enforce the regulations in relation to EPCs in the domestic private rented sector.
23. Oxford City Council and Cherwell District Council have both indicated that they would wish to adopt any enforcement powers delegated to them by the county council. The South and Vale District Councils and West Oxfordshire District Council have been asked if they would similarly wish to adopt enforcement powers delegated to them.

24. The benefit of delegating enforcement powers for the EPC requirements to the city and district councils is that those councils will be able to enforce the MEES standards alongside their existing responsibilities for standards in residential rented properties and without reliance on trading standards. As such the delegation would facilitate the district councils being able to adopt a holistic approach to the enforcement of housing standards. If agreed, the enforcement framework we establish in Oxfordshire will form part of a toolkit being produced by BEIS to support local authorities to enforce the MEES requirements.
25. All Local Authorities in Oxfordshire seek to provide advice and support to businesses on compliance with regulatory requirements. Enforcement action is only taken in specific circumstances as set out in our Enforcement Policies, normally when the business has had opportunity to comply with legal requirements but has failed to do so. Information is provided to businesses to support them to meet the legal requirements that apply to them.
26. Alongside delegating enforcement powers for EPCs to the city and district councils it is also proposed that we delegate enforcement powers for MEES in non-domestic premises. Promoting compliance with the legal requirements relating to energy efficiency in non-residential premises can form part of climate change action plans. The benefit of delegating enforcement powers for this aspect of the regulatory framework for private rented property would be to ensure all councils are able to act on poor energy efficiency in non-residential premises should they wish to. This can be achieved through the same agency agreement as the delegation of enforcement powers in relation to EPCs.
27. Each district council will be able to choose whether they receive the delegated enforcement powers in relation to both EPCs and MEES or just EPCs.

### **Corporate Policies and Priorities**

28. Ensuring effective enforcement of this legislation contributes and supports the Council's corporate plan and priorities as follows:
  - **Thriving People**  
Effective enforcement of the regulations relating to EPCs and MEES will in turn help improve housing standards in the county. Improving housing energy efficiency standards will ensure that people are helped to live safe and healthy lives, helping to reduce cold in people's homes improving quality of life and the local environment.
  - **Environment**  
The county council has acknowledged the climate emergency. Improvements in building energy efficiency are directly linked to a reduction in carbon emissions.

## **Legal Implications**

29. The council has statutory duties to enforce the EPCs and MEES regulations. The extent to which, and manner in which, it meets these statutory duties is not prescribed. There are a range of legal requirements which the county council enforces under these regulations. It is not proposed that all these powers be delegated. The powers to be delegated are-
  - (a) Enforcement powers in relation to EPCs for residential buildings.
  - (b) Enforcement powers in relation to the MEES requirements applying to non-residential buildings.
30. Should Cabinet agree to delegate enforcement powers for the EPCs and MEES regulations to the city and district councils an agency agreement will be put in place under section 101 of the Local Government Act 1972. This agreement will detail the operational aspects of this work to ensure the enforcement work is undertaken in an efficient, coordinated and cost-effective manner. It is intended that the city and district councils will be empowered to undertake all parts of the enforcement process, i.e. investigation, service of penalty notices, prosecution, recovery of sums owed under penalty notices and defence of appeals against penalty notices.
31. Any legal action taken under the delegation will remain in the name of the county council. Therefore, the County Council's Legal Services will require some oversight of cases undertaken by the city and district councils. These oversight arrangements will be set out in the agency agreement.
32. Under regulation 34A of the EPCs regulations Oxfordshire County Council is required to authorise another weights and measures authority to enforce the provisions of the EPC regulations that apply to the county council's own buildings. Oxfordshire County Council has authorised Kent County Council for this purpose. Therefore, it is not necessary to delegate enforcement powers for EPCs in relation to Oxfordshire County Council owned buildings to the city or district councils
33. It is intended that the county council will retain the ability to enforce all provisions delegated to other councils.
34. In finalising the proposed agency agreement it is intended that we seek to align policies for the determination of when a financial penalty is imposed for a breach of the legal requirements and on how the level of penalty is determined. However, all councils already have general enforcement policies and specific policies for enforcement in relation to linked matters (e.g. civil enforcement policies and housing condition enforcement policies). These other policies will be applicable to enforcement of the delegated powers and may restrict the ability to adopt identical policies across all councils.

## **Risk Management**

35. The county council can delegate functions under the regulations, but it cannot delegate its duties and accountability. The council must plan for the

enforcements of these regulations. The regulations impose a duty on local weights and measures authorities to enforce them. The recommendations in this report will support performance of the authority's duty in relation to enforcement of MEES and EPC legislation.

36. Local Authorities are subject to the legal requirements in relation to non-residential MEES for buildings that they own. The delegation of enforcement powers in relation to non-residential MEES to the city and district council provides the legal ability for the city or district councils to take enforcement against the county council for non-compliance with these requirements. However, the county council has a programme in place to address the requirements of these regulations as they apply to county council buildings. Therefore, the risk is low that enforcement action against the county council is considered appropriate within the other councils' enforcement policies.
37. Action taken by the city and district councils under any delegation will, in effect, be action taken by those councils as agents for the county council. Therefore, the agency agreement will specify that the agreement will also require the authority receiving the delegation to be responsible for dealing with matters such as appeals against the issue of any FPN and for any legal matters that arise from their enforcement actions. The councils will also be asked to meet any costs that fall to the county council as a result of their enforcement actions.
38. Delegating enforcement powers for these regulations increases the risk that a business is contacted by more than one council in relation to the legal requirements applying to them. This risk will be minimised through information sharing requirements within the agency agreement ensuring that the county council is aware of any action intended by the other councils.

## **Financial and Staff Implications**

39. The delegation of the powers to the district councils will reduce demand on the trading standards service for the enforcement of the EPC requirements. It will ensure that increased focussed on MEES by the city and district council will not impact on other responsibilities and priorities.
40. There are no direct financial implications for the council. Costs to establish this agreement are negligible and relate only to internal costs to formalise the legal agency agreements with each council. These costs will be met within existing budgets. No income has been planned into the budget for the receipt of payment for any fines that may be issued be since such income is likely to be low and levels are difficult to predict.
41. When a financial penalty is levied on a non-compliant business under the relevant legislation this penalty must be paid to the local authority. It is intended that the delegation will enable the authority that issues the relevant enforcement notice to retain any monies paid as a result of these financial penalties. As such, the delegation of enforcement powers will also provide that the city and district council will retain the funds paid which would otherwise

have been paid to the county council if the county council had acted as the enforcing authority.

### **Equalities Implications**

- 42. There are no equalities implications arising from this proposal.
- 43. It is considered that there would be no adverse equalities impact on the protected characteristics.

ROB MACDOUGALL

Director for Community Safety and Chief Fire Officer

Background papers: None

Contact Officer: Richard Webb, Assistant Director, Regulatory Services and Community Safety

November 2019

Division(s): Berinsfield & Garsington
---------------------------------------

## CABINET - 19 NOVEMBER 2019

### REPORT ON THE PROPOSED CLOSURE OF CULHAM PAROCHIAL CHURCH OF ENGLAND PRIMARY SCHOOL

Report by Director for Children's Services

#### RECOMMENDATION

The Cabinet is **RECOMMENDED** to approve the proposed closure of Culham Parochial Church of England Primary School.

#### Executive Summary

1. Under Section 15 of the Education and Inspections Act 2006, a local authority can propose the closure of all categories of maintained school. It is proposed to merge Culham Parochial Church of England Primary School and Clifton Hampden Church of England Primary School, leading to the formal closure of Culham Parochial Church of England Primary School.
2. The decision must be made in accordance with the *Education and Inspections Act 2006* (as amended), *The School Organisation (Establishment and Discontinuance) (England) Regulations 2013* and decision makers must have regard to the statutory guidance, "*Opening and closing maintained schools*", November 2018 ("the Guidance"). Further details of the relevant legislation and Guidance are set out below.
3. The Guidance states that there is a presumption against closing rural schools, meaning that the case for closure should be strong and a proposal must be clearly in the best interests of educational provision in the area. The county council confirms that it has considered all relevant points in relation to proposing the closure of rural primary schools, as set out in the Guidance. These are discussed in detail in Paragraphs 27 to 33 below.
4. Following a pre-publication consultation which ran from June to July 2019, a statutory notice was published, and the required representation period ended on Monday 14 October 2019. The county council is the decision-maker for school closure proposals, and must make a decision within a period of two months of the end of the representation period, or otherwise the decision is referred to the Schools Adjudicator. The Cabinet is now required to make a decision on the proposals.
5. Closure of Culham Parochial Church of England Primary School is proposed due to persistently low pupil numbers, and the consequent impact on the financial viability of the school and the curriculum offer it can provide.

## Pre-publication consultation

6. There is a statutory 'pre-publication' consultation period for discontinuance of maintained schools. The Guidance recommends this period should last a minimum of 6 weeks. In accordance with this recommendation, the county council ran a 6-week pre-consultation from Monday 10 June 2019 to Monday 22 July 2019.
7. 23 responses were received as part of the pre-publication consultation. The county council, school leadership team and governing body considered the issues raised in that consultation in developing the proposal. The issues raised during the pre-publication consultation, and the county council's response to these, are summarised in the Culham Consultation Report (included in the background papers).
8. Culham Parochial Church of England Primary School is now the smallest primary school in Oxfordshire, with pupil numbers falling to around 30 primary pupils on roll by the end of the 2018/19 school year. When inspected by Ofsted in February 2017 and May 2019 it was judged as 'Requires Improvement' on both occasions. Pupil attainment data over the last three years show that pupils have lower scores in reading, writing and maths than the county or England average, and in general made below average progress.
9. Following the informal pre-publication consultation, a formal proposal was developed to merge Culham Parochial Church of England Primary School and Clifton Hampden Church of England Primary School, leading to the formal closure of Culham Parochial Church of England Primary School. The Guidance states that reasons for closing a school can include the following:
  - *It is to be 'amalgamated' with another school.*
    - It is proposed to amalgamate Culham Parochial with Clifton Hampden Primary School
  - *There are surplus places elsewhere in the local area which can accommodate displaced pupils.*
    - Clifton Hampden CE Primary School, with which Culham Parochial is federated, can accommodate all pupils who would be displaced in Culham Parochial closes.
    - In the wider area there are surplus primary school places (see section 8, below). There is currently no evidence that the local pupil population will grow, at least in the short to medium term. Because the birth rate has fallen in recent years, there would continue to be sufficient school places in this area should Culham Parochial be closed.
  - *It is no longer considered viable.*
    - The school's pupil numbers are too low to generate sufficient funding to cover the costs of staffing and maintaining the building. The school has a significant budget deficit.

10. Culham Parochial Church of England Primary School is also designated a rural school under the Designation of Rural Primary Schools (England) Order. There is a presumption against the closure of rural schools which is addressed in more detail below.
11. The existing land and buildings at Culham Parochial Church of England Primary School are not owned by the county council and future use will become a matter for the relevant church trustees.
12. The leadership team and governing body of the Thames Bridge Church of England Federation (which consists of Culham Parochial Church of England Primary School and Clifton Hampden Church of England Primary School) support the proposed school closure.

### **Publication of the proposal**

13. The statutory notice (Annex 1) was published in the Oxford Mail on 16 September 2019 and was also posted on the county council website. It was sent to the Secretary of State on the same day, and relevant consultees were notified within 7 days as required under the relevant legislation and Guidance. The Representation period ran until the 14 October 2019, which is the statutory 4-week period required under the relevant legislation and Guidance. The statutory notice was accompanied by a Full Proposal document (Annex 2), which was available to read online at the Oxfordshire County Council public website, or by request.

### **Representations**

14. Four responses were received during the 4-week statutory Representation period. Of these responses, one was in support of the proposal and three objected.
15. Two of the three objections raised concerns regarding traffic and parking.
  - If Culham Parochial Church of England Primary School is closed, pupils currently on roll who transfer to Clifton Hampden Church of England Primary School will be provided with free home to school transport until they leave the school. Longer term, free transport will be provided for children under 8 who have to travel more than 2 miles and children of 8 and over who have to travel more than 3 miles to the nearest school. with places, or if there is no safe walking route.
  - The Executive Headteacher of Culham and Clifton Hampden Schools is developing a School Travel Plan, in order to ensure the safety of travel arrangements to and around Clifton Hampden Church of England Primary School. Parking for Clifton Hampden Church of England Primary School is available at the village hall (located opposite the school) and at the social club (a short walk away from the school). There is a pedestrian crossing near the school to help pupils cross the road safely if walking from the social club or elsewhere in the village. Parents have been informed of

these parking options and have been reminded to park considerately in Clifton Hampden at school drop off and pick up times.

16. One of the respondents who objected also thought that demand for places at the school would increase in the future, particularly as there has been housing growth in the area.
  - Due to declining birth rates, pupil forecasts do not suggest a significant increase in demand for places at Culham Parochial Church of England Primary School in the future.
  - Housing growth in the area so far has been in the designated area of Sutton Courtenay CE Primary School, which has recently been expanded.

## Legal background

17. Closure of schools is covered by *The School Organisation (Establishment and Discontinuance) (England) Regulations 2013* which should be read in conjunction with Part 2 and Schedule 2 of the *Education and Inspections Act (EIA) 2006* (as amended by the *Education Act (EA) 2011*).
18. As already referred to above and throughout this report, the closure of a maintained school is subject to the statutory guidance “*Opening and closing maintained schools*” (November 2018). Proposers and decision-makers must have regard to this guidance when making proposals or decisions. Where the Guidance has not been followed, there must be good reasons for doing so.
19. The Guidance states that the statutory proposal must contain the following information:
  - The contact details of the local authority and the school.
  - The implementation date of the proposed closure.
  - The reason why closure of the school is considered necessary.
  - Current pupil numbers at the school.
  - A statement about the need for school places in the area, including whether there is sufficient capacity to accommodate displaced pupils. This should include details of schools where displaced pupils will be offered places, including interim arrangements.
  - A statement about the impact on the community.
  - For rural primary schools, a statement demonstrating that section 15(4) of the Education and Inspections Act 2006 has been considered.
  - A statement about the impact of the proposed closure on the balance of denominational provision in the area and the impact on parental choice.
  - Details of length and journeys to alternative provision, and the proposed arrangements for travel of displaced pupils to other schools including how the proposed arrangements will mitigate against increased car use.
20. The full proposal must be published on a website (e.g. the school or LA’s website) along with a statement setting out:

- (a) how copies of the proposal may be obtained;
- (b) that anybody can object to, or comment on, the proposal;
- (c) the date that the representation period ends;
- (d) and the address to which objections or comments should be submitted.

A brief notice (including details on how the full proposal can be accessed e.g. the website address) must be published in a local newspaper. On the day of publication of a proposal to close a school the proposer must send a copy of the proposal to the governing body. Within one week of the date of publication on the website, the proposer must send a copy of the proposal and the information set out in the paragraph above to the local dioceses and the Secretary of State, as well as any other body or person that the proposer thinks are appropriate. For closure of a rural primary school, other prescribed consultees are the registered parents of registered pupils at the school and the local district or parish council.

- 21. The representation period must last for four weeks from the date of the publication. During this period, any person or organisation can submit comments on the proposal to the LA to be taken into account by the decision-maker. It is also good practice for representations to be forwarded to the proposer to ensure that they are aware of local opinion.
- 22. The county council confirms that it has adhered to the relevant legislation and above Guidance.

## **Decision-making**

- 23. The decision-making power in terms of determining the proposal in this case lies with the Cabinet. In considering the proposals for a school expansion, the Cabinet can decide to:
  - reject the proposals;
  - approve the proposals without modifications;
  - approve the proposals with such modifications as the local authority thinks desirable, having consulted the governing body;
  - approve the proposal – with or without modification – subject to certain conditions (such as the granting of planning permission) being met.
- 24. Where a LA is the decision maker, it must make a decision within a period of two months of the end of the representation period. Where a decision is not made within this time frame, the LA must refer the proposal to the Schools Adjudicator for a decision.
- 25. The Guidance states that “decision-makers will need to be satisfied that any consultation carried out was appropriate, fair and open, and that the proposer has given full consideration to all the responses received. The decision-maker must consider the views of those affected by a proposal or who have an interest in it, including cross-LA border interests. The decision-maker should not simply take account of the numbers of people expressing a particular view.

Instead, they should give the greatest weight to responses from those stakeholders likely to be most affected by a proposal – especially parents of children at the affected school(s)”.

26. As discussed above in Paragraph 3, there is a presumption against the closure of rural schools. For closures of rural primary schools, proposals must include a statement that section 15(4) of the Education and Inspections Act 2006 has been considered (this has been covered under Paragraph 8 of the Statutory Proposal). The Guidance sets out a number of factors which must be considered by the proposer when proposing to close rural schools. These factors are set out below, together with an explanation of how these have been considered:

**27. The likely effect of closure on the local community:**

- There is the potential for the loss of an important community facility in the village. However, the school site and building is owned by a charitable trust, and so the decision on whether to keep the building open to the community would be made separately to this consultation process.
- There is a risk that the loss the primary school would deter families from moving to the village, although there is another school in Culham, The Europa School, which attracts some families because of the bilingual education it provides. Children living in Culham would also be able to attend Clifton Hampden CE Primary School, a popular school rated “Good” by Ofsted.
- There is the potential risk of increased traffic and parking issues in Clifton Hampden. Travel is discussed in detail in Paragraphs 36 and 37. As discussed above in Paragraph 15, a Travel Plan for Clifton Hampden CE Primary School will consider the increased pupil numbers, and parents have been reminded of appropriate parking options in the village.

**28. The proportion of pupils attending the school from within the local community:**

- Data for pupils on roll at Culham Parochial CE Primary School for the 2018/19 school year show that under half of the pupils on roll at this time lived within the school’s designated (“catchment”) area. Most pupils were travelling from Abingdon, Sutton Courtenay and Berinsfield, where school places are available.
- School census data for the school year 2018/19 show that over half of state primary school pupils living in Culham attended schools other than Culham Parochial CE Primary School, with a significant number attending the Europa School, also in Culham.
- Clifton Hampden Church of England Primary School’s intake will increase from 10 pupils per year to 15 pupils per year to accommodate the displaced pupils. No additional accommodation will be provided at Clifton Hampden CE Primary School, as their existing accommodation is already sufficient for up to 105 pupils. If the closure of Culham Parochial Church of England Primary School is approved, the pupils currently enrolled at the school would continue to be taught at Clifton Hampden Church of England

Primary School on a permanent basis, unless their families choose to transfer them to an alternative school.

**29. Educational standards at the school and the likely effect on standards at neighbouring schools:**

- Culham Parochial CE Primary School has an Ofsted rating of 'Requires Improvement', and pupil attainment scores show below average progress at the school. Because of the school's small size, it is more difficult for the school to provide a broad and balanced curriculum, and to balance its budget.
- The proposed merger would improve educational opportunities and outcomes for children living in this area. The Thames Bridge Church of England Federation would be able to concentrate resources in one school rather than spread them across two separate schools.

**30. The availability, and likely cost to the local authority, of transport to other schools:**

- In the event of closure, transport would be provided by the county council to Clifton Hampden School for displaced pupils. The details of this provision are discussed further in Paragraphs 36 and 37.

**31. Whether the school is now surplus to requirements (e.g. because there are surplus places elsewhere in the local area which can accommodate displaced pupils, and there is no predicted demand for the school in the medium or long term):**

- Clifton Hampden CE Primary School was judged as 'Good' at its last Ofsted inspection in February 2016. Pupil attainment data over the last three years show that pupils have higher scores in reading, writing and maths than the county or England average. The school has sufficient space to accommodate displaced pupils from Culham Parochial CE Primary School.
- As of May 2019, there were 24% spare primary school places overall in the Abingdon East planning area (which comprises Culham Parochial CE Primary School, Clifton Hampden CE Primary School, Abbey Woods Academy, Dorchester St Birinus CE School and Europa School). The proposed merger of the two schools would reduce this to 22% spare capacity, still a significant surplus of places. (Advice from the Audit Commission is that 5-10% spare capacity is reasonable.) School places are also available in Sutton Courtenay and the Abingdon town area.
- Pupil forecasts do not indicate a significant increase in demand for places in the area in the future, due to declining birth rates. There is no timescale for significant local housing growth in the area.
- The merger of these two schools would therefore be in line with wider school organisation and capacity planning.

**32. Any increase in the use of motor vehicles which is likely to result of the closure of the school, and the likely effects of any such increase:**

- As the majority of pupils on roll at Culham Parochial CE Primary School during 2018/19 were living outside the designated area, they were already transported by motor vehicles, and therefore closure of the school is unlikely to significantly increase the use of motor vehicles to transport children to school. Free home to school transport will continue to be provided for displaced children attending Clifton Hampden CE Primary School if the decision is made to close Culham Parochial CE Primary School.

**33. Any alternatives to the closure of the school:**

- Following a previous consultation (2011) into closing the school, it instead federated with Clifton Hampden CE Primary School as part of the Thames Bridge Church of England Federation. This has not resulted in significant improvements to the educational standards at the school or its financial viability.
- As pupil numbers in the area are not expected to grow significantly, conversion to academy status is unlikely to increase demand for places at the school. Conversion to academy status and joining a multi-academy trust is not considered a realistic option, as sponsors would be reluctant to take on a school with sustained budget difficulties.
- There is not expected to be sufficient local demand for use of the school site to provide services such as childcare to increase its viability. Culham Parochial CE Primary School hosted a pre-school for many years and subsequently offered their own nursery places for two years but these did not prove permanently viable.

**34. In order to assist the decision-maker, the proposer of a rural school closure should provide evidence to show that it has carefully considered:**

- alternatives to closure including: federation with another local school; conversion to academy status and joining a multi-academy trust; the scope for an extended school to provide local community services and facilities e.g. child care facilities, family and adult learning, healthcare, community internet access etc;
- transport implications i.e. the availability, and likely cost of transport to other schools and sustainability issues;
- The size of the school and whether it puts the children at an educational disadvantage e.g. in terms of breadth of curriculum or resources available;
- the overall and long term impact on local people and the community of the closure of the village school and of the loss of the building as a community facility; and
- wider school organisation and capacity of good schools in the area to accommodate displaced pupils.

35. The county council confirms that these factors have been considered as part of the full statutory proposal (Annex 2), and are also discussed above under Paragraphs 27 to 33.

### **Financial and Staff Implications**

36. For the 2019/2020 school year, pupils on roll at Culham Parochial CE Primary School will be educated at Clifton Hampden CE Primary School, and a bus will be provided by OCC to transport these children between the two schools at the beginning and end of the school day. The estimated cost to the county council of providing this transport over the time period September 2019 – July 2020 is £45,410. If the school is closed transport for children originally on the roll of the school will be eligible for home to school transport and it is hoped to assimilate this cost into existing routes.
37. Beyond this, if Culham Parochial CE Primary School were to close, and parents chose to transfer their children permanently to Clifton Hampden CE Primary School, the county council will provide free transport to Clifton Hampden for pupils currently enrolled at Culham Parochial CE Primary School, until they leave Clifton Hampden CE Primary School. The cost to the county council of providing this transport will apply over a maximum time period September 2020 – July 2025 (when the youngest pupils currently enrolled at Culham Parochial CE Primary School will transfer to secondary school) and would be expected to decline as the affected pupils transfer to secondary school.
38. When a school closes, a deficit balance reverts to be met from local authority resources while a surplus balance may be allocated to a successor to the closing school. The 3-year budget for Culham Parochial CE Primary School indicates that the school would have a deficit of about £55,000 by the end of the budget year 2019/20, and this deficit would increase in subsequent years. Changes made by the Federation since that budget calculation will have affected the scale of deficit, but it is still expected that the school's deficit would be significant, and continue to grow, if it stays open. If a decision is made to close the school, therefore, the council will be responsible for the school's deficit at the time of closure.
39. The staff of Culham Parochial CE Primary School will be transferred to Clifton Hampden CE Primary School, and there are no immediate plans for the combined school's staffing changes. However, if the proposal is agreed, and the merger of the two schools is implemented, the staffing structure at Clifton Hampden Church of England Primary School will be reviewed in future.
40. If the school closes, responsibility for the maintenance of the school would revert to the owners, Diocesan Trustees Oxford Ltd.

## Equalities Implications

41. **Religion/belief:** As Both Culham Parochial CE Primary School and Clifton Hampden CE Primary School provide Church of England faith-based education, the proposed merger is not expected to have a significant impact on the provision of faith-based education in the local area. Other nearby schools in Abingdon and Berinsfield offer a variety of faith and secular education, so parental choice in the area will not be affected.
42. **Rural communities:** As a rural school, the closure of Culham Parochial CE Primary School would have an impact on families living in Culham village, who would no longer have access to a school within walking distance of their home (the Europa School in Culham offers specialist bilingual education). Therefore, children living in Culham will face a longer journey to an alternative school (either Clifton Hampden or another school). However, data for pupils on roll at Culham Parochial CE Primary School for 2018/19 showed that over half of the pupils on roll at this time lived outside of the village and were travelling from areas where school places are available. Therefore, while there will be an impact for families living in Culham village itself, this does not represent a large proportion of the children on roll at the school at this time.
43. A Service and Community Impact Assessment (SCIA) has been completed for this proposal. This is attached at Annex 3.

LUCY BUTLER

Director for Children's Services

Annexes:                      Annex 1: Public Notice  
                                    Annex 2: Full Statutory Proposal Document  
                                    Annex 3: Service and Community Impact Assessment (SCIA)

Background papers: Culham Consultation Report.

Contact Officer:        Barbara Chillman, Pupil Place Planning Manager, 07551245555

November 2019



**OXFORDSHIRE  
COUNTY COUNCIL**

## **PUBLIC NOTICE**

### **Proposed Closure of Culham Parochial CE Primary School**

Notice is given in accordance with The School Organisation (Establishment and Discontinuance) (England) Regulations 2013 that Oxfordshire County Council intends to close Culham Parochial CE Primary School, High Street, Culham, Abingdon OX14 4NB, by the end of the 2019/20 academic year.

The Local Authority, working with the Thames Bridge Church of England Federation, is proposing to merge Culham Parochial CE Primary School and Clifton Hampden CE Primary School. To achieve this, it proposes to close Culham Parochial CE Primary School, with displaced pupils transferring to Clifton Hampden CE Primary School, High Street, Clifton Hampden, Abingdon OX14 3EG (unless parents choose to transfer their children to an alternative school).

This Notice is an extract from the full proposal, which can be viewed under the Current Consultations listings on the Oxfordshire County Council public website at <http://www.oxfordshire.gov.uk/culhamclosure>. Copies can also be requested by contacting:

**Joanne Booker (School Organisation Officer), Oxfordshire County Council,  
Access to Learning, 4th Floor, County Hall, New Road, Oxford OX1 1ND**

**Tel:** 07393 001258 **or Email:** [school.planning@oxfordshire.gov.uk](mailto:school.planning@oxfordshire.gov.uk)

Within four weeks from the date of publication of this Notice, any person may object to or make comments on the proposal by sending them to the Local Authority using the online feedback form located on the Oxfordshire County Council website as detailed above, or by email or post to the above addresses.

**Signed: Lucy Butler, Director of Children's Services**

**Publication Date: 16 September 2019**

This page is intentionally left blank



## **STATUTORY PROPOSAL**

The School Organisation (Establishment and Discontinuance) (England)  
Regulations 2013

### **Closure of Culham Parochial Church of England Primary School**

#### **1. Contact details**

**This proposal published by:**

**Local Authority:** Oxfordshire County Council

**Address:** County Hall, New Road, Oxford OX1 1ND

**This proposal relates to:**

**School:** Culham Parochial CE Primary School (voluntary controlled)

**Address:** High Street, Culham, Abingdon OX14 4NB

#### **2. Outline of proposal**

Oxfordshire County Council, working with the Thames Bridge Church of England Federation, proposes to merge Culham Parochial Church of England Primary School and Clifton Hampden Church of England Primary School, leading to the formal closure of Culham Parochial Church of England Primary School.

Clifton Hampden's intake will increase from 10 pupils per year to 15 pupils per year to accommodate the displaced pupils. No additional accommodation will be provided at Clifton Hampden CE Primary School, as their existing accommodation is already sufficient for up to 105 pupils.

#### **3. Implementation**

It is proposed to close Culham Parochial Primary School by the end of the 2019/20 school year, either at Easter 2020 or at the end of the school year. The exact timing will depend on how quickly it is possible to achieve the necessary processes.

In the meantime, pupils enrolled at Culham Parochial CE Primary School will be taught on the site of Clifton Hampden CE Primary School.

#### **4. Reasons for closure**

Closure of Culham Parochial CE Primary School is considered necessary because of persistently low pupil numbers, and the consequent impact on the financial viability of the school and the curriculum offer it can provide.

Culham Parochial Church of England Primary School is now the smallest primary school in Oxfordshire, with pupil numbers falling to around 30 primary pupils on roll by the end of the 2018/19 school year.

When inspected by Ofsted in February 2017 and May 2019 it was judged as 'Requires Improvement' on both occasions. Pupil attainment data over the last three years show that pupils have lower scores in reading, writing and maths than the county or England average, and in general made below average progress.

Government guidance is that a school can be closed if:

- It is to be 'amalgamated' with another school.
  - It is proposed to amalgamate Culham Parochial with Clifton Hampden Primary School.
- There are surplus places elsewhere in the local area which can accommodate displaced pupils.
  - Clifton Hampden CE Primary School, with which Culham Parochial is federated, can accommodate all pupils who would be displaced in Culham Parochial closes.
  - In the wider area there are surplus primary school places (see section 8, below). There is currently no evidence that the local pupil population will grow, at least in the short to medium term. Because the birth rate has fallen in recent years, there would continue to be sufficient school places in this area should Culham Parochial be closed.
- It is no longer considered viable.
  - The school's pupil numbers are too low to generate sufficient funding to cover the costs of staffing and maintaining the building. The school has a significant budget deficit.

#### **5. Pupil numbers and admissions**

Culham Parochial CE Primary School is a coeducational mainstream school which currently offer places for 10 primary pupils per year group, in the age range 4-11, with a total capacity of 67 pupils. It previously operated a nursery class for 3-year-olds, providing 15 part-time equivalent places, but is not currently admitting into the nursery class due to low demand.

#### **6. Displaced pupils**

Displaced pupils will be offered places at Clifton Hampden Church of England Primary School, High Street, Clifton Hampden, Abingdon OX14 3EG, which has sufficient accommodation for the pupils currently on roll at Culham Parochial Church of England Primary School. Parents may also choose to apply to other schools which have available places, and which in some cases may be closer to where pupils live.

The transfer of pupils can be accommodated at Clifton Hampden CE Primary School through the school increasing its intake from 10 pupils per year to 15 pupils per year. It does not require an enlargement of premises at Clifton Hampden CE Primary School.

As of September 2019, Culham Parochial CE Primary School has 15 pupils on roll. The distribution across year groups is as follows:

Reception	Y1	Y2	Y3	Y4	Y5	Y6
0	1	4	4	0	5	1

As of September 2019, Clifton Hampden CE Primary School has 82 pupils on roll. The distribution across year groups is as follows:

Reception	Y1	Y2	Y3	Y4	Y5	Y6
15	12	11	10	17	10	7

From September 2019, all 97 pupils enrolled at Culham Parochial CE Primary School and Clifton Hampden CE Primary School are being taught at Clifton Hampden CE Primary School, which, following a reorganisation of how it uses its accommodation, can provide places for 105 pupils.

The combined numbers on roll, by year group, are as follows:

Reception	Y1	Y2	Y3	Y4	Y5	Y6
15	13	15	14	17	15	8

If the closure of Culham Parochial CE Primary School is approved, the pupils currently enrolled at the school would continue to be taught at Clifton Hampden CE Primary School on a permanent basis, unless their families choose to transfer them to an alternative school.

## **7. Impact on the community**

A consultation was carried out in June/July 2019 into the potential impact of the proposed reorganisation of education in this area. This identified a potential negative impact on the community, specifically:

- The loss of an important community facility in a village with no other (non-church) meeting place.

- The school site and building is owned by a charitable trust, and so the decision on whether to keep the building open to the community would be made separately to this consultation process.
- The loss of the primary school would deter families from moving to the village.
  - There is another school in Culham, The Europa School, which attracts some families because of the bilingual education it provides, but there is a risk that some families will be deterred from moving to Culham. However, children from Culham would be able to attend Clifton Hampden CE primary School, a popular school rated “Good” by Ofsted.
- Increased traffic and parking issues in Clifton Hampden.
  - Travel is dealt with below. A Travel Plan for Clifton Hampden CE Primary School will consider the increased pupil numbers. Parking for Clifton Hampden School is available at the village hall and at the social club, and parents will be reminded to use these rather than parking near local residents’ driveways.

## **8. Rural primary schools**

Culham Parochial CE Primary School is designated as a rural primary school under The Designation of Rural Primary Schools (England) Order. In making this proposal, the local authority has considered section 15(4) of the Education and Inspections Act 2006, and the statutory guidance for proposers and decision-makers relating to opening and closing maintained schools. In particular, it has considered:

- The likely effect of the closure of the school, and of the loss of the building as a community facility, on local people and the community.
  - This is considered in section 7, above.
- The proportion of pupils attending the school from within the local community i.e. is the school being used by the local community.
  - Data for pupils on roll at Culham Parochial CE Primary School for the 2018/19 school year show that under half of the pupils on roll at this time lived within the school’s designated (“catchment”) area. Pupils mostly travel from Abingdon, Sutton Courtenay and Berinsfield, where school places are available.
  - School census data for the school year 2018/19 show that over half of state primary school pupils living in Culham attended schools other than Culham Parochial CE Primary School, with a significant number attending the Europa School, also in Culham.
- Educational standards at the school, including whether the size of the school puts the children at an educational disadvantage (e.g. in terms of breadth of curriculum or resources available) and the likely effect on standards at neighbouring schools.

- Culham Parochial CE Primary School has an Ofsted rating of 'Requires Improvement', and pupil attainment scores show below average progress at the school.
- Because of Culham Parochial CE Primary School's small size, it is more difficult for the school to provide a broad and balanced curriculum, and to balance its budget. To maintain the educational opportunities for pupils, some activities are already carried out jointly by Culham Parochial CE Primary School and Clifton Hampden CE Primary School.
- The proposed merger would improve educational opportunities and standards of children living in this area. The Thames Bridge Church of England Federation would be able to concentrate resources in one school rather than spread them across two separate schools. This would improve outcomes for pupils at both existing schools.
- The availability, and likely cost to the LA, of transport to other schools.
  - Transport will be provided by the county council as set out in Section 10, below.
- Wider school organisation and capacity of good schools in the area to accommodate displaced pupils, and whether the school is now surplus to requirements (e.g. because there are surplus places elsewhere in the local area which can accommodate displaced pupils, and there is no predicted demand for the school in the medium or long term).
  - Clifton Hampden CE Primary School was judged as 'Good' at its last Ofsted inspection in February 2016. Pupil attainment data over the last three years show that pupils have higher scores in reading, writing and maths than the county or England average. The school has sufficient space to accommodate displaced pupils from Culham Parochial CE Primary School. There are also sufficient spare places at other nearby schools in the area for families who choose those.
  - As of May 2019, there were 24% spare primary school places overall in the Abingdon East planning area (which comprises Culham Parochial CE Primary School, Clifton Hampden CE Primary School, Abbey Woods Academy, Dorchester St Birinus CE School and Europa School). The proposed merger of the two schools would reduce this to 22% spare capacity, still a significant surplus of places. (Advice from the Audit Commission is that 5-10% spare capacity is reasonable.)
  - Due to declining birth rates, forecasts do not suggest a significant increase in demand for places in the area in the future. While the draft SODC Local Plan proposes large-scale housing developments in the surrounding area, this is not yet confirmed, and there is no timescale for significant local housing growth.
  - School places are available in Abingdon, Sutton Courtenay and Berinsfield, where a significant number of Culham pupils live.
  - The merger of these two schools would therefore be in line with wider school organisation and capacity planning.
- Any increase in the use of motor vehicles which is likely to result from the closure of the school, and the likely effects of any such increase.

- This is considered in Section 10, below.
- Any alternatives to the closure of the school.
  - Following a previous consultation (2012) into closing the school, it instead federated with Clifton Hampden CE Primary School as part of the Thames Bridge Church of England Federation. This has not resulted in significant improvements to the educational standards at the school or its financial viability.
  - As pupil numbers in the area are not expected to grow significantly, conversion to academy status is unlikely to increase demand for places at the school. Conversion to academy status and joining a multi-academy trust is not considered a realistic option, as sponsors would be reluctant to take on a school with sustained budget difficulties.
  - There is not expected to be sufficient local demand for use of the school site to provide services such as childcare to increase its viability. Culham Parochial CE Primary School hosted a pre-school for many years and subsequently offered their own nursery places for two years but these did not prove permanently viable (at the time of the nursery's closure in May 2019 there were only 4 pupils on roll).

## **9. Balance of denominational provision**

Culham Parochial CE Primary School is a Church of England School, and the proposed closure would involve amalgamation with Clifton Hampden CE School, which has the same religious designation. Other Church of England schools nearby or in the surrounding area include Sutton Courtenay CE Primary School, St Nicolas CE Primary School and Dorchester St Birinus CE Primary School. There is also a Catholic school (St Edmund's Catholic Primary School and Foundation Stage Unit in Abingdon) and a number of schools offering secular education within reasonable distance of Culham Parochial CE Primary School. As a result, it is not considered that the proposed closure would have a significant impact on the balance of schools offering faith-based and secular education, or on parental choice in this respect.

## **10. Travel**

As the majority of pupils on roll at Culham Parochial CE Primary School live outside the designated area, they are already transported by motor vehicles, and therefore closure of the school is unlikely to significantly increase the use of motor vehicles to transport children to school. In some cases, parents living outside the designated area will choose to send their children to closer schools, and travel distances and use of motor vehicles for school transport may therefore decrease.

For the 2019/2020 school year, pupils on roll at Culham Parochial CE Primary School will be educated at Clifton Hampden CE Primary School, and a bus will be provided by OCC to transport these children between the two schools at the beginning and end of the school day. The estimated cost to the county council of providing this transport over the time period September 2019 – July 2020 is £45,410.

Beyond this, if Culham Parochial CE Primary School were to close, and parents chose to transfer their children permanently to Clifton Hampden CE Primary School, the county council will provide free transport to Clifton Hampden for pupils currently enrolled at Culham Parochial CE Primary School, until they leave Clifton Hampden CE Primary School. The cost to the county council of providing this transport will apply over a maximum time period September 2020 – July 2025 (when the youngest pupils currently enrolled at Culham Parochial CE Primary School will transfer to secondary school) and would be expected to decline as the affected pupils transfer to secondary school.

For new intakes of pupils after the school year 2019/2020, free transport will be assessed according to the Home to School Travel & Transport Policy, which provides for free home to school transport for children under 8 who have to travel more than 2 miles, and children of 8 and over who have to travel more than 3 miles, to the nearest school with available places.

## **11. Objections and comments**

If you wish your view to be taken into account when the county council makes a decision on this proposal, it is important that you submit a response through this statutory representation process, even if you have already responded to the informal consultation held in June/July 2019.

Comments or objections, or statements of support, must be received by the local authority by **Monday 14 October 2019**.

Respond by:

- Using the online questionnaire at [www.oxfordshire.gov.uk/culhamclosure](http://www.oxfordshire.gov.uk/culhamclosure)
- Emailing [school.planning@oxfordshire.gov.uk](mailto:school.planning@oxfordshire.gov.uk) (*please quote 'Culham Closure' in the header*)
- Handing in a written response at the reception office of Clifton Hampden Church of England Primary School
- Posting a written response to **Joanne Booker, Access to Learning, Oxfordshire County Council, 4<sup>th</sup> Floor County Hall, Oxford OX1 1ND**, marking your envelope CULHAM CLOSURE

There will also be a public meeting held to discuss this proposal at 6.30pm on Monday 23 September 2019, at Culham Parochial CE Primary School.

## **12. Decision-making**

The decision-maker for this proposed change is Oxfordshire County Council. The decision will be made by the Cabinet at a meeting which is open to the public, and publicised on the county council's website. The decision must be

made within a period of two months of the end of this representation period, and is currently expected on 19 November 2019.

# **Service and Community Impact Assessment (SCIA)**

## **Front Sheet:**

### **Directorate and Service Area:**

**People**

**Sufficiency & Access**

### **What is being assessed (e.g. name of policy, procedure, project, service or proposed service change):**

**Closure of Culham Parochial Church of England Primary School**

### **Responsible owner / senior officer:**

**Barbara Chillman**

### **Date of assessment:**

**August 2019**

### **Summary of judgement:**

Oxfordshire County Council, working with the Thames Bridge Church of England Federation, proposes to merge Culham Parochial Church of England Primary School and Clifton Hampden Church of England Primary School, leading to the formal closure of Culham Parochial CE Primary School by the end of the 2019/20 academic year. This is due to low pupil numbers at Culham Parochial affecting the school's financial viability and educational standards. Displaced pupils will be offered places at Clifton Hampden, and parents may also choose to apply to other schools which have available places.

The proposed closure would have an impact on primary school provision for the local community in Culham, however this will be mitigated to some extent by the fact that there is sufficient spare capacity at Clifton Hampden and other nearby schools, and that the majority of pupils on roll at Culham School do not live in the village. Parents will be supported by OCC Admissions staff to find alternative provision for their children.

## Detail of Assessment:

### Purpose of assessment:

Due to low pupil numbers at Culham Parochial CE Primary School, the school is not financially viable and forecasts do not indicate an increase in demand for places in the future. This SCIA is intended to provide an assessment to guide the process of closing the school.

Section 149 of the Equalities Act 2010 (“the 2010 Act”) imposes a duty on the Council to give due regard to three needs in exercising its functions. This proposal is such a function. The three needs are:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic, and those who do not.

Complying with section 149 may involve treating some people more favourably than others, but only to the extent that that does not amount to conduct which is otherwise unlawful under the new Act.

The need to advance equality of opportunity involves having due regard to the need to:

- remove or minimise disadvantages which are connected to a relevant protected characteristic and which are suffered by persons who share that characteristic,
- take steps to meet the needs of persons who share a relevant protected characteristic and which are different from the needs other people, and
- encourage those who share a relevant characteristic to take part in public life or in any other activity in which participation by such people is disproportionately low.
- take steps to meet the needs of disabled people which are different from the needs of people who are not disabled and include steps to take account of a person’s disabilities.

The need to foster good relations between different groups involves having due regard to the need to tackle prejudice and promote understanding.

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality
- religion or belief – this includes lack of belief
- sex

- sexual orientation
- marriage and civil partnership

## **Social Value**

Under the Public Services (Social Value Act) 2012 the Council also has an obligation to consider how the procurement of services contracts with a life value of more than £173,934<sup>1</sup> might improve the economic, social, and environmental well-being of the area affected by the proposed contract, and how it might act to secure this improvement. However, it is best practice to consider social value for all types of contracts, service delivery decisions and new/updated policies. In this context, 'policy' is a general term that could include a strategy, project or contract.

## **Context / Background:**

The main reasons for the closure proposal are:

Consistently low pupil numbers on roll evidencing insufficient demand. There is currently no evidence that the local pupil population will grow, at least in the short to medium term.

Lack of financial viability of the school, due to the low pupil numbers.

Inability to provide the breadth and depth of educational experience required.

## **Proposals:**

Culham Parochial Church of England Primary School is now the smallest primary school in Oxfordshire, with pupil numbers falling to around 30 primary pupils on roll. As a result, the school's pupil numbers are too low to generate sufficient funding to cover the costs of staffing and maintaining the building, and the school has a significant budget deficit. Due to declining birth rates, forecasts do not suggest a significant increase in demand for places in the area in the future. While the draft SODC Local Plan proposes large-scale housing developments in the surrounding area, this is not yet confirmed, and there is no timescale for significant local housing growth.

When inspected by Ofsted in March 2017 and May 2019 it was judged as 'Requires Improvement' on both occasions. Pupil attainment data over the last three years show that pupils have lower scores in reading, writing and maths than the county or England average, and in general made below average progress.

Clifton Hampden CE Primary School was judged as 'Good' at its last Ofsted inspection in February 2016. Pupil attainment data over the last three years show

<sup>11</sup> [EC Procurement Threshold for Services](#)

that pupils have higher scores in reading, writing and maths than the county or England average.

Following a previous consultation (2011) into closing the school, it instead federated with Clifton Hampden CE Primary School as part of the Thames Bridge Church of England Federation. This has not resulted in significant improvements to the educational standards at the school or its financial viability.

As pupil numbers in the area are not expected to grow significantly, conversion to academy status is unlikely to increase demand for places at the school. Conversion to academy status and joining a multi-academy trust is not considered a realistic option, as sponsors would be reluctant to take on a school with sustained budget difficulties.

There is not expected to be sufficient local demand for use of the school site to provide services such as childcare to increase its viability. Culham Parochial CE Primary School hosted a pre-school for many years and subsequently offered their own nursery places for two years but these did not prove permanently viable.

Having exhausted other alternatives, closure of the school to fully merge it with its Federation partner, is considered the best option.

### **Evidence / Intelligence:**

Annual pupil forecasts are calculated, based on demographic forecasts and planned housing growth, to identify where additional school places will be needed. These show that pupil numbers in the area are not expected to grow.

School admissions data provide evidence of parental preference for schools, and show low numbers of first preference applications received for Culham Parochial CE Primary School in recent years.

Ofsted reports on inspections of Culham Parochial CE Primary School and Clifton Hampden CE Primary School assess the educational standards and effectiveness of provision at the two schools.

Financial information on Culham Parochial CE Primary School's budgetary position demonstrates the school's lack of financial viability.

Initial consultation in June/July 2019 provided feedback from the local community which has been used to inform the proposal and judgements about impact.

### **Alternatives considered / rejected:**

Doing nothing (i.e. leaving the school open and remaining in the Thames Bridge Church of England Federation with Clifton Hampden CE Primary School) would lead to continued issues with the financial viability of the school, as forecasts do not

indicate an increase in demand for places in the area, at least in the short to medium term. This in turn would lead to continued issues with educational standards at the school.

Conversion to an academy (with the school joining a multi-academy trust) would not have a significant impact on increasing pupil numbers at the school (due to a lack of forecast demand for places), and so would not help improve the school's financial viability in the long term.

Keeping Culham Parochial CE Primary School open, and merging with Clifton Hampden CE School to form a split site school (i.e. with infant and junior sites) would have a negative impact on the financial viability of both schools, as by becoming one school only one lump sum payment would be due, however two sites would need to be maintained.

Similarly, keeping the school site open as a 'dormant' site until demand increases sufficiently to readmit pupils would result in the need to maintain an empty building, which would again present funding issues.

Using part of the site for private nursery provision is not expected to improve the school's financial position, as there is not expected to be sufficient demand for this facility going forward (Culham Parochial CE Primary School's nursery closed in May 2019, due to insufficient demand).

## **Impact Assessment:**

### **Impact on Individuals and Communities:**

#### **Age**

Culham Parochial CE Primary School provides places for pupils aged 4-11. It previously had a nursery, however this closed in May 2019. Primary school pupils (aged 4-11) will have the opportunity to transfer to Clifton Hampden CE Primary School, or to other primary schools in the area with places. Some activities are already carried out jointly by Culham Parochial CE Primary School and Clifton Hampden CE Primary School in order to maintain the educational opportunities for pupils, which has increased social contact for pupils attending these two schools.

If pupils living outside of Culham village choose to move to a school closer to where they live, this may increase their social contact with peers.

In terms of early years provision in the area, there are nurseries based at Culham Science Park and Europa School, as well as childminders based near the village. Nearby schools with nursery classes include Abbey Woods Academy in Berinsfield, Sutton Courtenay CE Primary School, and a number of primary schools in Abingdon. At the time of its closure, Culham School's nursery only had 4 pupils on roll, so demand for places was not high, and due to declining birth

rates there is not expected to be a significant increase in children requiring nursery provision in the area.

**Disability**

Culham Parochial CE Primary School is a mainstream school. Children with disabilities and Special Educational Needs attending this school will be supported in transferring to an alternative school (whether this is Clifton Hampden CE Primary School or a different school) and Education Health and Care (EHC) Plans will be implemented at the new schools.

**Religion/belief**

Culham Parochial CE Primary School provides faith-based education, so the closure of the school would reduce of the number of Church of England schools in the county. However, as Clifton Hampden CE Primary School also offers Church of England faith-based education, and pupils have been offered the opportunity to transfer to this school as part of the proposed amalgamation, there is not expected to be a significant impact on the provision of faith-based education in the local area. Other nearby schools in Abingdon and Berinsfield offer secular education, so parental choice in the area will not be affected.

**Sex**

Both Culham and Clifton Hampden Schools offer coeducational provision, as do other nearby primary schools (the only single sex schools in the county are two secondary schools in Didcot), so the closure is not expected to have an impact in this respect.

**Rural communities**

As a rural school, the closure of Culham Parochial CE Primary School would have an impact on families living in Culham village, who would no longer have access to a school within walking distance of their home (the Europa Free School in Culham offers specialist bilingual education). Therefore, children living in Culham will face a longer journey to an alternative school (either Clifton Hampden or another school).

However, data for pupils on roll at Culham Parochial CE Primary School for the 2018/19 school year shows that less than half of the pupils on roll at this time lived within the school's designated ("catchment") area. Pupils mostly travel from Abingdon, Sutton Courtenay and Berinsfield, where school places are available. Therefore, while there will be an impact for families living in Culham village itself, this does not represent a large proportion of the children on roll at the school.

No specific impact has been identified on the following groups:

- Gender reassignment
- Race/nationality
- Pregnancy and maternity
- Sexual orientation
- Marriage and civil partnership
- Areas of deprivation

<b>Risks</b>	<b>Mitigations</b>
There may be insufficient school places at Clifton Hampden CE Primary School and in the local area more generally to accommodate displaced pupils from Culham Parochial CE Primary School.	Clifton Hampden CE Primary School is expected to have sufficient capacity to accommodate displaced pupils from Culham Parochial CE Primary School. The wider Abingdon East planning area (which includes Culham Parochial CE Primary School and Clifton Hampden CE Primary School) has spare primary school capacity. Due to declining birth rates, forecasts do not suggest a significant increase in demand for places in the area in the future. School places are available in Abingdon, Sutton Courtenay and Berinsfield, where most Culham pupils live.
Pupils in Culham will have further to travel to school, resulting in increased traffic and transport costs.	The majority of pupils on roll at Culham Parochial CE Primary School do not live in the village, so the closure of the school is unlikely to have an impact on traffic or transport costs. In some cases, travel distances may decrease if pupils choose to attend a school closer to where they live.

### **Impact on Staff:**

#### **Staff**

The closure of Culham Parochial CE Primary, and the need to source alternative school places for displaced children, may lead to Admissions staff experiencing stress, and negative behaviour from angry and upset parents.

<b>Risks</b>	<b>Mitigations</b>
There may be insufficient school places at Clifton Hampden CE Primary School and in the local area more generally to accommodate displaced pupils from Culham Parochial CE Primary School.	Clifton Hampden CE Primary School is expected to have sufficient capacity to accommodate displaced pupils from Culham Parochial CE Primary School. The wider Abingdon East planning area (which includes Culham Parochial CE Primary School and Clifton Hampden CE Primary School) has spare primary school capacity. Due to declining birth rates, forecasts do not suggest a significant increase in demand for places in the area in the future. School places are available in Abingdon, Sutton

	Courtenay and Berinsfield, where most Culham pupils live.
--	---

## Impact on other Council services:

### Other council services

Transport – closure of Culham Parochial CE Primary School will lead to children living in the villages being allocated places beyond walking distance. This will lead to the county council needing to fund transport, and may also result in more parents driving their children to school, exacerbating traffic problems.

Risks	Mitigations
Pupils in Culham will have further to travel to school, resulting in increased traffic and transport costs.	The majority of pupils on roll at Culham Parochial CE Primary School do not live in the village, so the closure of the school is unlikely to have an impact on traffic or transport costs. In some cases, travel distances may decrease if pupils choose to attend a school closer to where they live.

## Impact on providers:

### Providers: schools

The closure of Culham Parochial CE Primary School may lead to increased pressure for places at other schools in the area, particularly Clifton Hampden CE Primary School.

Insufficient school places in the area following the closure could require schools to take additional intakes at short notice, with negative organisational and financial impacts.

Risks	Mitigations
There may be insufficient school places at Clifton Hampden CE Primary School and in the local area more generally to accommodate displaced pupils from Culham Parochial CE Primary School.	Clifton Hampden CE Primary School is expected to have sufficient capacity to accommodate displaced pupils from Culham Parochial CE Primary School. The wider Abingdon East planning area (which includes Culham Parochial CE Primary School and Clifton Hampden CE Primary School) has spare primary

	school capacity. Due to declining birth rates, forecasts do not suggest a significant increase in demand for places in the area in the future. School places are available in Abingdon, Sutton Courtenay and Berinsfield, where most Culham pupils live.
--	--

### **Social Value**

***If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area.***

**How might the proposal improve the economic well-being of the relevant area?**

N/A

**How might the proposal improve the environmental well-being of the relevant area?**

N/A

### **Action plan:**

<b>Action</b>	<b>By When</b>	<b>Person responsible</b>
Statutory notice on closure consultation	16 September 2019 - 14 October 2019	Barbara Chillman
Decision on closure consultation	19 November 2019	Cabinet
Closure of the school (if approved by Cabinet)	31 July 2020	Barbara Chillman

### **Monitoring and review:**

Try to be as specific as possible about when the assessment will be reviewed and updated, linking to key dates (for example when consultation outcomes will be available, before a Cabinet decision, at a key milestone in implementation)

### **Person responsible for assessment:**

Version	Date	Notes
---------	------	-------

		(e.g. Initial draft, amended following consultation)
2019.1	August 2019	Initial draft
2019.2	November 2019	Review following statutory representation period

Division(s): ALL
------------------

## **CABINET – 19 NOVEMBER 2019**

### **UPDATED COMMUNITY ASSET TRANSFER POLICY**

**Report by Director for Property, Investment and Facilities Management**

#### **RECOMMENDATION**

1. **The Cabinet is RECOMMENDED to adopt the revised Community Asset Transfer Policy.**

#### **Executive Summary**

2. The report sets out the background to the community asset transfer policy and the issues that have arisen from its application in its current form, most recently through the children's services transformation. Revisions to the policy are proposed to improve the process for all parties in future, to provide greater clarity when we are working with community organisations interested in taking on council buildings.

#### **Introduction**

3. Oxfordshire County Council owns circa 704 assets comprising 124 parcels of land (excluding highway land) and 580 buildings which include schools, offices, libraries, fire stations, children's centres, day centres, museums, staff houses, depots, children's homes, register offices, etc. When buildings are not required for OCC operational purposes they are leased out wherever possible. Of these properties which are leased out 85 are leased to community organisations and provide an income to the council of circa £170k per annum. The Estates Team manage these property transactions, e.g. new leases, lease renewals, rent reviews, terminations, landlord's consent.
4. The asset transfer policy was first adopted in 2011 and subsequently revised in 2012 following the experiences of transferring assets (primarily youth centres) under the Big Society Fund.
5. It was revised again in 2016 in anticipation of the Children's Services Transformation Programme which saw 19 children's centres transferred to community groups. This version of the policy has been seen to be very rigid and acted as a barrier to delivering our vision of thriving communities. It has caused some lengthy negotiations with community groups which has been a significant resource issue across multiple council departments and was flagged for review as part of the action plan following the Voluntary and Community Sector Peer Review last year.
6. The revised policy is therefore intended to enable greater flexibility to agree appropriate terms with community groups in future transfers, reinforce support

for the approach and ultimately maximise the use of our assets for community benefit.

7. Lease arrangements for Early Years and Childcare Providers Operating on School or Council Sites are covered by a separate policy which has been recently reviewed in conjunction with Children Education and Families colleagues due to the link with our statutory requirement for the sufficient provision of early years places.
8. Where existing leases are in place these will continue until the contractual end date, at which point the revised policy will apply, unless the tenant has an automatic right of renewal on the same terms.

### **Overview of revisions to the policy**

9. The issue that has remained most contentious with community groups has been the calculation of rent and the levels of responsibility for repairs and maintenance of transferred buildings.
10. We are proposing that community rent charged by OCC will be calculated with reference to rental for comparable premises rather than 50% of commercial values. This will give the council greater flexibility to work with community groups interested in taking on buildings to agree a suitable rent and make best use of the asset. We have found that the current stipulation of 50% commercial rent has proved too rigid.
11. This policy revision proposes flexibility in respect of the repair liability in the lease as it will not automatically require the tenant to take on the Full Repairing liability of the premises and each asset will be reviewed on an individual basis. This has frequently been a concern to community groups particularly in scenarios where they are taking on a building which has suffered from under investment in previous years. The new policy will enable the council to treat each transfer on a case by case basis with the intention to encourage the group to be able to take on the building (without undue ongoing liability to the council).
12. This does not compromise the key tenet of the policy which is not to create an indirect subsidy to a community group by offering them discounted premises costs compared to other groups using non-council properties.
13. The policy has also been reviewed to provide more clarity about the process including when the CAT policy applies, business case requirements, decision making process and details of transfers to schools

### **Financial Implications**

14. The proposed revisions to the policy are not anticipated to have a negative financial impact on the council but any changes will be managed within current revenue property budgets. Whilst they retain the flexibility to set rent levels and repairing responsibilities the figures involved are expected to be small and

are off-set by the likelihood that this will encourage community groups to take on assets and generate the council income as well as social return as opposed to the ongoing liability of vacant properties within our estate.

### **Equalities Implications**

15. The revision to the policy has been designed to support community groups of all kinds to take on the council's surplus community assets.
16. All groups will be expected to outline the social or community benefit of the transfer as part of their expression of interest. The policy makes provision for a transparent process to judge competing bids where there are multiple proposals for the same asset.
17. No equality characteristics should be negatively impacted by the policy.

### **Legal Implications**

18. S123 Local Government Act 1972 requires that, except for a lease of 7 years or less, the disposal must be at the best price reasonably obtainable. It is envisaged that in most instances this will be the case. If not it will be addressed by compliance with the General Disposal Consent 2003 which recognises that there may be circumstances where local authorities consider it necessary, or desirable, to dispose at less than best consideration - central government authorised this where the purpose for which the asset is to be transferred is likely to contribute to the promotion or improvement of the economic, social, or environmental wellbeing of the area and the undervalue calculated in accordance with the technical annex to the consent is no more than £2 million. Disposals of less than best consideration also require compliance with the 2003 Executive resolution which will shortly be reviewed. Any such disposals will also be vetted to ensure that there is no unlawful state aid.

### **Risk Management**

19. These revisions maintain the key principles of the existing policy so should not have an adverse impact on any existing leases in place.
20. By creating flexibility in the policy we are minimising the risk of community groups taking on leases only to find that they are unsustainable and seeking to renegotiate the terms at further cost to both parties.
21. The policy already ensures that the council maintains its responsibility for risk by retaining the insuring liability.

GEORGE ELEFTHERIOU

Director for Property, Investment and Facilities Management

Contact Officers: Claire Phillips, Asset & Investment Manager and Karen Lister, Head of Estates

Attached: Community Asset Transfer Policy 2019

## **Community Asset Transfer Policy**

### **1. Introduction**

- 1.1 As an outcome of the County Council's service transformation plans and part of its commitment to localism and community initiatives the County Council produced an Asset Transfer Policy in February 2012, (revised in 2016) which details how surplus assets can be made available for use by community/voluntary organisations (including Parish and Town Councils), either through a grant of a lease or possibly a freehold transfer. Changes in the Local Authority landscape have meant this policy needs updating and therefore this document sets out the current policy (as amended in 2019).
- 1.2 An asset is defined as buildings and/or land owned by the County Council.
- 1.3 This policy is only applicable to assets that are not subject to an existing lease from the County Council. All existing leasehold interests will remain in place until the contractual end date. At this time (if the lease does not allow for automatic renewal) then the Community Asset Transfer Policy will be referred to and act as a guide when the future use of the asset is being considered, i.e. if the property is still surplus to the Council's requirements then a new business case may be required to be submitted in accordance with the policy.
- 1.4 This policy will enable use of assets by Parish and Town Councils and community/voluntary organisations that are not-for-profit and are registered e.g. a registered charity, community interest company, etc. The County Council will advise if an organisation has any doubt of eligibility.

### **2. Exclusions to the Policy**

- 2.1. Assets will be made available for transfer unless one of the following principles applies:
- a) Property revenue savings or capital receipts from the property are needed to contribute to County Council savings.
  - b) There is another County Council need for the property which would be financially disadvantageous to meet in any other way.
  - c) The asset is leased in by the County Council so there is a lease where the County Council is Tenant.
  - d) The property has already been identified for utilisation under One Public Estate.
  - e) Grant conditions for capital expenditure on the property prevent the property being transferred or prevent a change of use within a specified timescale.
  - f) The proposed use and terms of the transfer would result in a liability upon the County Council to repay grant monies.
  - g) The condition of the asset is not deemed fit for purpose or does not meet the current Minimum Energy Efficiency Standards without capital investment.
  - h) The proposed use is not compatible with the existing or intended use of adjacent OCC retained land/buildings.

### **3. Key Principles**

- 3.1 Once it has been decided that an asset can be made available, the County Council will accept expressions of interest from parties outlined in Para 1.4. A decision will be made to either accept or reject the expression of interest.
- 3.2 The County Council will consider the transfer of the asset on terms to be agreed.
- 3.3 The expression of interest will need to demonstrate all of the following:
- a) The proposal makes good use of the asset.
  - b) The proposal represents good value, taking into account the expected social, economic, and environmental wellbeing benefits.
  - c) Supports the County Councils Strategic Objectives.
  - d) There is evidenced need and demand for the proposal and it has local support.
  - e) The proposal is financially viable and sustainable.
- 3.4 Viability pressures will not be addressed through reduced property costs.

### **4. The Policy**

- 4.1 The County Council's preference is to lease out an asset but will consider proposals for purchasing the freehold or grant a long lease of an asset if there is a strong and justified business case to do so with the assurance that the community use will be a long-term provision. The County Council will consider each proposal on a case by case basis and the terms and conditions agreed will reflect the individual proposal and include such covenants / restrictions upon use as may be appropriate to protect the Councils long term interests. This will not set a precedent for other asset transfer arrangements.
- 4.2 If an asset receives interest from a number of parties then the County Council will encourage collaboration to put forward a joint bid but if this isn't achievable then each proposal will be evaluated against the same set of criteria to determine the successful bid.

#### **4.3 *General Terms for an Asset Transfer Lease***

- 4.3.1 The County Council will charge a rent for the property, which takes account of the restriction for community use and is comparable to rental for alternative premises.
- 4.3.2 A length of term over 7 years is a disposal which requires compliance with the provisions of the Local Government Act (1972) General Disposal Consent 2003<sup>1</sup> and State Aid rules<sup>2</sup>.

---

<sup>1</sup> The Local Government Act 1972 imposes a legal obligation not to dispose of assets at less than best consideration (excludes tenancies of less than 7 years) unless approved by the Secretary of State. The General Disposal Consent 2003 allows Local Authorities to transfer at less than market value provided the undervalue is no more than £2million established according to the technical annex attached to the consent **and** the purpose for which the asset is to be transferred is likely to contribute to the 'promotion or improvement' of the economic, social or environmental well-being of the area. A disposal of a surplus asset at less than best consideration also requires Cabinet approval further to the Executive resolution of 28 October 2003 which is now due for review.

<sup>2</sup> State Aid refers to forms of assistance from a public authority, which has the potential to distort competition and trade in the EU. State aid rules can apply to disposals to charities and other public bodies as it is the relevant activity undertaken by the recipient not the latter's identity

- 4.3.3 Leases over 5 years will usually be subject to a rent review clause.
- 4.3.4 The County Council will grant leases which are contracted out of the Landlord & Tenant Act 1954 Part II which will not provide the tenant with automatic rights to renew the lease at the end of the term. However, the County Council may consider granting a new lease on expiry if the property is still surplus to the Council's requirements, but a new business case may be required to be submitted in accordance with the Council's Asset Transfer Policy applicable at that time.
- 4.3.5 The permitted use within any lease will be limited to a use which is for the benefit of the local community.
- 4.3.6 The County Council will define the responsibility of the repairs and maintenance liability within the lease by evaluating each premises on an individual basis.
- 4.3.7 The County Council will expect to retain its building insurance cover over the building to ensure it is adequately covered. The lease will contain a provision for the tenant to reimburse the County Council for the cost of the building insurance cover. The tenant will be responsible for insuring the contents of the building.
- 4.3.8 The tenant will be responsible for all statutory compliance and good practice (e.g. in relation to health and safety).
- 4.3.9 The Asset is to be returned at lease expiry in good tenantable repair in accordance with the lease terms and all tenants alterations removed (unless the landlord states otherwise) and any damage made good.
- 4.3.10 Assignment (transfer of the lease to another legal entity via a Deed of Assignment) may be permitted subject to Landlords consent and compliance with the Community Asset Transfer Policy.
- 4.3.11 Sub-letting is permitted subject to Landlords prior consent and the rent must not exceed the passing rent based on a proportionate £/sq m basis. However, where the proposal is to charge the sub tenant a rental which is higher than the passing rent under the Head Lease on part or all of the premises, OCC will consider Landlords consent to this subject to reserving the right to review the rent and outgoings under the Head Lease or require a share of any profit rent received, dependent on circumstances.
- 4.3.12 The tenant will be permitted to hire out space on an ad hoc basis within the asset to other community groups as long as the use reflects the permitted user clause and use is regulated under an ad hoc hiring agreement and does not result in the creation of a landlord and tenant relationship. The tenant will be required to provide a summary of income relating to hiring charges each year, if so requested.
- 4.3.13 The County Council would expect the tenant to ensure that any hiring process and agreement has regard to general safeguarding responsibilities including ensuring that the asset is not being used to disseminate extremist views as per the Counter Terrorism and Security Act 2015. The tenant will be provided with the County Council's standard hiring agreement as a basis for their own use if requested.
- 4.3.14 See Appendix 1 for an example of typical lease heads of terms.

#### **4.4 General Terms for an Asset Transfer Purchase**

- 4.4.1 In general the County Council is required to achieve the 'best consideration reasonably obtainable' when it is disposing of land or buildings. If it seeks to dispose

## DRAFT

of land or buildings below the market value, it will need to comply with the provisions of the Local Government Act (1972) General Disposal Consent 2003<sup>1</sup> and State Aid rules<sup>2</sup>.

- 4.4.2 The County Council will determine the market value on the basis of the potential use of the asset. This will consider both the “existing use value”, and “alternative use value” if there is clearly potential for future uplift in value having regard to planning and development potential of the asset.
- 4.4.3 Where the transfer is on the basis of providing specific community services, this commitment maybe be secured by a restrictive covenant as to use (supplemented by a restriction on title).
- 4.4.4 Provision will be included within the transfer for the County Council to recoup an appropriate proportion of any uplift in value secured through each subsequent change of use and/or enhancement in value arising from the grant of planning permission.

## 5 **Additional Conditions**

- 5.1 Any transfer will **include** fixtures and fittings unless there is a County Council requirement for the items at an alternative location.
- 5.2 Any transfer will **exclude** IT infrastructure.
- 5.3 Where there is a need for planning permission to be secured in order to enable a proposal to be taken forward this will be the responsibility of the tenant. A decision on the part of the County Council to transfer an asset does not guarantee that planning permission will be granted.
- 5.4 Each party to bear their own legal and agents fees.
- 5.5 Any exception to this Policy must be approved by the relevant Directorate with responsibility for property in conjunction with the County Council Solicitor and in consultation with the relevant Cabinet Member.

## 6 **The Process for Applications**

- 6.1 Interested parties must apply to the County Council setting out their expression of interest covering the key principles as set out in 3 above. A template form is attached
- 6.2 The County Council will use this information to assess the proposal against the policy. If it meets the criteria and there is more than one expression of interest or additional information is required the County Council may require submission of a detailed business case to support the proposal. (See 7.1)
- 6.3 The County Council will test the business case submitted against the key principles of this policy but also expect the business case to provide in detail:
  - a) A statement of clear purpose and outcomes that would be delivered by the community use of the asset, including consideration of the extent to which the proposal meets identified local needs as well as broader policy priorities.
  - b) The proposed arrangements for the management body, including accountable governance arrangements.
  - c) How the organisation will achieve full sustainability, e.g. income generation / funding sources.
  - d) Experience / capability to deliver the services in accordance with any associated legislation.

DRAFT

- e) The capabilities to manage the maintenance of the asset including compliance with statutory requirements.
- f) Details of any proposed capital expenditure.

## **7 The Decision Process**

- 7.1 All proposals for community asset transfer will be considered by the County Council's Property team in the first instance and reported via the County Council's governance process as required and within the context as provided by this Policy.
- 7.2 The County Council will advise the organisation of its decision, outlining the reasons for any refusal. If the proposal has been successful notification will follow, with instructions for the legal formalities to be completed.

## **8 School Sites**

- 8.1 If the asset is not required for educational / curriculum purposes and it can be separated to enable a transfer (via leasehold or freehold) the asset will be subject to this policy however there may be the need for additional safeguarding requirements. The costs of this would need to be reviewed on a case by case basis.
- 8.2 If the school is interested in taking over the running of the service then their bid will be assessed alongside any other community interest. In such circumstances where the school is funded by the County Council, equivalent charges will be applied, generally through a Memorandum of Understanding as opposed to a formal lease.

## **9 Help and Advice**

- 9.1 Community/voluntary organisations (including Parish and Town Councils) are encouraged to seek advice from the County Council at the earliest possible opportunity before making a formal application. There is guidance and help available through a number of sources including:
- a. The Community and Living pages on the County Council's web site.
  - b. The Government portal website for community information and grant programmes [mycommunityrights.org.uk](https://mycommunityrights.org.uk)
- 9.2 The County Council will provide specific information to communities to develop their proposal, including:
- Site Plan
  - Measured notional building floor plan where available
  - Guidance on the rental value and / or on the valuation of the asset
  - Guidance on current running costs (estimated where actuals are not available)
  - Other available relevant information

## **Appendix 1**

### **Example of Standard Heads of Terms for Community Asset Transfer via a Lease of 5 Years Duration or Less**

<b>Landlord</b>	Oxfordshire County Council
<b>Tenant</b>	Likely to be a management committee/Board of Trustees/charity <i>(to be encouraged to be a Charitable Incorporated Organisation – see Charity commission website)</i>
<b>Property</b>	Building 'x'
<b>Demise</b>	Area to be leased
<b>Term</b>	'x' years; contracted out of Landlord and Tenant Act 1954 Part II – no automatic right to renew.
<b>Break</b>	Mutual break option on 6 months prior written notice
<b>User</b>	The premises shall not be used other than for the provision of 'xxxx' services and associated activities.
<b>Forfeiture</b>	Landlord can end the lease for material breach of lease covenant, including breach of the user clause.
<b>Rent</b>	£x per annum; (rent reviews every 5 years if negotiated term is longer than 5 years)
<b>Premises Costs</b>	Tenant to pay all rates, utility costs and other running costs.
<b>Building Insurance</b>	Tenant to insure contents. Landlord to insure building (costs recharged).
<b>Insurance</b>	Tenant must hold third party liability to a total of £5M in any one claim.
<b>Repair</b>	To be agreed
<b>Alterations</b>	Tenant permitted to make non-structural alterations with Landlord's consent in writing, not to be unreasonably withheld.
<b>Alienation</b>	Tenant is not permitted to assign or sublet part of the premises; Tenant permitted to assign or sublet whole of the premises provided no premium is payable and otherwise with Landlord's consent, not to be unreasonably withheld. Any sub-lease must not be at a rate higher than the passing rent based on the £ per sq ft/sq m.

<b>Ad Hoc Hiring</b>	Sharing occupation with other parties under the existing permitted user without Landlord's consent is permitted if the occupation is through reference to a hiring agreement and does not create a landlord and tenant relationship.
<b>Yielding Up</b>	At the end of the term the Tenant will yield up the premises in the repair and condition prescribed in the lease.
<b>Compliance</b>	Tenant must adhere to all current statutory obligations and health and safety requirements in relation to the premises and its use.
<b>Costs</b>	Each party to bear their own costs.

Division(s): All

**Cabinet – 19 November 2019**

## **BUSINESS MANAGEMENT & MONITORING REPORT**

**September 2019**

**Report by Corporate Director for Customers and Organisational Development  
and Director of Finance**

### **RECOMMENDATION**

1. The Cabinet is **RECOMMENDED** to:
  - (a) note the contents of this report;
  - (b) approve the virements set out in Annex C – 2a and note the virements set out in Annex C – 2b;
  - (c) Approve the new reserve for the Family Safeguarding Plus Model project as set out in Annex C.

### **Executive Summary**

2. This report sets out Oxfordshire County Council's (OCC's) progress towards Corporate Plan priorities and provides an update on the delivery of the Medium Term Financial Plan at the end of September 2019.

### **Introduction**

3. The Council recognises the importance of timely, accurate and accessible performance and budget management information as part of its commitment to both transparency and demonstrating efficiency and effectiveness. This report sets out the Council's activities from 1–30 September 2019.
4. These monthly business management reports are part of a suite of performance and budget documents which set out our ambitions, priorities and financial performance. The Corporate Plan sets out the Council's ambitions for the next three years, under our vision for Thriving Communities. It also shows our priority activities for the current business year. An accompanying 'Outcomes Framework' sets out the way we measure progress towards those ambitions and priorities and forms the basis of the performance information included within this report.
5. Our Corporate Plan, Medium Term Financial Plan, Outcomes Framework and previous business management reports, can be found on the Council's website.<sup>1</sup>

---

<sup>1</sup> Corporate Plan and Medium Term Financial Plan: <https://www.oxfordshire.gov.uk/council/our-vision/corporate-plan>

Outcomes Framework and previous reports: <https://www.oxfordshire.gov.uk/council/about-your-council/plans-performance-and-policies/performance-reports>

6. The report summarises performance, risk, human resources and finance. This reflects the Council's commitment to transparency and improved performance management. Further performance information is provided in three annexes:
  - Annex A: performance
  - Annex B: risk
  - Annex C: finance
7. A new Risk and Opportunities Management Strategy was approved by Cabinet for adoption on 15 October. The Council's new Leadership Risk Register is included in this report in Annex B.

### **Progress towards delivery of Oxfordshire County Council's Corporate Plan**

8. Oxfordshire County Council's vision for Oxfordshire has six priorities which show our ambitions for the county. Our Corporate Plan sets out 13 outcomes which describe the changes we expect to see as a result of the Council's actions.
9. 48 performance indicators show the extent to which the outcomes are being achieved – see Annex A. In turn, measures and targets show progress towards the indicators. Collectively, this arrangement of ambitions, and ways of measuring progress towards those ambitions, is called the Outcomes Framework.
10. The Outcomes Framework is the tool which enables us to regularly assess and report on progress towards our ambitions. Every month, most outcomes and indicators are given a Red, Amber or Green (RAG) rating, signifying whether or not progress is on track. In deciding RAG ratings we consider data on current performance and an assessment of progress.
11. The exceptions are a small number of indicators and outcomes for which a performance target is not appropriate, but which are included in the Outcomes Framework because they help to show progress in these areas. These outcomes and indicators are not given a RAG rating but are shaded grey. The measures which support them are marked as “no target set” – that is, not assessed.
12. In this report all but two of the indicators for which RAG assessments have been made are rated either Green or Amber. This continues our positive start to the year. No additional outcomes are considered at risk of becoming Red in the next reporting period (October).
13. Each month we use the snapshot tables below to indicate the main areas of change since the previous report. In this report there is one significant change to highlight. The indicator “number of children's cases held by permanent staff” has been assessed as Amber during September, having been assessed as Green in August's report. This change is based on below-target rates of performance in both supporting measures. While one of the two measures has improved during

the month (percentage of staff with caseloads at the agreed level) the other measure (number of cases held by permanent staff) has deteriorated. We expect both performance rates to rise during the next quarter (October-December).

14. Broadly, performance during September remains strong. The exceptions are the two indicators reported as Red (off target) this month, which were also reported as Red in recent reports:
  - a. The indicator “Number of people delayed leaving hospital awaiting social care” remains assessed as Red in September. This is due to difficulties around home care, reablement and recruitment and retention of care staff. We continue to work with the provider of reablement services on our agreed action plan, particularly addressing efficiency, staff development and management oversight. We expect this to bring an improvement in performance rate by the end of the year.
  - b. The indicator “Timeliness of completing Education, Health and Care Plans” remains assessed as Red in September. This is due to exceptionally high levels of demand. An action plan is in place, with a restructuring programme addressing long-term demand pressures. We will review our action plan in light of the outcome of Ofsted’s inspection of our SEND services.
15. The information below provides a snapshot of progress towards Corporate Plan outcomes in September 2019, including some of our performance highlights. A full account of progress towards our Corporate Plan priorities is at Annex A.



**We listen to residents so we can continuously improve our services and provide value for money**

### Performance highlights

- The quality of our adult social care providers remains high, with 92% of providers rated good or outstanding compared to 84% nationally. This is up from 90% in the previous report. No social care providers in Oxfordshire are rated inadequate
- As part of the partnership between Oxfordshire County Council and Cherwell District Council, we aim to listen to residents and deliver better value for money. Both councils are undertaking a consultation about how we can simplify local regulatory systems for food standards and environmental health. If the services are brought together, this will streamline services and benefit local businesses.

### Performance summary

OUTCOMES	INDICATORS	RAG	Change since last month
Residents feel engaged with the County Council	Number and value of opportunities for public engagement	Amber	No change
	Rates of customer satisfaction	Amber	No change

OUTCOMES	INDICATORS	RAG	Change since last month
Our services improve and deliver value for money	Value for money through effective use of resources	Amber	No change
	Improvement following external inspection/audit	Green	No change
The use of our assets is maximised	Progress with One Public Estate Programme	Green	No change



**We help people live safe and healthy lives and play an active part in their community**

### Performance highlights

- Numbers of vulnerable children and adults supported to live more independent lives by Safe and Well visits have risen throughout the summer.
- Our advice to residents on scams has increased significantly over the first quarter of the year (April-June). This includes following up on referrals from our Adult Social Care teams. We also held our first Junior Friends Against Scams session for 56 children as young as 8 years old.
- The Council supports Oxfordshire's Community Action Groups (CAG), 65 groups across the county at the forefront of community action on a range of environmental and social issues. CAG reports each September for the previous year (18-19) and has recorded 51,066 environmental volunteer hours in that period from the events and activities run by the network's groups. Activities ranged from creating community gardens, tackling food waste and sustainable fashion, running repair shops and cafes to bring broken bikes and electrical items back into use, and developing community energy projects.

### Performance summary

OUTCOMES	INDICATORS	RAG	Change since last month
People are helped to live safe and healthy lives	Number of people helped to live "safe and well"	Green	No change
	Emergency response times	Green	No change
	Prevalence of healthy lifestyles	Green	No change
	Numbers of people receiving support for drug and alcohol dependency	Green	No change
	Proportion of people walking & cycling	Green	No change



**We provide services that enhance the quality of life and protect the local environment**

### Performance highlights

- To date we have diverted from landfill 98.4% of the waste generated by highway maintenance, demolition and excavation. This is above our target (90%) and supports our efforts to protect the environment.

- Work to increase capacity at a key junction to the Harwell campus continued in September. The upgrade to the junction on the A4185 will improve access to the science, innovation, technology and business campus and will help to deliver a number of schemes as part of the City Deal funding from the Department of Transport in the Science Vale area.

### Performance summary

OUTCOMES	INDICATORS	RAG	Change since last month
Our quality of life in Oxfordshire is enhanced	Condition of highways	Green	No change
	Funding secured through planning obligations	Green	No change
	Levels of public transport use	Green	No change
	Rates of access to cultural services	Green	No change
Our local environment is protected	Percentage of planning decisions on time	Amber	No change
	Levels of carbon emissions	Green	No change
	Levels of energy use	Green	No change
	Air quality	Amber	No change
	Proportion of household waste re-used, recycled or composted	Green	No change



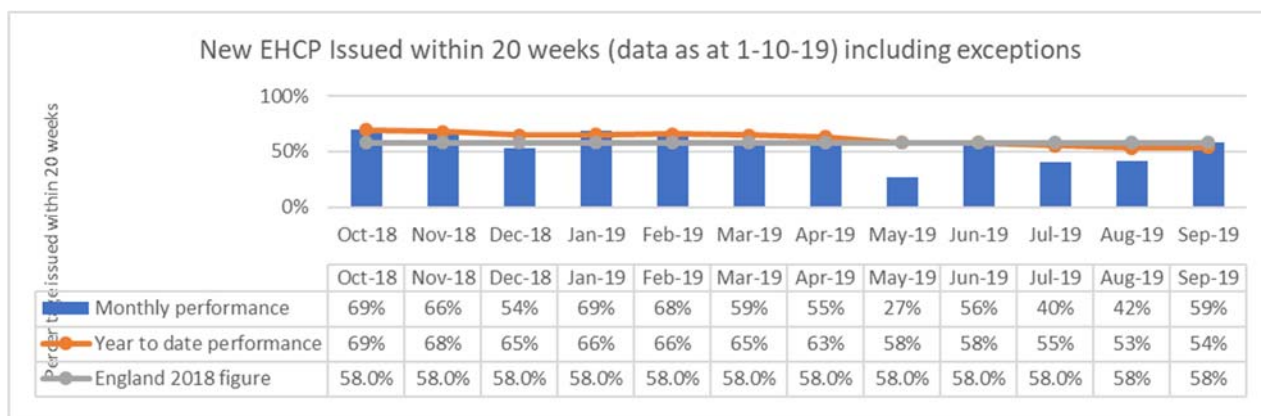
**We strive to give every child a good start in life and protect everyone from neglect**

### Performance highlights

- The number of children needing a formal social care assessment (6,916 to date) is below similar authority rates as the levels of early help increases, and practice improvements are introduced.

### Areas for improvement

- The indicator “Timeliness of completing Education, Health and Care Plans” remains Red in September. However, the month did see an increase in assessments completed on time, rising from 42% to 59%. Monthly rates for the year to date are shown in the graph below. In the last 12 months 54% of EHCPs have been completed on time compared to 58% nationally. At the end of September 2019 there were 258 open EHCP requests of which 11 (under 5% of the caseload) had been open for more than 20 weeks. 768 initial requests for an assessment had been received between January and September 2019 compared with 567 in the same period last year (up 35%). A robust action plan is in place to improve the service’s performance. Our restructuring programme will ensure that we are in a better place in the long-term to meet future demands.



- The number of all children's cases held by permanent staff has dropped slightly this month, caused by a small change in what is recorded as 'a case' following the introduction of a new IT system. Once work to review all cases – following the migration of all records onto the new system – has completed, performance is expected to improve and return to previous levels.

### Performance summary

OUTCOMES	INDICATORS	RAG	Change since last month
<b>Children are given a good start in life</b>	Sufficiency of early years places	Green	No change
	Number of looked after children	Amber	No change
	Numbers of children's social care assessments	Green	No change
	Number of children the subject of protection plans	Amber	No change
	Number of children's cases held by permanent staff	Amber	Was Green
<b>Children are able to achieve their potential</b>	% of children with a place at their first preference school	n/a	No change
	Percentage of children at good schools / settings	n/a	No change
	Children missing education	Amber	No change
	Levels of educational attainment	Green	No change
	Timeliness of completing Education, Health and Care Plans	Red	No change



**We enable older and disabled people to live independently and care for those in greatest need**

### Performance highlights

- The quality of our adult social care providers remains high, with 92% of providers rated good or outstanding compared to 84% nationally. No social care providers in Oxfordshire are rated inadequate.
- A third (33%) of people we support receive a direct payment to organise their own care. This is compared to 28% nationally. This supports people to live independently and to have control over their own care.
- Oxfordshire is considered a national leader in adult safeguarding, through 'Making Safeguarding Personal'. This involves working with people to understand the outcomes they want following a safeguarding concern. In Oxfordshire over 90% of people are defining the outcomes they want from the

raising of a safeguarding concern giving them greater control over the outcomes expected. Over 95% of people are satisfied with the outcomes they experience.

### Areas for improvement

- Delayed transfers of care remain stubbornly high and our system is currently rated 147th out of 149 upper tier and unitary councils. A review of activities associated with improvements is underway and will be detailed in future reports.

### Performance summary

OUTCOMES	INDICATORS	RAG	Change since last month
Care services support independent living	Number of home care hours purchased	Amber	No change
	Number of hours of reablement delivered	Amber	No change
	Number of people with control over their care	Green	No change
	Number of people delayed leaving hospital awaiting social care	Red	No change
	Proportion of older people supported in the community	Amber	No change
Homes and places support independent living	Percentage of people living in safe and suitable housing	Green	No change



**We support a thriving local economy by improving transport links to create jobs and homes for the future**

### Performance highlights

- The Trading Standards team continues to perform strongly. Our interventions and support to Oxfordshire businesses include weighing machine verifications, following up on consumer complaints, and advising retailers on the prevention of knife sales to young people.
- The Council is committed to supporting people to get started in their careers. To date this year we have enrolled 53 new apprentices into the Council's workforce, in professions ranging from planning to business administration and legal services.

### Performance summary

OUTCOMES	INDICATORS	RAG	Change since last month
Strong investment and infrastructure are secured	Level of investment attracted	Amber	No change
	Level of infrastructure investment required	Green	No change
	Number of new homes	Amber	No change
	Levels of disruption to journeys	Amber	No change
	Level of transport connectivity	Amber	No change
	Level of access to online and digital services	Green	No change

### Managing risk

16. The Council's new Risk and Opportunities Management Strategy was approved by Cabinet on 15 October. The new Strategy sets the context for reporting on our management of risk at operational (i.e. service-specific) and strategic levels.

This will support our ongoing work to improve risk management activities across the Council, both for threats and opportunities.

17. The table below provides a summary of the Council's "leadership risks". Leadership risks are risks that are significant in size and duration and could impact on the performance of the Council as a whole, and in particular on its ability to deliver its strategic priorities. This may include operational risks escalated from particular services to the leadership level due to the potential scale of their impact.
18. In this table, the "residual score" is the most significant. The residual score is our assessment of a risk's likelihood and potential impact once all existing controls – such as existing management activities – have been taken into account. Higher scores indicate more significant risks.

Risk Ref	Risk Title	Inherent Risk Score	Residual Risk Score
1	Demand management	10	10
2	Safeguarding of vulnerable adults and children	15	10
3	Growth Deal	15	15
4	Local resilience, community resilience, cohesion	4	2
5	Management of partnerships (non-commercial)	8	6
6	Supply chain management	8	8
7	Delivery of statutory duties	12	4
8	Corporate governance	4	2
9	Workforce management	12	6
10	Organisational Change and Service Design	16	8
11	Financial resilience	15	10
12	Property and assets (maintenance cost)	12	8
13	Health and safety	12	8
14	Business continuity and recovery	6	4
15	Cyber security	16	12
16	ICT Infrastructure	12	8

19. The full Leadership Risk Register is attached in Annex B.

## Summary of the Council's financial position

20. Based on expenditure to the end of September 2019, there is a forecast directorate overspend of **£2.8m**. As agreed by Cabinet on 18 June 2019 this position includes the temporary virement of **£2.2m** from Corporate Contingency to Special Educational Needs Home to School Transport to ensure this budget reflects a reasonable baseline and allow time for savings to be implemented and costs to be reduced.

Directorate	Latest Budget 2019/20	Forecast Outturn 2019/20	Forecast Outturn Variance September 2019/20	Forecast Outturn Variance 2019/20	Forecast Outturn Variance August 2019/20
	£m	£m	£m	%	
Children's Services	117.8	120.2	+2.4	2.0%	+1.6
Adult Services	184.0	184.4	+0.4	0.2%	+1.8
Communities	113.3	113.3	0.0	0.0%	0.0
Resources	28.8	28.8	0.0	0.0%	+0.6
<b>Total Directorate Position</b>	<b>443.9</b>	<b>446.7</b>	<b>+2.8</b>	<b>0.6%</b>	<b>+4.0</b>
Strategic Measures	-443.9	-443.9	0.0	0.0%	0.0
<b>Overall Surplus/Deficit</b>	<b>0.0</b>	<b>2.8</b>	<b>+2.8</b>		<b>+4.0</b>

21. There continues to be a forecast overspend of between **£12.0m** to **£14.0m** against the in-year High Needs Block Dedicated Schools Grant (DSG). Earlier in October, the Department for Education launched a consultation on changing the conditions of grant and regulations applying to the DSG, to clarify that it is a ring-fenced specific grant separate from the general funding of local authorities. It also clarifies that any deficit an authority may have on its DSG account is expected to be carried forward and should not be covered by the authority's general reserves. The Government will make a decision on the proposed changes, in time to inform the setting of local authorities' budgets for the financial year 2020/21.

22. See Annex C for further details and commentary.

CLAIRE TAYLOR

Corporate Director for Customers and  
Organisational Development

LORNA BAXTER

Director of Finance

Contact Officers:

Steven Fairhurst Jones, Corporate Performance and Risk Manager - 07392 318 890

Ian Dyson, Assistant Chief Finance Officer (Assurance) - 07393 001250

**ANNEX A – PERFORMANCE DASHBOARDS – to 30 SEPTEMBER 2019**

WE LISTEN TO RESIDENTS SO WE CAN CONTINUOUSLY IMPROVE OUR SERVICES AND PROVIDE VALUE FOR MONEY							
OUTCOME	INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
Residents feel engaged with the County Council	Number and value of opportunities for public engagement	AMBER	↑	% of Residents' Survey respondents who say local people can influence us	Increase on 18-19 average	41% (Aug '19)	Summer '18 to Summer '19 average was 46.5%. The latest available figure (for August) is up from that previously reported (31% in May).
				% of Residents' Survey respondents who say we act on residents' concerns	Increase on 18-19 average	61% (Aug '19)	Summer '18 to Summer '19 average was 55%. The latest available figure (for August) is up from that previously reported (56% in May).
				To keep within the lower quartile of comparable authorities of upheld Local Government & Social Care Ombudsman complaints	Lower quartile	50% (Sept '19)	The Ombudsman's annual report statistics, reported to the Audit and Governance Committee on 11 September 2019, showed that the Council is still the fifth lowest of all County Councils as regards the number of upheld complaints. The reporting period covers April 2018 – March 2019 and the next update will be in September 2020.
	Rates of customer satisfaction	AMBER	↔	% of Residents' Survey respondents satisfied with the way we run things	>55%	51% (Aug 19)	Summer '18 to Summer '19 average was 34.5%. The latest available figure (for August) is up from that previously reported (48% in May).
Page 74  Our services improve and deliver value for money	Value for money through effective use of resources	AMBER	↔	Achievement of planned savings	95%	77%	77% of the planned savings of £36.8m are expected to be delivered.
				General balance outturn at the risk assessed level	>=100%	117%	<b>115%</b> - The current forecast for general balances at 31 March 2020 is £22.6m. This is £3.3m higher than the risk assessed level of £19.3m as set out in the Medium Term Financial Plan (MTFP) approved by Council in February 2019.
				Unplanned use of earmarked reserves	< £250k	0k	Reserves are forecast to be £65.4m at 31 March 2019. There has been no change to the use of reserves this month.
				Total Directorate outturn variation	=< 1% variation	0.6%	Based on expenditure to the end of September 2019, there is a forecast directorate overspend of <b>£2.8m</b> . As agreed by Cabinet on 18 June 2019 this position includes the temporary virement of <b>£2.2m</b> from Corporate Contingency to Special Educational Needs Home to School Transport to ensure this budget reflects a reasonable baseline and allow time for savings to be implemented and costs to be reduced.
				Total outturn variation	0%	0.0%	£3.7m of the Corporate Contingency is currently unallocated it may be possible to use this to offset the directorate forecast overspend of £2.8m.
				Capital programme: average cost variation from Concept Design (Gate 1) to Practical Completion (Gate 3)	<=2%	0.0%	There are no cost variations to report this month.
	Improvement following external inspection/audit	GREEN	↔	Proportion of post-inspection/audit actions dealt with on time	100%	On track	We continue to work towards the agreed actions from our HMICFRS inspection report.
				The proportion of social care providers rated as 'outstanding' or 'good' by the Care Quality Commission in Oxfordshire remains above the (monthly) national average	National average (84% Apr 19)	92%	92% of social care providers in Oxfordshire are rated 'good' or outstanding compared to 84% nationally. This is supported by robust commissioning and contract management arrangements in the council.
The use of our assets is maximised	Progress with One Public Estate Programme	GREEN	↔	One Public Estate projects progress in line with project plans	In line with individual project timescales	On track	Projects are progressing. Initial studies on two projects are nearing completion.

WE HELP PEOPLE LIVE SAFE AND HEALTHY LIVES AND PLAY AN ACTIVE PART IN THEIR COMMUNITY							
OUTCOME	INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
People are helped to live safe and healthy lives	Number of people helped to live "safe and well"	GREEN	↔	Number of vulnerable children and adults helped to live more secure and independent lives, supported by safe and well visits	3,080	4,127	This quarter has seen a significant increase (over double the amount) in the number of people receiving advice on scams and the prevention of financial abuse, with the team taking part in several well attended public events over the summer. More scam victims have also been directly assisted, with the team following up referrals from Adult Social Care and from the National Trading Standards Scams Team. OFRS has planned fire safety visits to all Gypsy and Traveller sites during 2019/20. About a quarter have been done so far. We are on track with the number of people who have received a Safe and Well visit, having caught up from Q1 when there was a lag in reporting.
				Number of children better educated to live safer and healthier lives	6,676	71,853	In September we held our first Junior Friends Against Scams session involving 56 people. This is a new initiative of the National Trading Standards Scams Team, extending Friends Against Scams to young people (8+). We will continue to test this programme locally, with a view of offering it as a programme to local schools and youth groups. OFRS attended the Countryfile Live show in August boosting our fire prevention figures tremendously. OFRS continues to hold Fire Cadet sessions and these have been well attended during term time. We are really pleased to have already reached our target for work experience placements (five already this year, the annual target is four).
	Emergency response times	GREEN	↔	More people alive as a result of our prevention, protection and emergency response activities	533	316	There were 14 fatalities from road traffic collisions by the end of Q2 (September), slightly over target but the same as this time last year. September saw four fatalities of which two were motorcyclists and three were aged over 60. These two at risk groups are both part of our current annual education activities where we work closely with our partners and use national campaign frameworks. Co-responding ceased in all but one of OFRS's fire stations (Thame) from September 2017 due to National pay negotiations and the National position is still not clear. There has been one fire fatality this year. All fire fatalities are fully investigated by OFRS in partnership with the service's prevention teams to fully understand the causes and interaction with the occupier/fatality.
				% of emergency call attendances made within 11 minutes	80%	90.96%	The response times to emergency calls continue in line with OFRS's expectations. This quarter's figures (Jul-Sep) are slightly higher than at the same time last year.
				% of emergency call attendances made within 14 minutes	95%	97.87%	
	Prevalence of healthy lifestyles	GREEN	↑	% of eligible population 40-74 who have been invited for NHS Health Check since Apr '15	84%	84.4%	Our first quarter (Apr-Jun) targets have been exceeded. Quarter 2 data (Jul-Sep) will be available by 5th November 2019.
				% of eligible population 40-74 who have received a NHS Health Check since Apr '15	41.6%	42%	
	Numbers of people receiving support for drug and alcohol dependency	GREEN	↔	Rate of successful quitters per 100,000 smokers 18+ (reported a quarter in arrears)	> 3468	3460	Although currently reported figure shows 3460 please note that this equates to 5 Four Week Quits short of the target rate: the target will be reached when late data for this quarter is received along with Q2 data (Dec 2019).
				Number of users of OPIATES that left drug treatment successfully (free of drug(s) of dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of opiate users in treatment.	>6.6%	10.0%	We continue to exceed local targets and England averages

				Number of users of NON-OPIATES that left drug treatment successfully (free of drug(s) of dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of non-opiate users in treatment.	>36.6%	50.6%	We continue to exceed local targets and England averages
				Number of users of ALCOHOL ONLY that left treatment successfully (free of alcohol dependence) who do not re-present to treatment again within 6 months as a percentage of the total number of ALCOHOL ONLY users in treatment.	>38.6%	52.7%	We continue to exceed local targets and England averages
	Proportion of people walking & cycling	GREEN	↔	Numbers of people walking or cycling increase, based on the baseline for Oxfordshire in the government's Active Lives Survey	Cycling 634,000 Walking 3,000,000	604,000 2,941,000	The targets represent annual increases over the baseline of 5% (cycling) and 2% (walking). We are reviewing whether the final 2017/18 data is complete and will update accordingly in October's report.
<b>People play an active part in their communities</b>  Page 76	Rates of volunteering	GREY	-	Number of environmental volunteer hours generated through County Council activities	No target set	52,850 hours (18-19)	This is an annual measure, next due to be reported in April 2020. In 2018/19 Thames Valley Environmental Records Centre activities generated 1,264 hours of volunteer time and the Lower Windrush Valley Project 520 hours. Oxfordshire's Community Action Groups report in September for the year preceding (18-19) and have recorded 51,066 volunteer hours from the events and activities being run by the groups that are part of this network.
				Number of volunteer hours contributed to library, museum & history services		3,458 hours in September	<ul style="list-style-type: none"> <li>Library volunteer hours: 2,827 hours contributed in September.</li> <li>Museum Service volunteer hours: 484 hours contributed in September.</li> <li>History Centre volunteer hours: 147 hours contributed in September.</li> </ul>
	Prevalence of services provided by communities	GREY	-	Number of town or parish councils with devolved service responsibilities	No target set	127	As at 30 <sup>th</sup> September, there is a total of 127 agreements with town or parish councils, and additionally 4 with district councils. Devolution of services is proactively being promoted and it is expected that the number of agency agreements will gradually increase and diversify.
				% of Councillor Priority Fund monies allocated to a) Community Groups, b) town or parish councils, c) direct services	No target set	See right	September: 55% of £1.89m allocated = £1,032,666, of which: <ul style="list-style-type: none"> <li>64% to Community Groups = £661,235</li> <li>23% to Town/Parish councils = £237,600</li> <li>13% to direct services = £133,831</li> </ul>

WE PROVIDE SERVICES THAT ENHANCE THE QUALITY OF LIFE AND PROTECT THE LOCAL ENVIRONMENT							
OUTCOME	INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
Our quality of life in Oxfordshire is enhanced	Condition of highways	GREEN	↑	A and B Classified road network where carriageway maintenance should be considered	33%	Not yet available	This figure is collected on an annual basis. The 2019/20 condition survey is now complete. Data loading is in progress and results of the survey are expected to be available by the end of November 2019.
				Defects posing immediate risk of injury are repaired within 24 hours	100%	100%	Cumulative rate and covers all defects April to August. (Data is reported one month in arrears.)
				Defects creating potential risk of injury repaired within 28 calendar days	90%	99.93%	Cumulative rate and covers all defects April to August. (Data is reported one month in arrears.)
				Current status of pothole enquiries reported on FixMyStreet during the calendar month prior to reporting date	No target set	Repaired: 27%  Closed without action: 59%  Remaining open: 14%	Total public enquiries recorded on FixMyStreet in relation to pothole and other carriageway issues in August was 568. Of these: <ul style="list-style-type: none"><li>155 (27%) are now repaired.</li><li>336 (59%) were closed without action. This may be because the fault was below our intervention threshold, or the reported issue was not the responsibility of the council.</li><li>63 (12%) are still awaiting a decision from officers.</li><li>14 (2%) are waiting for Skanska to repair.</li></ul> This information is reported in arrears to enable inclusion of full month activity.
				Km of total highway network resurfaced as % of total	0.6%	2.16%	99.76% of the programme has been delivered as at 30 <sup>th</sup> September. This programme has delivered a total value of 2.16% of the whole network.  We are on target to deliver 2.18% of the network with the remainder of the programme. This increased rate is due to an accelerated programme as part of the Capital Investment Programme.  The target of 0.6% was set before the investment injection, therefore will need to be reviewed in light of the expected budget for the coming years.
				% of highway maintenance construction, demolition and excavation waste diverted from landfill	90%	98.4%	Rate is the average for April to August. (Data is reported one month in arrears.)
	Funding secured through planning obligations	GREEN	↔	A minimum of 70% of S106 agreements involving contributions to County Council infrastructure are completed within 6 months of District Committee resolutions	70%	75%	4 new agreements were completed during September, one of which was completed outside of the 6 month target
				Monies secured in S106 agreements represent at least 85% of the sums identified as necessary through the corresponding Single Response process	>85%	99%	In September we secured (through s.106 agreements) various developer contributions associated with specific development applications. These potential contributions (to be paid when developments progress) amounted to 99% of the overall funds we sought when consulted by District Councils on the corresponding planning applications.
	Levels of public transport use	GREEN	↔	Increase use of public transport in Oxfordshire over baseline as follows: Bus: DfT annual statistics for bus use in Oxfordshire: <ul style="list-style-type: none"><li>Bus journeys</li><li>Bus use per head</li></ul> Bus: Transport Focus Autumn 2018 Bus Passenger Survey for Oxfordshire <ul style="list-style-type: none"><li>Satisfaction with overall journey</li></ul> Rail: Dec 2018 Oxfordshire Station use, per Office of Rail & Road statistics	34.8m 36.2	34.5m 35.8	Bus targets represent a 1% annual increase in millions of journeys taken. The next bus and rail surveys will take place in Autumn and December: outcomes will be known in Spring 2020
					93%	92%	-
					21.6m	20.6m	Rail target represents a 5% annual increase in millions of journeys taken (based on 10% increase between 2017 and 2018)

	Rates of access to cultural services	GREEN	↔	Increase in the number of community and cultural programs/events/attendees at events/activities hosted by Cultural Services (Museums, History, Archives and Library Services)	5% annual increase	See right	On track to achieve 5% annual increase. Benchmarking is being established quarterly during 2019/20.
				Reach the upper quartile in the CIPFA (Chartered Institute of Public Finance and Accountancy) benchmarking comparison group for active library users, website visits, book issues and physical visits	Upper quartile	Not yet available	Attendance at Library Services 2019 quarter 2 (Jul-Sep) programs increased by 23% over 2018 quarter 2.  The Museum Service and History Centre activities are presented on an annual program, and the services performance indicator provides for that annual comparison.  The 2018/19 CIPFA benchmarking comparison data is due to be available in November 2019.
Page 78  Our local environment is protected	Percentage of planning decisions on time	AMBER	↔	80% of District Council planning applications are responded to by us within the agreed deadline	80%	73%	111 Major Planning applications were received this month: this is significantly up from five months. This is first time we have seen performance percentage over 70% since March. The team completed 102 responses in September.
				50% of Mineral and Waste applications are determined within 13 weeks	50%	100%	One planning application was determined in September and this was within target. Year to date = 18 out of 18 within target.
	Levels of carbon emissions	GREEN	↔	Average 3% year on year reduction in carbon equivalent emissions from County Council estates and activities	3%	Not yet available	2018/19 annual emissions data is being processed. We expect the figures to be published in Q3.
	Levels of energy use	GREEN	↑	% of streetlights fitted with LED lanterns by March 2020	22%	20.72%	As at 30 <sup>th</sup> September, 12,355 LED lanterns have been converted from 59,631 streetlights across the county over the past 6 years. This is 20.72% of the total street lighting assets.
	Air quality	AMBER	↔	% rate of delivery in the Oxford city centre Zero Emission Zone programme	(100%)	(100%)	Percentages refer to progress towards the adoption of new standards, not implementation of fleet improvements.
					100%	80%	Taxi emissions standards were adopted by Oxford City in Jan 2019  Bus Euro 6 LEZ was agreed by city and county in June. An application to the Traffic Commissioner for implementation is in progress.  Formal consultation on the 'Red Zone' element of the programme is due in Autumn 2019. Initial work is under way on the Green Zone' element.
	Proportion of household waste re-used, recycled or composted	GREEN	↔	% of household waste a) recycled, b) composted and c) re-used (and total %)  Reported performance is the forecast end of year position and includes waste collected at the kerbside by district and city councils as well as waste from recycling centres provided by Oxfordshire County Council.	a) 30% b) 29.5% c) 0.5% Total 60%	a) 28.99% b) 29.72% c) 0.28% Total 58.99%	This is the forecasted end of year position for the amount of household waste in Oxfordshire which is recycled, composted and reused. This figure reflects the combined efforts of County, City and District Councils.  The forecast end of year position is slightly below target, as recycling rates are plateauing with a change in residents' behaviour. It is anticipated that the level of recycling will continue to drop without investment to influence this trend.
				% of household waste sent to landfill. Reported performance is the forecasted end of year position.	under 5%	3.6%	On track at the end of August. A target of under 3% by 2020 is proposed in the County's Joint Municipal Waste Management Strategy. The Council are continuing to investigate ways to deliver against this.
				% of household waste recycled, composted and re-used at Oxfordshire Household Waste Recycling Centres (HWRCs). Reported performance is the forecasted end of year position.	59%	58.95%	Teams are working closely with contractors to introduce opportunities to increase recycling but options are constrained by size of the HWRC sites.
				% of people satisfied with Oxfordshire Household Waste Recycling Centres	95%	96.3%	This survey is completed once per year. The next is due in March 2020.

WE STRIVE TO GIVE EVERY CHILD A GOOD START IN LIFE AND PROTECT EVERYONE FROM NEGLECT							
OUTCOME	INDICATOR	OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY	
Children are given a good start in life Age 79	Prevalence of healthy children	AMBER	↑	Number of expectant mothers who receive a universal face to face contact at 28 weeks	78%	75%	Many factors have impacted negatively on this measure including missing midwifery notifications, patient choice, staff vacancies and babies being born early.
				Percentage of births that have received a face to face New Birth Visit	95%	98.70%	This indicator continues to perform well.
				Percentage of children who received a 12-month review	93%	90%	Whilst this performance is below target, Oxfordshire is in a strong position compared to the national performance which is 76.7%. The vacancy rate affects performance locally: this will lessen when the student health visitors graduate from Oxford Brookes University
				Percentage of children who received a 2-2½ year review	93%	88.90%	Whilst this performance is below target, Oxfordshire is in a strong position compared to the national performance which is 77.7%. The vacancy rate affects performance locally: this will lessen when the student health visitors graduate from Oxford Brookes University
				Babies breastfed at 6-8 weeks of age	60%	61.50%	Performance remains strong and well above the England average
				% of Mothers who received a Maternal Mood Review in line with the local pathway by the time the infant is aged 8 weeks.	95%	98.50%	Performance remains strong against this local priority target
	Sufficiency of early years places	GREEN	↔	To provide sufficiency of early education placements for children aged 3 and 4 better than England average.	95%	95%	Data to term 4 (Easter 2019): 10,357 places taken up, out of forecast number of 10,864 3 and 4 year olds.
	Number of looked after children	AMBER	↑	Reduce the number of looked after children by 50 to bring it nearer to the average of our statistical neighbours during 2019/2020	750	788	Small increase in numbers. Rated Amber because of the volatility of the number and its impact on budget and workload
	Numbers of children's social care assessments	GREEN	↔	Increase the number of early help assessments to 1,500 during 2019-20	1,500	1,670	Figure for last 12 months.
				Not to exceed the level of social care assessments in 2018-19	6,250	6,916	Figure is projected based on activity so far this year. The last 6 weeks have all been above the weekly target. Annual rate still below that of similar authorities
	Number of children the subject of protection plans	AMBER	↑	Maintain the number of children who are the subject of a child protection plan to the average of our statistical neighbours during 2019/2020	Under 620	649	Although the figure is higher than target it is considerably lower than this time last year and dropped in the last month. Underlying trend remains positive.
Children are able to reach their potential	% of children with a place at their 1 <sup>st</sup> preference school	GREY	-	% of children offered a place at their first preference primary school	No target set	93.3%	Although not rated, our performance on these annual measures is high compared to elsewhere
				% of children offered a place at their first preference secondary school		85.5%	
	Percentage of children at good schools / settings	GREY	-	% of children attending primary schools rated good/outstanding by Ofsted	No target set	85.1%	-
				% of children attending secondary schools rated good/outstanding by Ofsted		87.0%	-
	Children missing education	AMBER	↔	Persistent absence rates in primary schools (%)	6.8%	7.2%	The education service is actively providing support and challenge to school. The Engagement Board has focused on persistent absence through the

		E R		Persistent absence rates in secondary schools (%)	12.2%	13.9%	introduction of a behaviour and attendance helpline for schools and are working in partnership with CAMHS on their Oxford City pilot.
				Reduction in permanent exclusions to 44 or fewer	< 44	59	Although exclusions are higher than the target, relative performance is good. Last year the number of permanent exclusions rose by 3 (69 to 72). This needs to be seen in the light of a 25% national increase since 2013 as reported by The Children's Commissioner.  We are re-commissioning alternative provision to reflect the needs of children / young people, parents and schools locally.  Targets are currently being reviewed for this academic year based on latest local and national data
	Levels of educational attainment	G R E E N	↔	KS2: % of pupils reaching expected standard in reading, writing, maths	65%	-	Annual only measures. Finalised information for KS2 will be available in October 2019, and for KS4 in January 2020.
				KS2: progress scores for (i) reading (ii) writing (iii) maths remain at least in line with the national average i.e. greater than '0'	> 0		
				KS4: average attainment 8 score per pupil	48.2		
				KS4: average progress score	0.07		
				KS4: % of pupils achieving a 5-9 pass in English & maths remains at least in line with the national average	43%		
				16-18: average point score per pupil (A level)	No target set		
				16-18: average point score per pupil (Tech level)			
				16-18: average point score per pupil (Applied General students)			
	Timeliness of completing Education, Health and Care Plans	R E D	↑	Increase the proportion of Education Health and Care Plans (EHCPs) that are completed within 20 weeks to be above the national average by March 2020	75%	47%	75% is the target for the year, So far 47% of completed EHCPs have been within 20 weeks (55%; April; 27% May; 56% June; 41% July, 42% August and 59% in September). There has been a 35% increase in requests for assessments compared to the same time last year.

WE ENABLE OLDER AND DISABLED PEOPLE TO LIVE INDEPENDENTLY, AND CARE FOR THOSE IN GREATEST NEED							
OUTCOME	INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
Care services support independent living Page 81	Number of home care hours purchased	AMBER	↓	Maintain the number of home care hours purchased per week	21,779 hours per week	20,649	Figures again dropped and are now 5% below target. Home Care 2020 project reviewing the way we commission and purchase care which will help stabilise market. The drop in home care hours is partly offset by the high level of direct payments which allow service users alternative ways to meet their care needs
	Number of hours of reablement delivered	AMBER	↔	Maintain the number of hours of reablement delivered to 5750 per month	5,750 hours per month	5,292	Average figures for first 6 months of year are 8% below contract levels. Also, individual people are each receiving more care than predicted which means less people can access the service. Action plan in place.
	Number of people with control over their care	GREEN	↔	Number of people with personal budgets remains above the national average	17-18 nat. av. 89.7%	92%	Over 90% of people are told how much their care costs and are agreeing the way that want it delivered.
				% of people with safeguarding concerns who define the outcomes they want	> 90%	96%	-
				% of people using Adult Social Care services who receive a direct payment remains above the national average	17-18 nat. av. 28.5%	33%	Over a third of people who live at home take their care in the form of a cash payment. This gives them greater choice and control over their care.
	Number of people delayed leaving hospital awaiting social care	RED	↔	Reduce the number of people delayed in hospital awaiting social care	6	8.3	Latest national figures for August (8.18) are worse than the target but marginally better than last month (11.2). Local figures for September have dropped to 6 which is ahead of the target
				Reduce the number of people delayed in hospital awaiting both health and social care	26	55.8	These are people waiting for reablement. There is an agreed trajectory to reduce delays from 50-26 in the year. Latest national figures for August were 55.6. Local figures for August have dropped to 43. An action plan is in place with the provider of reablement to deliver the required improvement. This is overseen by both the council and the clinical commissioning group.
	Proportion of older people supported in the community	AMBER	↔	Increase from 57% the percentage of older people in long term care who are supported to live in their own home	>57%	55.9%	There has been an increase in the proportion of people supported in care homes due to current constraints in home care supply mentioned above
Homes and places support independent living	Percentage of people living in safe and suitable housing	GREEN	↔	Increase Extra Care Housing capacity to 2,138 units by 2031	2,138 by 2031	923	Market position statement on extra care housing produced and to be published by September. Target changed to reflect the statement.
				Ensure the % of working age (18-64) service users with a learning disability support, who are living on their own or with their family, remains above the national average (76%)	>76%	91%	-

WE SUPPORT A THRIVING LOCAL ECONOMY BY IMPROVING TRANSPORT LINKS TO CREATE JOBS & HOMES FOR THE FUTURE							
OUTCOME	INDICATOR		OUT-LOOK	MEASURE	TARGET	RATE / LEVEL	COMMENTARY
Page 6 of 6 Strong investment and infrastructure are secured	Level of investment attracted	A M B E R	↑	Funding secured as % of yearly investment required to bring the condition of all assets into good condition (identified in the Highway Investment Business Case)	95%	89.4%	Financial modelling has identified that £35.5m is required annually to maintain the carriageway asset in a “good” condition over the next 10 year period (2018/19 to 2027/28). £31.725m has been secured - this is 89.4% of the £35.5m target. Initial growth has been lower than expected. This is currently affecting the available budget in future years
				We participate in 20 innovation funding bids to support the Smart Oxford programme	20	12	We have submitted 12 bids to date. In July we had announcements of success in 3 bids – 2 in Electric Vehicle charging innovation and 1 related to Air Quality and dynamic road management.
				Businesses given support by Trading Standards interventions/fire risk inspections	1,709	2,333	The Trading Standards team continue with a strong performance against target with 781 business interventions, having already achieved the annual target. It has included a significant number of weighing machine verifications, as well as contact with traders as we follow-up on consumer complaints and further advice visits to prevent the sale of knives to young people. Our fire safety team continue to be on track with the number of fire safety audits completed. This is despite half of the team still being in development stage, and several audits can take weeks to complete due to legal cases leading to prosecution.
				% rate of delivery against the Growth Deal infrastructure programme	80%	20%	Achieved £30m spend against £30m target in 2018-19 of the £150m budget for the 5 Year programme. The £30m has been used to fund infrastructure/highways and school capital projects which support the release of housing sites to deliver additional housing across the county. Work has commenced on Year 2 schemes and continuation of Year 1 schemes. Next update will be provided in October’s report.
	Level of infrastructure investment required	G R E E N	↔	Identification of investment levels required in new/improved infrastructure to 2050 (updated from Oxfordshire Infrastructure Strategy 2040)	Reporting only	See right	We have initiated development of this measure, which will be defined during the 3 <sup>rd</sup> quarter of the year (Oct-Dec).
	Number of new homes	A M B E R	↑	We enable the construction of 100,000 new homes by 2031	1,215 homes in 2019/20 accelerated	1,349 forecast	This housing trajectory reflects the number of homes accelerated due to the infrastructure enabled/delivered through the Housing and Growth Deal. This forms part of the overall ambition to support the delivery of 100,000 homes across Oxfordshire. The RAG remains Amber due to level of risk emerging if SODC withdraw their Local Plan
				We support the delivery of 464 new affordable housing starts by March 2020	464	356 forecast	The forecast for the number of affordable homes is currently below target as a number of change requests have been received from the local planning authorities that have seen a slight reduction in the number of affordable homes they can delivery as part of their existing projects/ Work is ongoing to understand how this can be improved during the remainder of the year.
	Levels of disruption to journeys	A M B E R	↑	Failed utility inspections no higher than 15%	<15%	33%	The failure rate of works undertaken by utilities has increased from 21% in August to 33% in September.  This has been addressed at Highway Authority and Utilities Committee and meetings with individual utility companies. Improvement Notices are being served on companies not providing suitable mitigation plans.  The Council is moving to becoming a Permit Authority, which will give us greater powers of scrutiny and challenge. We expect this to bring an improvement in performance during quarter 3. Improvement Notices will

							be served on companies with category B/C failure rates higher than 10% within a 3 month period.
	Level of transport connectivity	A M B E R	↔	Improve connectedness of all transport modes in priority corridors in Oxfordshire	TBC	Not yet available	We will progress this in 2019-20 including work to determine the correct measure. This needs to be broken down into specific transport corridors and include measures for (i) journey time and (ii) reliability / punctuality.  A proposal is due to be worked up in partnership with bus operators as part of developing a shared vision and strategy for buses to inform development of the Council's updated Local Transport & Connectivity Plan for initial consultation later in the business year.
	Level of access to online and digital services	G R E E N	↑	The absolute number of premises we have enabled to have access to superfast broadband within Oxfordshire, via our contract with BT	77,500	77,533	We continue to progress well towards these targets. Updated quarterly figures will be provided in the October report.
				The % of premises in Oxfordshire with access (via either our contract or commercial providers) to superfast/ultrafast/full fibre broadband	97.5%	97.1%	
				The % of premises in Oxfordshire without access to: <ul style="list-style-type: none"> <li>At least Basic Broadband (at least 2Mb/s)</li> <li>OFCOM 'acceptable' broadband (10Mb/s)</li> </ul>	<0.3% <1.2%	0.3% 1.17%	
Local businesses grow and provide employment	Employment rates	G R E Y	-	% of Oxfordshire residents aged 16-64 in employment (against GB rate Jul 17 to Jun 18 of 75%)	No target set	See right	Jan-Dec 2018: 81.3% of Oxfordshire residents aged 16-64 in employment vs Jan-Dec 2018 GB rate of 75.1%
	Business numbers	G R E Y	-	Numbers of births, deaths and survivals of businesses in Oxfordshire (annual ONS data)		See right	Dec 2018 figures (next ONS update due in November 2019): Business births: 3,450 in 2017 (down 4% on 2016); business deaths: 3,130 in 2017 (down 2% on 2016). Business survivals: 48.7% surviving 5 years later (was 49.3%).
	Numbers of apprenticeships	G R E Y	-	Number of apprenticeships employed by the County Council and maintained schools	No target set	53	Since 1 April we have enrolled 53 new apprentices. At the end of September the total number of apprentices employed was 159.
	Levels of workforce	G R E Y	-	Oxfordshire County Council Full-Time Equivalent (FTE), excluding schools	No target set	See right	End of September 2019: 4086.77 FTE
				Total spend on agency staff		See right	End of quarter 2 (September 2019): £3,961,075

## **ANNEX B – RISK**

1. This annex shows the main risks facing the Council and gives a snapshot of how we are managing them. Risks are rated according to our assessment of their likelihood and the impact on our services or resources if they were to happen. This enables us to focus on the highest-priority risks and to take actions which would help to make them either less likely, or less problematic in terms of their potential impacts.
2. The Leadership Risk Register on the following pages provides detail on each risk, including how effectively the risk is currently being managed and any further management actions we plan to take to reduce the risk's likelihood or impact.

## Leadership Risk Register

REF	RISK TITLE	RISK CAUSE Description of the trigger that could make the risk happen	RISK EFFECT Description of the consequences of the risk, positive or negative	RISK OWNER	INHERENT RISK SCORE			EXISTING CONTROLS Description of actions already taken or controls in place to mitigate the risk	RESIDUAL RISK SCORE			FURTHER ACTION REQUIRED	ACTION COMPLETION DATE(S)	COMMENTS	DATE LAST UPDATED
					IMPACT	LIKELIHOOD	RISK RATING		IMPACT	LIKELIHOOD	RISK RATING				
1	Demand management	That increased demand for statutory service is greater than the resources available to meet statutory duties, community needs and political aspirations. This may be due to changing demographics and growth, leading to more requests for children's services, adult services and housing. Failure to reconfigure services (both directly provided and commissioned by the Council) to become more preventative in their approach, could exacerbate the effect of rising demand	Reduced confidence in the Council's ability to deliver services Poor timeliness and prioritisation of services leading to poor engagement from partners and the community. Potential for legal requirements not being met. Services to the most vulnerable residents or groups are disrupted or not provided due to ineffective assessment and prioritisation processes. Failure to balance budget and/or maintain capital investment strategy in infrastructure. Financial – significant overspend in annual budgets	Phil Dart and Lucy Butler	5	2	10	Maintain a good early-help and prevention offer, in partnership with key stakeholders to ensure diversion from high cost services. Maintain good communication of early-help and prevention offer within the community to ensure effective uptake of services. Maintain good practice and performance reporting to ensure timely triage and assessment of contacts into services. Efficient assessment of need and risk – strong 'Front door' arrangements including effective MASH. Business as usual - all services are tasked with managing activities within allocated budgets Transformation - reconfigure services to be more preventative in their approach, drive out failure demand, and involve partners and the Voluntary and Community Sector	5	2	10	Continue existing controls – ongoing work with partner agencies, voluntary sector and community to deliver effective early help and preventative service options. The next phase of Transformation must concentrate on managing demand and in particular supporting directly provided services and those that we commission, to develop a more preventative approach.	Ongoing		13/10/2019
2	Safeguarding of vulnerable adults and children	Risk of death or serious injury to children, young people or vulnerable adults through inadequate service delivery or failure to provide protection.	Potentially devastating impact to an adult, child, family and community. Reduced trust in the Council and partners. Notification of poor performance may affect the Council's current service judgements and lead to Central Government intervention, resulting in a higher financial cost related to improvement activity and intervention.	Lucy Butler & Stephen Chandler	5	3	15	Maintain strong focus on good practice, performance reporting and statutory requirements, ensuring timely record keeping, compliance with procedures and acting on any poor performance indicators at an early stage. Monitored monthly by CEF Performance Management Framework. Daily monitoring report for ASC deputy-director with monthly scrutiny at ASC Performance Board. Efficient assessment of need and risk by having strong 'Front door' arrangements in place, including effective MASH. Centralised Adult Safeguarding Team with overall responsibility for triaging and managing section 42 enquiries. Regular audit of practice casework in both CEF and ASC to ensure good quality service delivery. This is monitored monthly through CEF and ASC Quality Assurance Frameworks and Performance Boards. Completion of CEF Self-evaluation report every quarter which is submitted to Ofsted at the Annual Conversation.	5	2	10	Ongoing management oversight through the implementation of the CEF and ASC Performance Management Framework and Quality Assurance Framework.	Ongoing		15/10/2019
3	Growth Deal	Infrastructure outputs and outcomes as set out within the Housing and Growth Deal are not achieved	Withdrawal of funding, lack of accelerated homes delivered and potential breakdown in collaborative working across Oxfordshire local authorities. • Reduced delivery of affordable housing and related impact on the community • Lack of investment in road infrastructure to support current housing delivery and future planned growth leading to a severe impact on the network or the Council objecting to new development. • Additional strain on the highways network that could restrict the county's ability to improve productivity • Lack of a strategic framework for future growth in the county. • Constraint on economic development	Simon Furlong	5	3	15	The overall Housing and Growth Deal programme is managed through the Growth Deal core team and governed through the HGD Programme Board. All programme management information provides a degree of risk control, including: Benefit map realisation Change management Programme framework Programme plans and reporting Live actions log	5	3	15	Resources are being mobilised from across the organisation to increase capacity to deliver against the growth deal schemes. In addition we have allocated a Director to focus on the OCC Infrastructure Delivery which will address the senior management capacity challenges. The remit of this role is to focus on delivering the capital programme and establishing the appropriate internal processes to speed up delivery. This includes the establishment of a Programme Management Office function and new governance structure to deal with the volume of schemes that are now in the pipeline and provide, for example, technical programme management, risk/assurance management, performance management and a broader partnership function. This will be in place by Spring 2020. The risk register for Housing & Growth Deal partners is in progress and expected to be complete by Spring 2020	March 2020	Existing programme management provides a degree of control over this risk and further mitigating actions are being implemented over the next 6 months to further reduce the likelihood of the risk occurring	16/10/2019
4	Local resilience, community resilience, cohesion	Significant unrest due to community tensions	Broad impact on Council's ability to deliver services if disruption affects particular locations, customers or staff	Simon Furlong	2	2	4	Thames Valley Police and Safer Community Partnership are monitoring communities to identify any issues that may indicate escalating community tensions.	2	1	2	Continue existing controls and monitor community situations through all service contacts, Localities, Members etc.	Ongoing	Additional conversations led by Lord Lieutenant and Community Leaders with follow up meeting in December. Actions completed to ensure communication network in place to provide single consistent messaging via multiple trusted sources should it be needed.	16/10/2019

Leadership Risk Register															
REF	RISK TITLE	RISK CAUSE Description of the trigger that could make the risk happen	RISK EFFECT Description of the consequences of the risk, positive or negative	RISK OWNER	INHERENT RISK SCORE			EXISTING CONTROLS Description of actions already taken or controls in place to mitigate the risk	RESIDUAL RISK SCORE			FURTHER ACTION REQUIRED	ACTION COMPLETION DATE(S)	COMMENTS	DATE LAST UPDATED
					IMPACT	LIKELIHOOD	RISK RATING		IMPACT	LIKELIHOOD	RISK RATING				
5	Management of partnerships (non-commercial)	Ineffective partnership working and relationships with key strategic partners, including District and City Councils, the CCG, NHS, Police, Military and voluntary and community sector, leading to negative impact on service delivery and outcomes for local residents / communities	Deterioration of key relationships could reduce the Council's ability to: <ul style="list-style-type: none"> <li>• meet desired outcomes for residents,</li> <li>• achieve efficient delivery</li> <li>• take opportunities to improve services.</li> </ul> It also has the potential to negatively affect public confidence in the Council (e.g. through inspection outcomes) Failure to work effectively with the local Voluntary & Community Sector (VCS) might impact on our ability to both support and utilise the capacity and capability of the sector to help generate community resilience, community willingness to effectively address local needs and help to reduce demand for services (e.g. prevention)	Claire Taylor	4	2	8	<ul style="list-style-type: none"> <li>• Ongoing management of existing relationships held at Cabinet and senior officer level, including sharing of priorities and early discussion of potential changes or challenges</li> <li>• Supported by regular engagement and interaction at different levels of the organisation, including joint working initiatives and in some cases shared posts</li> <li>• Regular formal and informal meetings with main organisations and sector representatives</li> <li>• Participation and engagement in local partnerships, forums and project / policy development work</li> <li>• A workshop held in Sept 2019 reviewed the effectiveness of the Civilian / Military Partnership and will be taking forward recommendations</li> <li>• Health and Wellbeing Board has oversight of development of Integrated Care System and pooled budget arrangements</li> <li>• Growth Board retains oversight of the implementation of the Housing and Growth Deal and Housing Infrastructure Fund schemes.</li> </ul>	3	2	6	<ul style="list-style-type: none"> <li>• Overall review of partnerships in the county, including Oxfordshire Partnership, bilateral working</li> <li>• New working relationships with VCS and infrastructure support contract are being developed, with contract to be in place by April 2021 - procurement to start in summer 2020</li> <li>• Community development strategy and approach to be produced and implemented jointly with VCS</li> </ul>	Various		21/10/2019
6	Supply chain management	The supply chain could fail as a result of a major supplier entering insolvency procedures either via administration or liquidation. .	Delays to meeting service requirements or service provision.	Lorna Baxter	4	2	8	The Procurement team has awarded a contract for a credit check service that analyses the financial position of an organisation to determine a credit score. This information is used in the Tender evaluation process to select a suitable supplier and to monitor ongoing performance of current suppliers. Current suppliers that see a drop in their financial rating would trigger an alert that would be considered by the applicable contract manager.	4	2	8	The Provision Cycle transformation programme will, in part, seek to improve the commercial capacity and capability of the Council through applying a Category Management approach. This approach to embed increased capability to better monitor and manage this risk, resulting in category strategies that reduce the impact of failure through establishing supply chain contingency plans and improved monitoring tools to reduce the likelihood.	Ongoing		25/09/2019
7	Delivery of statutory duties	That the Council acts unlawfully by failing to deliver statutory responsibilities	<ul style="list-style-type: none"> <li>• Litigation/judicial review</li> <li>• Financial penalties - Local Government Ombudsman/Regulators/Central Government</li> <li>• Damages liability to residents and commercial counterparties</li> <li>• Central Government intervention</li> </ul>	Nick Graham	4	3	12	Constitution of Council (including Finance Procedure Rules and Contract Procedure Rules) Support role of Finance, Legal and Procurement Audit Legal Compliance and Service Plan Service Level Agreements between directorates and Legal	4	1	4	Ensure support functions are fully resourced	Ongoing	An action plan is in place to ensure that we are addressing our statutory duties for the Deprivation of Liberty Safeguards for adults. An action plan is in development in relation to meeting our statutory duties for children with Special Educational Needs and Disabilities.	04/10/2019
8	Corporate governance	That the Council's corporate governance is insufficiently robust, either due to incomplete processes or limited staff awareness of its requirements	Inconsistent, uncompliant or potentially unlawful actions/decisions.	Nick Graham	2	2	4	<ul style="list-style-type: none"> <li>• Council governance framework is regularly reviewed and updated by senior managers and members.</li> <li>• Constitution - updated and annually reviewed by Monitoring Officer and Full Council.</li> <li>• System of internal control - co-ordinated by the Corporate Governance Assurance Group; overseen by the Chief Internal Auditor; elected member oversight by Audit &amp; Governance Committee, which reviews the Annual Governance Statement.</li> <li>• Annual Governance Statement – annual opportunity to review the effectiveness of internal controls; signed by Leader and three statutory postholders (HOPS, MO, CFO); overseen by Audit &amp; Governance Committee.</li> </ul>	2	1	2	Continue to undertake control measures throughout 2019-20 and respond to specific matters as they arise.	Ongoing		04/10/2019
9	Workforce management	Lack of effective workforce strategies may result in long term under-performance of the organisation or increased costs.	Failure to manage the workforce and develop strategic HR plans may result in the following: <ul style="list-style-type: none"> <li>• Recruitment and retention issues</li> <li>• Increased costs of agency staff</li> <li>• Increased costs in training and development</li> <li>• Underperformance or lack of delivery</li> </ul>	Claire Taylor	3	4	12	<ul style="list-style-type: none"> <li>• On-going monitoring of issues and HR data</li> <li>• Key staff in post to address risks (e.g. strategic HR business partners, reward manager)</li> <li>• Transformation programme (service redesign element) will set out long term service requirements</li> <li>• Dedicated recruitment resource</li> </ul>	3	2	6	Development and adoption of sector relevant workforce plans Development of new People and Organisational Development strategy Development of new Learning & Development strategy, including apprenticeships	March 2020		25/09/2019

## Leadership Risk Register







REF	RISK TITLE	RISK CAUSE Description of the trigger that could make the risk happen	RISK EFFECT Description of the consequences of the risk, positive or negative	RISK OWNER	INHERENT RISK SCORE			EXISTING CONTROLS Description of actions already taken or controls in place to mitigate the risk	RESIDUAL RISK SCORE			FURTHER ACTION REQUIRED	ACTION COMPLETION DATE(S)	COMMENTS	DATE LAST UPDATED
					IMPACT	LIKELIHOOD	RISK RATING		IMPACT	LIKELIHOOD	RISK RATING				
10	Organisational Change and Service Design	The Council's portfolio of organisational change and service redesign programmes and projects under-delivers due to lack of capacity, expertise or governance.	The impact of the risk occurring would be failure to realise improved service delivery, quality and inability to respond to growing demands. Furthermore inefficiencies may result in increased costs and/or lack of delivery of planned savings. The breadth of the programme means that it is built of many constituent parts, so that if any one project fails, it can be 'tied off', replaced or redesigned. This breadth means that risk is managed across a wide portfolio but it also requires the right capacity, skills and governance to ensure delivery.	Claire Taylor	4	4	16	<ul style="list-style-type: none"> <li>All projects clearly identify benefits to be delivered and the long term financial implications (upfront costs and savings), supported by project plans and milestones where appropriate</li> <li>Clear financial benefits realisation articulated in all project plans, regularly monitored through monthly highlight reports and integrated with the council's business management monitoring report process</li> <li>Systematic service improvement activity focused on demand management, and developing a more preventative approach to our services</li> <li>All project resourcing considered monthly, roles allocated and additional 3rd party support commissioned where there is a lack of internal capacity or skills</li> <li>The Joint Audit &amp; Governance and Performance Scrutiny (Transformation) Sub-Committee receives quarterly reviews of progress made, supplemented by detailed financial analysis that reflects the explicit link between the programme of work and the council's Medium Term Financial Plan</li> <li>Where joint activity is planned the Partnership Working Group review progress and delivery.</li> <li>Capacity and expertise is managed through inhouse resources (including development of new skills where necessary) and the use of external professional support where required – a mixed economy model of delivery.</li> </ul>	4	2	8	<ul style="list-style-type: none"> <li>Ensure that the entirety of the council's change agenda, including the current Transformation Programme is integrated into one overall programme of change that leads and informs the emerging Service and Resource Planning Process, and expand the scope of the programme where further savings are required</li> <li>Continue to ensure that detailed planning and monitoring of projects fully understands interdependencies between projects</li> <li>Ensure the Transformation Programme is fully aligned to, and supportive of the corporate priority setting and medium term financial planning process</li> <li>CEDR to regularly review the council's full portfolio of change projects (both corporate and service focused) fitness for purpose and delivery, as part of quarterly reviews reported to members</li> </ul>	Various		29/10/2019
11	Financial resilience	The MTFP and longer-term financial plans are not sustainable, adequate or effective due to the outcomes of local government funding reforms; unexpected demand on services; financial management performance; or not achieving planned savings and efficiencies on time.	<p>Significant overspend at year end leading to:</p> <ul style="list-style-type: none"> <li>extensive use of general balances, taking them below their risk assessed level</li> <li>extensive use of earmarked reserves resulting in no funding available for earmarked purpose</li> <li>further savings or income generation required in year or across the life of the Medium Term Financial Plan (MTFP)</li> </ul> <p>Further reductions to funding will require additional savings or income generation opportunities above those in the existing MTFP. Given the scale of the reductions already delivered and those planned, plus continuing rising demand in Adults and Children's services, the ability to respond to this, and quickly, could put at risk the setting of a balanced budget and MTFP.</p>	Lorna Baxter	5	3	15	<ul style="list-style-type: none"> <li>Progress against current year's savings is tracked monthly and included in the Business Management Reports to Cabinet.</li> <li>Progress against future year's savings is also tracked monthly, and if necessary addressed as part of the Service &amp; Resource Planning process</li> <li>Savings under the banner of Organisational Change and Service Design being monitored on a project/activity level with detailed planning, milestones &amp; reporting</li> <li>Regular meetings between Directors and s151 Officer to discuss significant financial issues and risks</li> <li>Service &amp; Resource Planning process including reports to Cabinet and Performance Scrutiny Committee and ultimately Council in February 2020</li> <li>s25 report of Chief Finance Officer</li> </ul>	5	2	10	<p>Business cases for savings when they enter the MTFP must be more robust, with more emphasis on confidence levels, timelines and project plans.</p> <p>Budget challenge sessions undertaken in September 2019 with requirement to identify budget reduction options (savings or income generation) at a minimum of 15% of net directorate budgets</p>	Ongoing		30/10/2019
12	Property and assets (maintenance cost)	Legacy of poor asset condition management information reduces the Council's ability to fully ensure property maintenance and compliance.	Non-compliance issues and potential financial pressures to bring our assets to a compliant and acceptable standard.	Simon Furlong	4	3	12	<p>Property, Investment and Facilities Management function redesign to get the right professionals running the service</p> <p>Develop Property Strategy which would determine where to prioritise efforts/spend on assets</p> <p>Install right systems to enable us to keep on top of managing information about our assets</p>	4	2	8	<p>Control activities are prioritising compliance (ie 'nice to haves' can wait)</p> <p>Taking more long term views on use/potential use of certain assets.</p> <p>New asset condition surveys may indicate additional financial pressures to bring maintenance of our assets to an acceptable condition.</p>	Ongoing		25/09/2019
13	Health and safety	Identified weaknesses in governance policy could lead to reduced oversight of health and safety issues and infringe on our associated duty of care to staff and others affected by the activities of the Council.	<ul style="list-style-type: none"> <li>Unsafe services leading to injury or loss</li> <li>Breach of legislation and potential for enforcement action.</li> <li>Financial impact (compensation or improvement actions)</li> </ul>	Nick Graham	4	3	12	<ul style="list-style-type: none"> <li>H&amp;S policies and procedures have been reviewed and adopted</li> <li>Information and training programmes under way for managers and staff</li> <li>H&amp;S Governance Board maintains oversight of policy and practice</li> <li>H&amp;S Monitoring and Inspections help strengthen understanding and provisions</li> <li>Additional budget has been allocated (logged as a pressure) for rectifying all H&amp;S and compliance items across our buildings and to bring full statutory compliance</li> <li>We have established a H&amp;S and Compliance function within Property, Investment &amp; Facilities Management where the right expertise is now in-house to enable us to bring and maintain the right level of compliance in the organisation</li> </ul>	4	2	8	<p>We will provide assurance on effective controls to the H&amp;S Governance Board including:</p> <p>H&amp;S monitoring will be carried out in selected services to assess compliance. Reporting of key data and issues to Leadership Teams.</p> <p>Ensuring staff receive the necessary health and safety training.</p>	Ongoing		24/10/2019

# Leadership Risk Register





REF	RISK TITLE	RISK CAUSE Description of the trigger that could make the risk happen	RISK EFFECT Description of the consequences of the risk, positive or negative	RISK OWNER	INHERENT RISK SCORE			EXISTING CONTROLS Description of actions already taken or controls in place to mitigate the risk	RESIDUAL RISK SCORE			FURTHER ACTION REQUIRED	ACTION COMPLETION DATE(S)	COMMENTS	DATE LAST UPDATED
					IMPACT	LIKELIHOOD	RISK RATING		IMPACT	LIKELIHOOD	RISK RATING				
14	Business continuity and recovery	If Business Continuity arrangements are insufficiently robust or inconsistently applied, this could restrict our ability to maintain the delivery of serices to residents the expected standard.	Significant disruption to the delivery of essential Council Services which are not recovered within a reasonable time frame. Impacts could include risk to life or welfare, financial loss (for example due to litigation) and reduction of of trust in Council services	Simon Furlong	2	3	6	A business continuity improvement programme is under way and has led to significant improvements including to a consistent approach to business impact assessments, service business continuity frameworks and business continuity plans.	2	2	4	Ensure all Business Continuity plans are completed, and that relevant training and exercising has been undertaken. This is being monitored by Audit and Governance with a further internal audit due in December 2019. Continued focus on delivering of effective Business Continuity Management delivered via the Extended Leadership Team and assured by the internal audit process.	Dec-19	Business Continuity Action Plan is progressing well: all plans now identified and 82% are in place. Next phase is to implement an exercising regime. Internal Audit expected in Quarter 4.	24/10/2019
15	Cyber security	Levels of threat mean that it is possible our defences will be breached, whether through system failure or human error	A serious and widespread attack (like Wannacry in Health) could mean we cannot function or support services, causing business continuity plans to be invoked. There may be less serious lower level theft of data or a publicity type attack.	Claire Taylor	4	4	16	A robust plan is in place and under continuous improvement. OCC is Public Services Network and 'Cyber Security Essentials Plus' accredited. OCC is also working with other local government organisations to ensure a co-ordinated approach to Cyber Security events.	4	3	12	As part of the IT service redesign a joint OCC/CDC Cyber Security post will be created and recruited to, to undertake: •Sole responsibility for managing security threats and prevention methods. •Working with Information Management Team to ensure implications of GDPR on data security are understood and built in •Working with partners (e.g. police) to provide awareness training so that every OCC user is aware of their role in preventing cyber threats. •Documenting processes and policy to clearly define roles, responsibilities and procedures. •Maximising the use of technology to reduce cyber risks (network, application, monitoring). •Ensuring all suppliers meet cyber security requirements for new and existing contracts.	Mar-20		17/10/2019
16	ICT Infrastructure	The server infrastructure, backup and disaster recovery hardware is at or past end of life	There is a risk of ICT failure which could disrupt our ability to sustain parts of the Council's services. We need to plan replacement as the back-up solution has started to fail intermittently.	Claire Taylor	4	3	12	A successful procurement has been conducted and a supplier selected. Risk level remains the same at this stage in the project. The project's RAG rating is Green. Day to day risks are controlled by the service in partnership with the supplier.	4	2	8	The primary datacentre will be in and fully configured by the end of Q4 2019/20. The Disaster Recovery provision will also be refreshed and should be available on the same schedule.	Mar-20		29/10/2019





**ANNEX C – Forecast outturn 2019/20 at September 2019**

Key (change since last month)

 Red	 Improving
 Amber	 Stable
 Green	 Worsening

**Children's Services****£2.4m** (2.0%) forecast overspend

<b>Education &amp; Learning</b>  <b>RAG rating</b>   <b>Direction of travel</b>   <b>Variation</b> £0.3m (1.1%) overspend  <b>Action Plan</b> Not required	<p><b>£0.3m overspend</b> forecast in relation to SEN Home to School Transport. This forecast is based on current demand along with average growth seen in recent years. There remains a risk that demand will remain high in 2019/20 and increase the forecast spend in this area. To ensure the budget reflects a reasonable baseline and allow time for savings to be implemented and costs to be reduced, a temporary virement of £2.2m from the corporate contingency budget to the SEN Home to School Transport budget for 2019/20 has been approved which has reduced the forecast overspend from £2.5m to £0.3m.</p> <p>There is a potential pressure due to deficit balances in a school which has converted to academy status. The value is currently estimated at £0.1m and it is unlikely that this can be met from existing resources at this time.</p>
<b>Children's Social Care</b>  <b>RAG rating</b>   <b>Direction of travel</b>   <b>Variation</b> £0.8m (2.5%) overspend  <b>Action Plan</b> Not required	<p>In relation to the Unaccompanied Asylum-Seeking Children budget, following a notification from the Home Office that the funding rate for under 18 young people will be increased from 1 April 2019, it is now expected the costs of this cohort overall will be met by the grant funding available.</p> <p>An overspend of <b>£0.4m</b> is reported within the Children's Social Care teams. £0.1m of this relates to spend on young people in care within the Looked After Children teams and £0.3m in relation to staffing pressures across Children's Social Care due to increased demand. The number of Child in Need and Child Protection cases has increased this year, putting increased pressure on the Family Solutions Service, with Assessment Team demand remaining steady, but with seasonal variations. In both cases to meet demand in line with statutory requirements this requires the service to minimise the number of vacancies. It is particularly challenging to recruit experienced social workers, and therefore this results in an increased use of agency workers. Each team has a recruitment and retention plan with the aim of addressing</p>

	<p>agency spend over the longer term. These teams will be part of the Family Safeguarding Model from June 2020.</p> <p>An overspend of <b>£0.4m</b> is forecast in legal costs, a result of an increase of activity across the service, work is being carried out to identify whether this can be addressed in the longer-term. This is made up of a £0.2m pressure from services provided by the internal legal services and a £0.2m pressure on external specialist advice.</p> <p>The implementation of the family safeguarding plus model to deliver Children's Social Care was approved by Cabinet in July 2019. Cabinet also agreed that the savings in the MTFP associated with this service would no longer be delivered in the same time frame and that the <b>£0.8m</b> planned for 2019/20 would be funded from Corporate Contingency.</p>
<p><b>Children's Social Care Countywide Services</b></p> <p><b>RAG rating</b> </p> <p><b>Direction of travel</b> </p> <p><b>Variation</b> £1.3m (2.4%) overspend</p> <p><b>Action Plan</b> Being developed</p>	<p><b>£0.1m overspend</b> on Safeguarding as a result of the use of agency staff within the team to cover staff absence.</p> <p><b>£1.2m overspend</b> forecast due to savings which are currently not expected to be achieved relating to third party spend. Alternative savings are being considered and an update will be provided in future reports.</p> <p>Overall no variance outside of savings is currently forecast within Corporate Parenting, with overall demand relatively stable and within the assumed budget. Placement mix particularly the number of residential placements, and demand need to be monitored carefully to identify any potential variances as the year progresses.</p>
<p><b><u>DSG Funded Services</u></b></p>	
<p><b>High Needs DSG Block</b></p> <p><b>RAG rating</b> </p> <p><b>Direction of travel</b> </p> <p><b>Variation</b> £12m to £14m (23.2% to 27.1%) overspend</p> <p><b>Action Plan</b> SEND Sufficiency of Places Strategy approved by Cabinet</p>	<p><b>£12m to £14m overspend</b> against the in-year High Needs Block Dedicated Schools Grant. This includes the effect of a temporary additional allocation to be received in 2019/20 of £1.5m and a one-off transfer from the Schools DSG block of £1.8m.</p> <p>The variation is due to an increase in the number of Education Health Care Plans (EHCPs) that the local authority maintains. Over the last year this increased by just under 500 plans. Since the beginning of this financial year, the Council is issuing an average of 50 additional plans per month and this is having a significant impact on team resources. The increase in EHCPs has led to additional cost to meet the needs of students in mainstream schools and an increase in the request for specialist placements. This has led to many children being</p>

in December 2018 to be supplemented by further actions currently in development	<p>placed in the independent non-maintained sector, where placements are on average £0.055m per place per annum plus transport costs.</p> <p>The forecast range is currently given as there is a risk that the overspend will increase significantly due to exceptional demand for special school places, however the range has now narrowed with greater certainty as we move through the year with the majority of special school and further education college secured in the new academic year.</p>
---	---

## **Adult Services**

**£0.4m** (0.2%) forecast overspend

### **Better Care Fund Pool**

**RAG rating**



**Direction of travel**



**Variation** £0.0m  
(0.0%) underspend

Combines health and social care expenditure on care homes, activity relating to hospital avoidance and prevention and early support activities for older people and adults with physical disabilities.

While an improvement plan is underway, the forecast reablement activity provided through the contract with Oxford University Hospitals NHS Foundation Trust continues to be lower than budgeted. The council's share of the underspend based on current activity would be **£0.7m**, no change from the previous month.

### **Action Plan**

Home support capacity is broadly being maintained but the local market continues to be impacted by workforce availability. Based on current activity a forecast overspend of **£0.6m** is being reported. The forecast includes a £0.1m increase in contingency home care costs, a £0.2m increase in residential short stay costs plus a £0.2m reduction in service user contributions. Internal Day services has also increased by £0.1m which reflects the true cost of this service provision – this had previously been reported as a cost outside the pool.

Since the beginning of the year equipment to enable service users to live independently at home has been delivered by a new service provider. The latest activity information implies a forecast overspend of **£0.3m**. The overspend reflects a £0.1m under accrual in relation to the previous provider and £0.2m relating to actual activity in 2019/20.

Based on current activity, the budget for care home placements is forecast to overspend by **£1.5m**, (3.5% of the total care home budget). The increase of £0.1m from the previous month reflects a reduction in service user

contributions made towards their care. Over the year there is an increase in service user contributions being reported which is partly offsetting £1.0m of undelivered savings linked to changes to commercial arrangements. The forecast also assumes that an estimated reduction in impairment, featured in the service and resource plan for both 18/19 and 19/20, will not happen resulting in a pressure £0.4m.

Oxfordshire Clinical Commissioning Group are the accountable body for the Better Care Fund (BCF). Based on the anticipated national increase, the total BCF for



Oxfordshire for 2019/20 was estimated to be £38.4m. £22.5m of that was assumed to be available to support Adult Social Care activity and is included in the forecast.

In July 2019 NHS England announced a 5.3% uplift in the BCF nationally and a 6.1% increase for Oxfordshire. 80% of the estimated additional funding of around £1m being passed to Oxfordshire Clinical Commissioning Group by NHS England to support this increase has been agreed to be used to meet the forecast pressure on equipment or other adult social care pressures in the pool. Confirmation of the actual amount is expected by December 2019.

Some of the £10.4m iBCF grant funding is unlikely to be spent by year end and will be redirected to support pressures in the pool.

Around half of the £1.4m held in reserves for 2019/20 Winter Pressures activity has been agreed to be used to support projects to enable hospital discharges. The remainder is available and could be used to support other urgent spend, including short stay beds.

As reported previously, £0.5m of funding has been held in reserves to support adult social care pressures since the end of 2017/18. It is proposed that this is used to fund pressures in the BCF pool. A formal recommendation on the use of this reserve will be made later in the year when the final outturn position is clearer.

<b>Adults with Care and Support Needs Pool</b>	<p>Supports a mix of health and social care needs for adults of working age with learning disabilities, acquired brain injury or mental health needs. The risk share arrangements for 2019/20 as agreed by the Joint Management Group set out that the council will manage the variation on this pool in 2019/20 subject to OCCG increasing their contribution and taking action to manage any pressure relating to service users with health needs as a result of an acquired brain injury. Any variation associated with service users falling outside of the Outcome Based Contract for Mental Health will be divided equally between the partners based on original budget contribution before any saving.</p>
<b>RAG rating</b> 	
<b>Direction of travel</b>	
<b>Variation</b> £3.3m  (3.9%) overspend	
<b>Action Plan</b> Mitigated by underspends in non – pool budgets.	<p>A further <b>£0.2m overspend</b> is forecast. This forecast now includes the full cost of providing the internal day service which is a £0.5m increase from last month. This had partly been reported outside the pooled budget in previous reports. The forecast reflects a £0.2m reduction in anticipated costs arising from practice forum decisions and a further £0.1m reduction as a result of changes in packages.</p>
	<p><b>£1.3m</b> forecast <u>overspend</u> relates to the social care element of placements in out of county schools and colleges for 18 to 24-year olds with Special Educational Needs (SEN). The increase of £0.3m since the June forecast reflects the anticipated cost of current and expected placements in 2019/20 but may change further based on activity later in the year. Work to clarify all the placements and costs, to improve the ongoing visibility to Adult Social Care, and to ensure that relevant health costs are recharged to the appropriate organisation, is continuing.</p>
	<p><b>£0.5m overspend</b> relates to sustainability costs paid to a provider for the continuing delivery of a contract going through a prolonged procurement process.</p>
	<p>There is a forecast <u>overspend</u> of <b>£0.1m</b> relating to service users with Acquired Brain Injury (ABI) with social care needs. Because of the unpredictability of their needs and the high cost of individual care packages this forecast will fluctuate month to month.</p>
	<p>Savings totalling £2.4m are built into the council's contribution to the pool in 2019/20. Plans to implement these are progressing but based on current plans <b>£1.2m</b> is still at risk of slipping to 2020/21 or not being achievable contributing to the <u>overspend</u> within the pool.</p>

**Non-Pool Services**

**RAG rating**



**Direction of travel**

**Variation** -£2.8m

(-20.0%) underspend

**Action Plan**

Not required

Unallocated on-going base budget of **£2.5m** is currently being held outside the pooled budgets. **£1.7m** is funding built into the Medium-Term Financial Plan for the on-going effect of inflationary pressures agreed in 2018/19. However, as in 2018/19, these costs will again be met from the iBCF grant funding, releasing the equivalent base budget to support other pressures.

A budget of **£0.7m** originally related to Care Act implementation and the withdrawal of the Independent Living Fund. This has been used to manage a range of demand led pressures in the pools in the last two years and continues to be available in 2019/20.

A **£0.1m** budget was previously used to subsidise the employment service

All of the **£2.5m underspend** is being used to offset the forecast pressure within the Adults with Care & Support Needs pooled budget.

A **£0.1m underspend** is reported within Adult Protection & Mental Capacity, arising as a result of vacant posts.

Within provider and support services, an estimated underspend of **£0.2m** is being reported, a £0.4m variation from the previous month. The £0.3m community support staff pressure previously reported here is now being reported within the pooled budget reflecting the true cost of the service. A review of the community support service is currently taking place. A £0.1m innovation fund budget is no longer required in this financial year as the financial commitment to this work will not begin until April 2020. The remaining £0.1m underspend relates to vacant posts within the money management team.

There are additional costs of £0.2m for the review team. This pressure is being intended to be offset against underspends held elsewhere within staffing and infrastructure. If not possible this can be funded from the £0.5m held in reserve specifically to meet financial pressures arising within Adult Social Care.

All other areas are currently reporting a breakeven position noting on-going challenges around the recruitment and sustainability of social work capacity required to support the implementation of the Medium-Term Financial Plan and on-going work.

**Commissioning**

The service is currently reporting a breakeven position.

**RAG rating**



**Direction of travel**



**Variation** £0.0m

Breakeven

**Action Plan**

Not required

---

**Public Health**

**£0m** (0%) breakeven position after a transfer of £0.4m to the Public Health reserve

---

**RAG rating**



**Direction of travel**



**Variation** £0.0m (0%)

Breakeven against  
£29.9m ringfenced  
grant

The forecast position includes a **£0.2m underspend** arising as a result of staff vacancies held within the service, **£0.3m overspend** reflecting the increase in demand for residential detoxification for substance misuse problems, this is an increase of £0.1m from the previous month, plus a further **£0.5m underspend** due to reduced spend on sexual health services through efficiencies gained by using a more refined costing tool within the new contract and lower than predicted out of area spend.

**Action Plan**

Not required

The underspend will be in reserves and used to meet eligible Public Health expenditure in future years. The total funding in the reserve was £1.0m at the start of the year and is now forecast to be £1.4m.

---

## Communities


**£0.0m** (0.0%) forecast breakeven

<b>Planning &amp; Place</b>	<p>Although a nil variance is reported for July, the plans to develop an Integrated Delivery team for the implementation of the Growth Deal and HiF programme, may result in a material short-term revenue pressure.</p> <p>Work is on-going to determine and value the best operating model to support the implementation of this significant programme.</p>
<b>RAG rating</b> 	
<b>Direction of travel</b> 	
<b>Variation</b> £0.0m (0.0%) variance	<p>A significant level of external income funds Growth and Place expenditure budgets, and although to date no significant issues are envisaged, there is an inherent risk associated with the volatility of this type of funding, which, if not fully realised could result in a year end overspend.</p>
<b>Community Operations</b>	<p>Although reporting a breakeven position the service is managing a number of significant uncertainties, with the potential increases in demand on highways maintenance and the historical downturn in Parking income as well as increased costs. These potential in-year pressures could be offset by further likely underspends in Waste Management, if tonnage continues to reduce.</p>
<b>RAG rating</b> 	
<b>Direction of travel</b> 	
<b>Variation</b> £0.0m (0.0%) underspend	<p><b>£0.2m</b> pressure relates to a loss of trading income for the ITU as a result of a contract ending. There is a further risk of overspend if the unit does not realise its operational savings in the MTFP for this year.</p> <p><b>£0.2m</b> pressure relates to additional Depot Works over and above budget.</p> <p><b>£0.3m</b> pressure relates to the pension costs resulting from structural changes in Cultural Services.</p> <p><b>£0.7m</b> underspend is reported in Waste management due to early indications that tonnages in all waste streams will be lower than budgeted for.</p>

---

**Property & Investment**

**RAG rating** 

**Direction of travel** 

**Variation** £0.0m  
(0.0%) variance

Although a nil variance is reported at present, the plans for reshaping the service continues, post Carillion and although this will bring about opportunities in redesigning the service, there is a risk of short-term financial pressures. This includes risk of additional pressures following the asset condition surveys in bringing the estate to a safe/appropriate level of operation.

---

**Community Safety**

Nothing material to report



**RAG rating** 

**Direction of travel** 

**Variation** £0.0m  
(0.0%) variance

## **Resources**

**£0.0m** (0.0%) forecast break even

<b>Resources</b>	<b>£0.2m <u>overspend</u></b> relates to the unfunded costs of the interim Procurement team from April to December. The ongoing pressure will be addressed as part of Provision Cycle service redesign.
<b>RAG rating</b> 	
<b>Direction of travel</b> 	<b>£0.2m <u>overspend</u></b> reflects a pressure on the Legal Services budget. This includes the ongoing effect of complex childcare cases which have increased counsel costs and court fees. Further to this an increase in directorate demand has necessitated additional resource across the team. A review of legal services internal recharges to date has highlighted a potential full year pressure of £0.4m on legal budgets in Communities and Children's directorates.
<b>Variation</b> £0.0m (0.0%) Breakeven	<b>£0.1m <u>overspend</u></b> relates to the net position for the Customer Service Centre. This includes a reported pressure in the Blue Badge Administrative Service due to increased demand following the national implementation of the 'Hidden Disabilities' criteria.  <b>£0.1m <u>overspend</u></b> relates to a number of small pressures across HR and Democratic Services.  <b>£0.6m <u>underspend</u></b> reflects the vacancies being held in the ICT service. An IT strategy is currently being developed, and the IT service plan within that will determine the long-term resourcing requirements. Posts will be filled in line with the service plan and strategy.

**Corporate Measures****General Balances**

The current forecast for general balances at 31 March 2020 is **£22.6m**. This is **£3.3m** higher than the risk assessed level of **£19.3m** as set out in the Medium-Term Financial Plan (MTFP) approved by Council in February 2019. This position assumes that the £2.8m forecast Directorate overspend is not managed and is offset by using part of the unallocated corporate contingency of £3.7m.

**RAG rating****Direction of travel** ↑

Since the last report the Department for Education launched a consultation on changing the conditions of grant and regulations applying to the Dedicated Schools Grant, to clarify that the DSG is a ring-fenced specific grant separate from the general funding of local authorities. It also clarifies that any deficit an authority may have on its DSG account is expected to be carried forward and should not be covered by the authority's general reserves. So the general balances forecast no longer includes the High Needs DSG grant overspend.

	£m	£m
<b>General Balances at 1 April 2019</b>		<b>28.0</b>
<i>Calls on&gt;Returns to Balances</i>		
Budgeted Contribution to Transformation Reserve	-6.0	
Northfield School Revenue Costs	-0.3	21.7
Unused contingency – based on latest Directorate outturn		0.9
<b>Projected Level of General Balances at 31 March 2020</b>		<b>22.6</b>
Risk Assessed Level of General Balances 2019/20		19.3
<b><i>Level of surplus balances</i></b>		<b>3.3</b>

**Reserves**

Reserves are forecast to be **£65.4m** at 31 March 2020, a reduction of **£0.6m** since the last report which relates to the change in the range for the High Needs DSG grant overspend.

**RAG rating**



**Direction of travel** 

**Unplanned Use** >£250k

This includes a forecast mid-range deficit (between £12m and £14m) on the High Needs DSG grant reserve of **£12m** included in the Grants and Contributions Reserves. In late 2018, the Department for Education stated explicitly that 'as funding is ringfenced, there is no requirement for local authorities to top-up the grant from general funding or from non-ring-fenced reserves. Under accounting principles local authorities cannot continue to build up cumulative deficits on DSG provision. In the August Business Monitoring report, we set out the impact that funding the overspend from general balances and other earmarked reserves would be.

However, on Friday 11 October the Department for Education launched a consultation on changing the conditions of grant and regulations applying to the Dedicated Schools Grant, to clarify that the DSG is a ring-fenced specific grant separate from the general funding of local authorities. It also clarifies that any deficit an authority may have on its DSG account is expected to be carried forward and should not be covered by the authority's general reserves. The Government will make a decision on the proposed changes, in time to inform the setting of local authorities' budgets for the financial year 2020/21. The consultation closes on 15 November 2019.

Cabinet are recommended to approve the creation of a new reserve is for the Family Safeguarding Plus Model project. This will allow for any timing issues around project costs, to allow the investment budget to be used flexibly as required across 2019/20 and 2020/21.

---

**Medium  
Term  
Financial  
Plan  
Savings**

At least 77% of the planned savings of **£36.8m** are expected to be delivered.

**RAG rating**



**Direction of  
travel**



**% of  
savings  
expected to  
be achieved**  
95%

<b>Summary of Savings Delivery Progress</b>		
Total Directorate Savings	-21,672	
Corporate Savings	-15,157	
Total savings for 2019/20 Budget	-36,829	
Directorate Savings		
Met from Contingency - Cabinet decision July 2019	-755	3%
Delivered & Green	-12,368	57%
Amber Savings	-5,182	24%
Red Savings	-3,367	16%
	-21,672	
Directorate Delivered & Green Savings	-13,123	
Corporate Savings - all green	-15,157	
	-28,280	
Percentage Delivered & Green of 19/20 total	77%	

The table below shows what percentage of the savings are expected to be delivered compared to the original RAG status set out in the budget agreed by Council in February 2019.

Original RAG Status	Percentage Green/ Delivered	Target
Red	33%	70%
Amber	43%	90%
Green	91%	100%

**Grants**

**RAG rating**



**Direction of  
travel** ↑

The council receives ringfenced and un-ringfenced government grants totalling **£333.2m** in 2019/20. The **£0.2m** change from last month relates to a reduction in the Pupil Premium Allocation (-£0.1m) and the receipt of Troubled Families Grant Payment by Result (£0.3m).

**Strategic Measures****RAG rating****Direction of travel**

The following table sets out average in-house cash balances and average rates of return for September 2019. The current forecast outturn position for in house interest receivable is **£3.0m**, which is expected to be **£0.6m** above budget. This will be confirmed during October and reflected in the next report.

Month	Average cash balance	Average rate of return
September	£374.99m	0.876%

External Fund dividends are paid quarterly. The forecast outturn position for external fund returns is **£3.8m**, which in line with budget.

Interest Payable is forecast to be in line with the budgeted figure of **£15.2m**.

Performance Indicator	Actual	Target
Average interest rate achieved in-house compared to treasury Management Budgeted Rate	0.93%	>=0.98%
Average Annualised Return achieved compared to Benchmark Rate* (Pooled Fund)	3.75%	>=3.75%

**Debt and Loan Write Offs & Impairments****Corporate Debtors****RAG rating****Direction of travel**

Indicators are stable for collection of corporate income; invoice collection, days revenue outstanding and debt over one year are all improved. The average collection rate for the year remains below both the average for last year and target. Further analysis shows the increase relates to unpaid low value invoices and that collection on invoices with a value of over £10,000 are above the target of 97.5%.

Debt requiring impairment (DRI) has decreased marginally this month, 35% of the DRI relates to the developer contribution debt reported last month. Unsecure debt under one year is now below target.

	Target	September 2019
Invoice collection rate	97.5%	96.44%
Avg. days outstanding	35	30
Debt requiring impairment	<£0.30m	£0.42m
Unsecure debt over 1 year	<£0.50m	£0.43m
Write offs as % of income Year to Date	<0.10%	0.00%

**Debt and  
Loan Write  
Offs &  
Impairments**

Both the invoice collection rate and days revenue outstanding continue to be stable with no material movement. Debt requiring impairment (DRI) saw a small increase this month of £0.06m, consequently DRI is now £0.33m adrift of the current impairment balance. The indicators are that identified savings from reducing the impairment are unlikely to be met.

**– Adult  
Contribution  
Charges**

The number of complex high value case with DRI remains consistent including with the higher value ones. However, there remains a significant number of cases (900) to manage and there are staffing challenges as well as delays due to outside factors. As reported last month remedial action is ongoing to focus on the non-complex debtor group where there has been an increase in value and volumes in the last quarter.

**RAG rating****Direction of  
travel**

Projects that will support improved debt collection in the future are ongoing, however existing cases will need working through to conclusion; work on resolution of historical cases and roll out of more efficient team process is continuous.

	Target	September 2019
Invoice collection rate	92%	89.33%
Avg. days outstanding	100	102
Debt requiring impairment	<£2.00m	£2.95m
Unsecure debt over 1 year	<£1.60m	£3.2m
Write offs as % of income Year to Date	<1.0%	0.0%

**Business Management Report**  
**Position to the end of September 2019**  
**Budget Monitoring**

Directorate	BUDGET 2019/20		Latest Budget	Outturn Forecast Year end Spend/Income	Projected Year end Variation to Budget  underspend - overspend + £000	Projected Year end Variance Traffic Light
	Original Budget	Movement to Date				
	£000	£000	£000	£000	£000	
<b>Children</b>						
Gross Expenditure	368,782	-771	368,011	370,447	2,436	G
Gross Income	-255,037	4,814	-250,223	-250,223	0	G
	<b>113,745</b>	<b>4,043</b>	<b>117,788</b>	<b>120,224</b>	<b>2,436</b>	<b>R</b>
<b>Resources</b>						
Gross Expenditure	40,330	-101	40,229	40,263	34	G
Gross Income	-11,487	39	-11,448	-11,515	-67	G
	<b>28,843</b>	<b>-62</b>	<b>28,781</b>	<b>28,748</b>	<b>-33</b>	<b>G</b>
<b>Communities</b>						
Gross Expenditure	175,434	5,632	181,066	181,040	-26	G
Gross Income	-61,968	-5,783	-67,751	-67,751	0	G
	<b>113,466</b>	<b>-151</b>	<b>113,315</b>	<b>113,289</b>	<b>-26</b>	<b>G</b>
<b>Adults</b>						
Gross Expenditure	204,376	840	205,217	205,675	458	G
Gross Income	-20,349	-960	-21,309	-21,309	0	G
	<b>184,027</b>	<b>-120</b>	<b>183,907</b>	<b>184,365</b>	<b>458</b>	<b>G</b>
<b>Public Health</b>						
Gross Expenditure	29,950	0	29,950	29,950	0	G
Gross Income	-29,950	0	-29,950	-29,950	0	G
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>G</b>
<b>Directorate Expenditure Total</b>	<b>818,872</b>	<b>5,601</b>	<b>824,473</b>	<b>827,375</b>	<b>2,902</b>	<b>G</b>
<b>Directorate Income Total</b>	<b>-378,791</b>	<b>-1,891</b>	<b>-380,682</b>	<b>-380,749</b>	<b>-67</b>	<b>G</b>
<b>Directorate Total Net</b>	<b>440,081</b>	<b>3,710</b>	<b>443,791</b>	<b>446,626</b>	<b>2,835</b>	<b>G</b>

**Business Management Report**  
**Position to the end of September 2019**  
**Budget Monitoring**

Directorate	BUDGET 2019/20		Latest Budget	Outturn Forecast Year end Spend/Income	Projected Year end Variation to Budget  underspend - overspend +	Projected Year end Variance Traffic Light
	Original Budget	Movement to Date				
	£000	£000	£000	£000	£000	
Contributions to (+)/from (-)reserves	11,160		11,160	11,160	0	
Contribution to (+)/from(-) balances	-6,000		-6,000	-5,110	890	
Public Health Saving Recharge	-250		-250	-250	0	
Transformaton Savings	-1,500	175	-1,325	-1,325	0	
Contingency	7,629	-3,476	4,153	428	-3,725	
Insurance	2,897		2,897	2,897	0	
Capital Financing	23,691		23,691	23,691	0	
Interest on Balances	-8,419		-8,419	-8,419	0	
<b>Strategic Measures Budget</b>	<b>29,208</b>	<b>-3,301</b>	<b>25,907</b>	<b>23,072</b>	<b>-2,835</b>	
Unringfenced Government Grants	-18,743	-409	-19,152	-19,152	0	
Council Tax Surpluses	-7,306		-7,306	-7,306	0	
Revenue Support Grant	0		0	0	0	
Business Rates Top-Up	-39,896		-39,896	-39,896	0	
Business Rates From District Councils	-34,279		-34,279	-34,279	0	
<b>Council Tax Requirement</b>	<b>369,065</b>	<b>0</b>	<b>369,065</b>	<b>369,065</b>	<b>0</b>	

**KEY TO TRAFFIC LIGHTS**

**Balanced Scorecard Type of Indicator**

Budget	On track to be within +/- 1% of year end budget
	Estimated outturn showing variance in excess of +/- 1% of year end budget

G
R

**Business Management Report**  
**Position to the end of September 2019**  
**Budget Monitoring**

Children Directorate		BUDGET 2019/20			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
		Original Budget	Movement to Date	Latest Estimate			
		£000	£000	£000	£000	underspend - overspend + £000	
<b>CEF1</b>	<b>Education &amp; Learning</b>						
	Gross Expenditure	79,259	1,395	80,654	80,954	300	G
	Gross Income	-54,797	1,107	-53,690	-53,690	0	G
		<b>24,462</b>	<b>2,502</b>	<b>26,964</b>	<b>27,264</b>	<b>300</b>	<b>R</b>
<b>CEF2</b>	<b>Children's Social Care</b>						
	Gross Expenditure	34,717	262	34,979	35,779	800	R
	Gross Income	-3,352	118	-3,234	-3,234	0	G
		<b>31,365</b>	<b>380</b>	<b>31,745</b>	<b>32,545</b>	<b>800</b>	<b>R</b>
<b>CEF3</b>	<b>Children's Social Care Countywide Services</b>						
	Gross Expenditure	55,690	2,106	57,796	59,132	1,336	R
	Gross Income	-3,882	-356	-4,238	-4,238	0	G
		<b>51,808</b>	<b>1,750</b>	<b>53,558</b>	<b>54,894</b>	<b>1,336</b>	<b>R</b>
<b>CEF4-1</b>	<b>Delegated Schools</b>						
	Gross Expenditure	154,133	-4,819	149,314	149,314	0	G
	Gross Income	-154,133	4,819	-149,314	-149,314	0	G
		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>G</b>
<b>CEF4</b>	<b>Other Schools</b>						
	Gross Expenditure	38,570	874	39,444	39,444	0	G
	Gross Income	-38,354	-875	-39,229	-39,229	0	G
		<b>216</b>	<b>-1</b>	<b>216</b>	<b>216</b>	<b>0</b>	<b>G</b>

**Business Management Report**  
**Position to the end of September 2019**  
**Budget Monitoring**

Children Directorate		BUDGET 2019/20			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
		Original Budget	Movement to Date	Latest Estimate			
		£000	£000	£000	£000	underspend - overspend + £000	
<b>CEF5 Children's Services Central Costs</b>							
	Gross Expenditure	6,413	-588	5,825	5,825	0	G
	Gross Income	-519	0	-519	-519	0	G
		<b>5,894</b>	<b>-588</b>	<b>5,306</b>	<b>5,306</b>	<b>0</b>	<b>G</b>
	Directorate Expenditure Total	<b>368,782</b>	<b>-771</b>	<b>368,011</b>	<b>370,447</b>	<b>2,436</b>	<b>G</b>
	Directorate Income Total	<b>-255,037</b>	<b>4,814</b>	<b>-250,223</b>	<b>-250,223</b>	<b>0</b>	<b>G</b>
	Directorate Total Net	<b>113,745</b>	<b>4,043</b>	<b>117,788</b>	<b>120,224</b>	<b>2,436</b>	<b>R</b>

**KEY TO TRAFFIC LIGHTS**

**Balanced Scorecard Type of Indicator**

Budget	On track to be within +/- 1% of year end budget	G R
	Estimated outturn showing variance in excess of +/- 1% of year end budget	

**Business Management Report**  
**Position to the end of September 2019**  
**Budget Monitoring**

		BUDGET 2019/20			Outturn	Projected	Projected
Communities Directorate		Original Budget	Movement to Date	Latest Estimate	Forecast Year end Spend/Income	Year end Variation	Year end Variance Traffic Light Indicator
		£000	£000	£000	£000	underspend - overspend + £000	
EE1	<b>Planning &amp; Place</b>						
	Gross Expenditure	11,862	2,593	14,455	14,455	0	G
	Gross Income	-6,577	-2,710	-9,287	-9,287	0	G
		<b>5,285</b>	<b>-116</b>	<b>5,169</b>	<b>5,169</b>	<b>0</b>	<b>G</b>
EE2	<b>Community Operations</b>						
	Gross Expenditure	124,284	-13,843	110,441	110,415	-26	G
	Gross Income	-48,224	3,721	-44,503	-44,503	0	G
		<b>76,060</b>	<b>-10,122</b>	<b>65,939</b>	<b>65,913</b>	<b>-26</b>	<b>G</b>
EE3	<b>Property &amp; Investment</b>						
	Gross Expenditure	12,822	16,578	29,400	29,400	0	G
	Gross Income	-4,324	-6,483	-10,807	-10,807	0	G
		<b>8,498</b>	<b>10,095</b>	<b>18,593</b>	<b>18,593</b>	<b>0</b>	<b>G</b>
EE4	<b>Community Safety</b>						
	Gross Expenditure	26,466	304	26,770	26,770	0	G
	Gross Income	-2,843	-311	-3,154	-3,154	0	G
		<b>23,623</b>	<b>-7</b>	<b>23,616</b>	<b>23,616</b>	<b>0</b>	<b>G</b>
<b>Directorate Expenditure Total</b>		<b>175,434</b>	<b>5,632</b>	<b>181,066</b>	<b>181,040</b>	<b>-26</b>	<b>G</b>
<b>Directorate Income Total</b>		<b>-61,968</b>	<b>-5,783</b>	<b>-67,751</b>	<b>-67,751</b>	<b>0</b>	<b>G</b>
<b>Directorate Total Net</b>		<b>113,466</b>	<b>-151</b>	<b>113,315</b>	<b>113,289</b>	<b>-26</b>	<b>G</b>

**KEY TO TRAFFIC LIGHTS**

**Balanced Scorecard Type of Indicator**

Budget

On track to be within +/- 1% of year end budget

Estimated outturn showing variance in excess of +/- 1% of year end budget

G

R

**Business Management Report**  
**Position to the end of September 2019**  
**Budget Monitoring**

Resources Directorate	BUDGET 2019/20			Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
	Original Budget	Movement to Date	Latest Estimate			
	£000	£000	£000	£000	underspend - overspend + £000	
<b>CEO1 Corporate Services</b>						
Gross Expenditure	2,298	0	2,298	2,298	0	G
Gross Income	0	0	0	0	0	G
	<b>2,298</b>	<b>0</b>	<b>2,298</b>	<b>2,298</b>	<b>0</b>	<b>G</b>
<b>CEO2 Law &amp; Governance and Human Resources</b>						
Gross Expenditure	11,223	-1	11,222	11,557	335	R
Gross Income	-5,070	-75	-5,145	-5,145	0	G
	<b>6,153</b>	<b>-76</b>	<b>6,077</b>	<b>6,412</b>	<b>335</b>	<b>R</b>
<b>CEO3 Corporate Finance &amp; Internal Audit</b>						
Gross Expenditure	7,388	-401	6,987	7,226	239	R
Gross Income	-2,599	115	-2,484	-2,551	-67	R
	<b>4,789</b>	<b>-286</b>	<b>4,503</b>	<b>4,675</b>	<b>172</b>	<b>R</b>
<b>CEO4 Assistant Chief Executives</b>						
Gross Expenditure	19,421	301	19,722	19,182	-540	R
Gross Income	-3,818	0	-3,818	-3,818	0	G
	<b>15,603</b>	<b>301</b>	<b>15,904</b>	<b>15,364</b>	<b>-540</b>	<b>R</b>
<b>Directorate Expenditure Total</b>	<b>40,330</b>	<b>-101</b>	<b>40,229</b>	<b>40,263</b>	<b>34</b>	<b>G</b>
<b>Directorate Income Total</b>	<b>-11,487</b>	<b>39</b>	<b>-11,448</b>	<b>-11,515</b>	<b>-67</b>	<b>G</b>
<b>Directorate Total Net</b>	<b>28,843</b>	<b>-62</b>	<b>28,781</b>	<b>28,748</b>	<b>-33</b>	<b>G</b>

**KEY TO TRAFFIC LIGHTS**

**Balanced Scorecard Type of Indicator**

Budget	On track to be within +/- 1% of year end budget	G
	Estimated outturn showing variance in excess of +/- 1% of year end budget	R

**Business Management Report**  
**Position to the end of September 2019**  
**Budget Monitoring**

Adults Directorate		BUDGET 2019/20			Outturn	Projected	Projected
		Original	Movement	Latest	Forecast	Year end	Year end
		Budget	to Date	Estimate	Year end	Variance	Variance
					Spend/Income		Traffic Light
						underspend - overspend +	Indicator
		£000	£000	£000	£000	£000	
SCS1	Adult Social Care						
	Gross Expenditure	196,700	345	197,045	197,503	458	G
	Gross Income	-18,999	-474	-19,473	-19,473	0	G
		177,701	-129	177,572	178,030	458	G
SCS2	Joint Commissioning						
	Gross Expenditure	7,676	495	8,171	8,171	0	G
	Gross Income	-1,350	-486	-1,836	-1,836	0	G
		6,326	9	6,335	6,335	0	G
Directorate Expenditure Total		204,376	840	205,217	205,675	458	G
Directorate Income Total		-20,349	-960	-21,309	-21,309	0	G
Directorate Total Net		184,027	-120	183,907	184,365	458	G

**KEY TO TRAFFIC LIGHTS**

**Balanced Scorecard Type of Indicator**

Budget	On track to be within +/- 1% of year end budget
	Estimated outturn showing variance in excess of +/- 1% of year end budget

G
R

**Business Management Report**  
**Position to the end of September 2019**  
**Budget Monitoring**

Public Health Directorate		BUDGET 2019/20		Latest Estimate	Outturn Forecast Year end Spend/Income	Projected Year end Variation	Projected Year end Variance Traffic Light Indicator
		Original Budget	Movement to Date				
		£000	£000				
PH1	<b>LA Commissioning Responsibilities - Nationally Defined</b>						
	Gross Expenditure	16,352	1	16,353	15,853	-500	R
	Gross Income	0	0	0	0	0	G
		<b>16,352</b>	<b>1</b>	<b>16,353</b>	<b>15,853</b>	<b>-500</b>	<b>R</b>
PH2	<b>LA Commissioning Responsibilities - Locally Defined</b>						
	Gross Expenditure	12,965	0	12,965	13,030	65	G
	Gross Income	-228	0	-228	-228	0	G
		<b>12,737</b>	<b>-1</b>	<b>12,737</b>	<b>12,802</b>	<b>65</b>	<b>G</b>
PH3	<b>Public Health Recharges</b>						
	Gross Expenditure	633	0	633	633	0	G
	Gross Income	0	0	0	0	0	G
		<b>633</b>	<b>0</b>	<b>633</b>	<b>633</b>	<b>0</b>	<b>G</b>
PH4	<b>Grant Income</b>						
	Gross Expenditure	0	0	0	0	0	G
	Gross Income	-29,722	0	-29,722	-29,722	0	G
		<b>-29,722</b>	<b>0</b>	<b>-29,722</b>	<b>-29,722</b>	<b>0</b>	<b>G</b>
Transfer to Public Health Reserve		0	0	0	435	535	G
Directorate Expenditure Total		29,950	0	29,950	29,950	100	G
Directorate Income Total		-29,950	0	-29,950	-29,950	0	G
Directorate Total Net		0	0	0	0	100	

**KEY TO TRAFFIC LIGHTS**

**Balanced Scorecard Type of Indicator**

Budget	On track to be within +/- 1% of year end budget	G
	Estimated outturn showing variance in excess of +/- 1% of year end budget	R

**Business Management Report**  
**Position to the end of September 2019**

**CABINET IS RECOMMENDED TO APPROVE THE VIREMENTS AS DETAILED BELOW:**

Directorate (CD = Cross Directorate)	Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget Book Line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
SCS	Nov	Sep	ACSN Bulk Virements 19.20	ACSNPOOL	Adults with Care and Support Needs Pool	P	1731	-1731
				SCS1-1B	Adults with Care and Support Needs Pool Contribution	P	852	52
				SCS1-6	Other Funding	P	-904	0
Grand Total							1,679	-1,679

**Business Management Report**  
**Position to the end of September 2019**

**CABINET IS RECOMMENDED TO NOTE THE VIREMENTS AS DETAILED BELOW:**

Directorate (CD = Cross Directorate)	Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget Book Line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
CD	Nov	Sep	Remove budget for recharge from Corporate Finance to Pooled Budgets	CEO3	Corporate Finance & Internal Audit	P	0	115
				SCS1-9	ASC Staffing & Infrastructure	P	-115	0
CEF	Nov	Sep	transferring funds to fund Step Down Coordinator Post	CEF3-1	Corporate Parenting	T	-19	0
				CEF3-2	Safeguarding	T	19	0
			Vire funds re internal recharge from LAC team to UASC team	CEF2-2	Social Care	P	-209	209
			FSW Honorarium Funding	CEF2-2	Social Care	T	45	0
				CEF5-1	Management & Admin	T	-45	0
			Agency Virement To Fund Service Teams	CEF2-1	Management & Central Costs	T	-202	0
				CEF2-2	Social Care	T	202	0
			IRO Admin Virement	CEF3-2	Safeguarding	T	12	0
				CEF5-1	Management & Admin	T	-12	0
			Pupil Premium Grant Update	CEF4-1	Delegated Budgets	P	-15	15
EE	Nov	Sep	Growth & Place Budget Tidy	EE1-3	Growth & Place	P	160	-160
			Correction of pension pressure to match grant amount	EE4-1	Fire & Rescue Service	P	195	-195
SCS	Nov	Sep	Commissioning: Budget Tidy-up: Requested by Stephen Rowles	SCS1-9	ASC Staffing & Infrastructure	P	-14	0
				SCS2	Joint Commissioning	P	0	14
Grand Total							1	-1

**Business Management Report - September 2019**  
**Cabinet - 19 November 2019**  
**Earmarked Reserves**

	2019/20			Last reported forecast as at 31 March 2020	Change in closing balance to last forecast
	Balance at 1 April 2019	Movement	Forecast Balance at 31 March 2020		
	£000	£000	£000		
Schools' Reserves	17,309	-4,751	12,558	12,558	0
Vehicle and Equipment Reserve	2,901	-2,102	799	799	0
Grants and Contributions Reserve	14,704	-19,334	-4,630	-4,030	600
Government Initiatives	1,324	-692	632	632	0
Trading Accounts	325	138	463	463	0
Council Elections	328	150	478	478	0
Partnership Reserves	2,659	-777	1,882	1,882	0
On Street Car Parking	1,997	250	2,247	2,247	0
Transformation Reserve	3,193	-982	2,211	2,211	0
Demographic Risk Reserve	0	3,000	3,000	3,000	0
Youth Provision Reserve	0	500	500	500	0
Budget Prioritisation Reserve	4,890	-3,006	1,884	1,884	0
Insurance Reserve	10,647	-1,000	9,647	9,647	0
Business Rates Reserve	555	494	1,049	1,049	0
Capital Reserves	31,188	1,517	32,705	32,705	0
Budget Equalisation Reserve	280	-280	0	0	0
<b>Total Reserves</b>	<b>92,300</b>	<b>-26,875</b>	<b>65,425</b>	<b>66,025</b>	<b>600</b>

Commentary
<p>In accordance with the Education Reform Act 1988, the scheme of Local Management of Schools provides for the carry forward of individual schools surpluses and deficits. These reserves are committed to be spent on schools. Other School Reserves cover a number of miscellaneous education activities, including amounts loaned to individual schools against school reserves, and School Partnership Accounts which are operated in respect of inter-school activities, primarily relating</p> <p>This reserve is to fund future replacements of vehicles and equipment.</p> <p>This reserve has been set up to hold unspent grants and contributions committed to be spent in future years. This includes the Dedicated Schools Grant and Public Health Grant</p> <p>This reserve is used to hold underspends on budgets funded by unringfenced grants held that relate to specific agreed outcomes or the implementation of Government initiatives.</p> <p>This reserve holds funds relating to traded activities to help manage investment.</p> <p>This will be used to fund future elections. In years where no County Elections take place any underspend on the Council Elections budget will be transferred to this reserve.</p> <p>To be spent on OxLEP related project expenditure and the Growth Deal</p> <p>This surplus has arisen under the operation of the Road Traffic Regulation Act 1984 (section 55). The purposes for which these monies can be used are defined by statute.</p> <p>£1.0m allocated over 2019/20 and 2020/21 to provide seed funding for locality based youth provision</p> <p>In light of the significant pressures relating to High Needs DSG and other budgets with demographic volatility. This reserve will help to manage demographic risk.</p> <p>This reserve is needed to fund the implementation costs of the Council's Transformation programme.</p> <p>This reserve is being used to support the implementation of the Council's priorities and the Medium Term Financial Plan.</p> <p>This reserve covers the County Council for insurance claims that, based on the previous experience of the County Council, are likely to be received, as well as a number of insurance related issues.</p> <p>This reserve is to smooth the volatility of Business Rates income.</p> <p>This reserve has been established for the purpose of financing capital expenditure in future years.</p> <p>This reserve is being used to manage the cash flow implications of the variations to the Medium Term Financial Plan.</p>

Division(s): N/A
------------------

## **CABINET – 19 NOVEMBER 2019**

### **TREASURY MANAGEMENT MID-TERM REVIEW 2019/20**

**Report by the Director of Finance**

#### **RECOMMENDATION**

1. **Cabinet is RECOMMENDED to**
  - (a) **note the report; and**
  - (b) **recommend Council to note the Council's Mid-Term Treasury Management Review 2019/20.**

#### **Executive Summary**

2. This report covers the treasury management activity for the first 6 months of 2019/20 in compliance with the CIPFA Code of Practice.
3. During the first 6 months of the year £1m of external debt was repaid bringing the total debt down to £342.38m by 30 September 2019.
4. The average daily balance of temporary surplus cash invested in-house in the six months to 30 September was £366m. The Council achieved an average in-house return for that period of 0.93%, below the budgeted rate of 0.98% set in the strategy. This has produced gross interest receivable of £1.70m for the period to 30 September compared to budget of £1.18m due to higher than forecast average cash balances. This is £0.52m or 44% more than budgeted.
5. During the first 6 months of 2019/20 the Council maintained it's holding in external funds at £100m. Weighted by value pooled fund investments produced an annualised income return of 3.40% for the period, and an unrealised annualised gain of 1.358%. These investments are held with a long-term view and performance is assessed accordingly. Externally managed funds are performing in line with budget, and are forecast to return £3.81m for the year.
6. In October 2019 the Treasury announced an increase of an extra 100 basis points over Gilts to PWLB rates. This has led to other Local Authorities borrowing money on the money markets at significantly inflated rates. The Council has been able to benefit from these inflated rates, and the short term market over reaction, by arranging a number of longer term deposits with other Local Authorities.

#### **Introduction**

7. The Chartered Institute of Public Finance and Accountancy's (CIPFA's) Code of Practice on Treasury Management (Revised) 2011 recommends that members are informed of Treasury Management activities at least twice a year. This report

ensures this authority is embracing Best Practice in accordance with CIPFA's recommendations.

8. The following annexes are attached

Annex 1	Lending List Changes
Annex 2	Debt Financing 2019/20
Annex 3	PWLB Debt Maturing
Annex 4	Prudential Indicator Monitoring
Annex 5	Arlingclose Quarter 2 Benchmarking
Annex 6	Specified & Non-Specified Investments 2019/20

## Strategy 2019/20

9. The approved Treasury Management Strategy for 2019/20 was based on an average base rate forecast of 0.88% (0.75% from April to September, then 1.00 % from October to March).
10. The Strategy for borrowing provided an option to fund new or replacement borrowing up to £100m through internal borrowing.
11. The Strategy included the continued use of pooled fund vehicles with variable net asset value.

## External Context – Provided by Arlingclose

12. **Economic backdrop:** UK Consumer Price Inflation (CPIH) fell to 1.7% year/year in August 2019 from 2.0% in July, weaker than the consensus forecast of 1.9% and below the Bank of England's target. The most recent labour market data for the three months to July 2019 showed the unemployment rate edged back down to 3.8% while the employment rate remained at 76.1%, the joint highest since records began in 1971. Nominal annual wage growth measured by the 3-month average excluding bonuses was 3.8% and 4.0% including bonuses. Adjusting for inflation, real wages were up 1.9% excluding bonuses and 2.1% including.
13. The Quarterly National Accounts for Q2 GDP confirmed the UK economy contracted by 0.2% following the 0.5% gain in Q1 which was distorted by stockpiling ahead of Brexit. Only the services sector registered an increase in growth, a very modest 0.1%, with both production and construction falling and the former registering its largest drop since Q4 2012. Business investment fell by 0.4% (revised from -0.5% in the first estimate) as Brexit uncertainties impacted on business planning and decision-making.
14. Politics, both home and abroad, continued to be a big driver of financial markets over the last quarter. Boris Johnson won the Conservative Party leadership contest and has committed to leaving the EU on 31st October regardless of whether a deal is reached with the EU.
15. Tensions continued between the US and China with no trade agreement in sight and both countries imposing further tariffs on each other's goods. The US Federal Reserve cut its target Federal Funds rates by 0.25% in September to a range of 1.75% - 2%, a pre-emptive move to maintain economic growth amid escalating concerns over the trade war and a weaker economic environment

leading to more pronounced global slowdown. The euro area Purchasing Manager Indices (PMIs) pointed to a deepening slowdown in the Eurozone. These elevated concerns have caused key government yield curves to invert, something seen by many commentators as a predictor of a global recession. Market expectations are for further interest rate cuts from the Fed and in September the European Central Bank reduced its deposit rate to -0.5% and announced the recommencement of quantitative easing from 1st November.

16. The Bank of England maintained Bank Rate at 0.75% and in its August Inflation Report noted the deterioration in global activity and sentiment and confirmed that monetary policy decisions related to Brexit could be in either direction depending on whether or not a deal is ultimately reached by 31st October.
17. **Financial markets:** After rallying early in 2019, financial markets have been adopting a more risk-off approach in the following period as equities saw greater volatility and bonds rallied (prices up, yields down) in a flight to quality and anticipation of more monetary stimulus from central banks. The Dow Jones, FTSE 100 and FTSE 250 are broadly back at the same levels seen in March/April.
18. Gilt yields remained volatile over the period on the back of ongoing economic and political uncertainty. From a yield of 0.63% at the end of June, the 5-year benchmark gilt yield fell to 0.32% by the end of September. There were falls in the 10-year and 20-year gilts over the same period, with the former dropping from 0.83% to 0.55% and the latter falling from 1.35% to 0.88%. 1-month, 3-month and 12-month LIBID (London Interbank Bid) rates averaged 0.65%, 0.75% and 1.00% respectively over the period.
19. Recent activity in the bond markets and PWLB interest rates highlight that weaker economic growth remains a global risk. The US yield curve remains inverted with 10-year Treasury yields lower than US 3-month bills. History has shown that a recession hasn't been far behind a yield curve inversion. Following the sale of 10-year Bunds at -0.24% in June, yields on German government securities continue to remain negative in the secondary market with 2 and 5-year securities currently both trading around -0.77%.
20. **Credit background:** Credit Default Swap (CDS) spreads rose and then fell again during the quarter, continuing to remain low in historical terms. After rising to almost 120bps in May, the spread on non-ringfenced bank NatWest Markets plc fell back to around 80bps by the end of September, while for the ringfenced entity, National Westminster Bank plc, the spread remained around 40bps. The other main UK banks, as yet not separated into ringfenced and non-ringfenced from a CDS perspective, traded between 34 and 76bps at the end of the period.
21. There were minimal credit rating changes during the period. Moody's upgraded The Co-operative Bank's long-term rating to B3 and Fitch upgraded Clydesdale Bank and Virgin Money to A-.

## Treasury Management Activity

### Debt Financing

22. The Council's cumulative total external debt has decreased from £343.38m on 1 April 2019 to £342.38m by 30 September 2019, a net decrease of £1m. No new debt financing has been arranged during the year. The total forecast external debt as at 31 March 2020, after repayment of loans maturing during the year, is £341.38m. The forecast debt financing position for 31 March 2019 is shown in Annex 1.
23. At 30 September 2019, the authority had 56 PWLB<sup>1</sup> loans totalling £292.38m, 9 LOBO<sup>2</sup> loans totalling £45m and 1 long-term fixed Money Market loan totalling £5m<sup>3</sup>. The combined weighted average interest rate for external debt as at 30 September 2019 was 4.43%.

### Maturing Debt

24. The Council repaid £1m of maturing PWLB loans during the first half of the year. The details are set out in Annex 2.

### Debt Restructuring

25. The premium charge for early repayment of PWLB debt remained relatively expensive for the loans in the Authority's portfolio and therefore unattractive for debt restructuring activity. No PWLB debt restructuring activity was undertaken during the first half of the year. Opportunities to restructure debt remain under regular review.

### LOBOs

26. At the beginning of the financial year the Authority held £45m of LOBO (Lender's Option Borrower's Option) loans where the lender has the option to propose an increase in the interest rate at set dates, following which the Authority has the option to either accept the new rate or to repay the loan at no additional cost. £20m of these LOBOs had options during 2019/20, to the 30 September 2019 none had been exercised by the lender. The Authority acknowledges there is an element of refinancing risk associated with LOBOs although in the current interest rate environment lenders are unlikely to exercise their options.

---

<sup>1</sup> PWLB (Public Works Loans Board) is a Government agency operating within the United Kingdom Debt Management Office and is responsible for lending money to Local Authorities.

<sup>2</sup> LOBO (Lender's Option/Borrower's Option) Loans are long-term loans which include a re-pricing option for the bank at predetermined intervals.

<sup>3</sup> In June 2016, the Council's LOBO with Barclays PLC was converted to a fixed rate loan at its current interest rate of 3.95% to mature on the 29th May 2065 with Barclays waiving their right to change the interest rate on the loan in the future.

## **Investment Strategy**

27. The Authority holds deposits and invested funds representing income received in advance of expenditure plus balances and reserves. The guidance on Local Government Investments in England gives priority to security and liquidity and the Authority's aim is to achieve a yield commensurate with these principles. The Council continued to adopt a cautious approach to lending to financial institutions and continuously monitored credit quality information relating to counterparties.
28. During the first half of the financial year short term fixed deposits of up to 12 months have been placed with banks, building societies and other Local Authorities on the approved lending list and Money Market Funds have been utilised for short-term liquidity. Yields on longer dated deposits have reduced over the last 6 months, so there has been very few opportunities to place any longer term deposits. In October 2019 the Treasury announced an increase of an extra 100 basis points over Gilts to PWLB rates. This has led to other Local Authorities borrowing money on the money markets at significantly inflated rates. The Council has been able to benefit from these inflated rates, and the short term market over reaction, by arranging a number of longer term deposits with other Local Authorities.
29. The Treasury Management Strategy Statement and Annual Investment Strategy for 2019/20 included the use of external fund managers and pooled funds to diversify the investment portfolio through the use of different investment instruments, investment in different markets, and exposure to a range of counterparties. It is expected that these funds should outperform the Council's in-house investment performance over a rolling three year period. The strategy permitted up to 50% of the total portfolio to be invested with external fund managers and pooled funds (excluding Money Market Funds). The performance of the pooled funds will continue to be monitored by the Treasury Management Strategy Team (TMST) throughout the year against respective benchmarks and the in-house portfolio.

## **The Council's Lending List**

30. The Council's in-house cash balances were deposited with institutions that meet the Council's approved credit rating criteria. The approved Lending List is updated to reflect changes in counterparty credit quality with changes reported to Cabinet on a bi-monthly basis. Changes to the lending list in the first 6 months of 2019/20 are set out in Annex 1.
31. In the six months to 30 September 2019 there were no instances of breaches in policy in relation to the Council's Lending List. Any breaches in policy will be reported to Cabinet as part of the bi-monthly Business Strategy and Financial Monitoring report.

## **Investment Performance**

32. Security of capital has remained the Authority's main investment objective. This has been maintained by following the Authority's counterparty policy as set out in

its Treasury Management Strategy Statement and Annual Investment Strategy for 2019/20.

33. The average daily balance of temporary surplus cash invested in-house in the six months to 30 September was £366m. The Council achieved an average in-house return for that period of 0.93%, below the budgeted rate of 0.98% set in the strategy. This has produced gross interest receivable of £1.70m for the period to 30 September compared to budget of £1.18m due to higher than forecast average cash balances.
34. Temporary surplus cash includes; developer contributions; council reserves and balances; trust fund balances; and various other funds to which the Council pays interest at each financial year end, based on the average three month London Interbank Bid (LIBID) rate.
35. The Council uses the three month inter-bank sterling bid rate as its benchmark to measure its own in-house investment performance. During the first half of 2019/20 the average three month inter-bank sterling rate was 0.66%. The Council's average in-house return of 0.93% exceeded the benchmark by 0.27%. The Council operates a number of call accounts and instant access Money Market Funds to deposit short-term cash surpluses. The average balance held on overnight deposit in money market funds or call accounts in the 6 months to 30 September was £59.90m.
36. The UK Bank Rate has remained at 0.75% for the 6 months to 30<sup>th</sup> September. Arlingclose currently forecast the bank rate to remain at 0.75% for the medium term, but with significant near term downside risk. The TMST view is that there will not be another increase in base rate this financial year.

### **External Fund Managers and Pooled Funds**

37. During the first 6 months of 2019/20 the Council maintained it's holding in external funds at £100m. Weighted by value pooled fund investments produced an annualised income return of 3.40% for the period, and an unrealised annualised gain of 1.358%. These investments are held with a long-term view and performance is assessed accordingly.
38. Gross distributions from pooled funds have totalled £1.73m in the first six months of the year.

### **Prudential Indicators for Treasury Management**

39. The Authority confirms compliance with its Prudential Indicators for 2019/20, which were set as part of the Authority's Treasury Management Strategy Statement. The position as at 30 September 2019 for the Prudential Indicators is shown in Annex 3.

### **External Performance Indicators and Statistics**

40. The County Council is a member of the CIPFA Treasury and Debt Management benchmarking club and receives annual reports comparing returns and interest payable against other authorities. The benchmarking results for 2018/19 showed

that Oxfordshire County Council had achieved an average total investment return of 0.91% compared with an average of 1.19% for the all member group. The member group achieved this higher return by having higher exposure to external funds and some long term deposits with maturities in excess of 5 years.

41. The average interest rate paid for all debt during 2018/19 was 4.40%, with an average of 2.98% for the comparative all member group. It should be noted that all of Oxfordshire County Council's debt is long-term, whereas the averages for the comparators include short-term debt which has a lower interest rate and so reduces the averages. Oxfordshire County Council had a higher than average proportion of its debt portfolio in PWLB loans at 86% compared to 64% for the all member group. Oxfordshire County Council had 14% of its debt in LOBO loans as at 31 March 2019 compared with an average of 13% for the comparative group.
42. Arlingclose also benchmark the Council's investment performance against its other clients on a quarterly basis. The results of the quarter 2 benchmarking to 30 September 2019 are shown in Annex 4.
43. The benchmarking results show that the Council was achieving higher than average interest on in both inhouse and externally managed funds at 30 September 2019, when compared with a group of 138 other local authorities. This has been achieved by placing deposits over a longer than average duration with institutions that are of higher than average credit quality.
44. Oxfordshire had a higher than average allocation to fixed and local authority deposits when compared with other local authorities in the benchmarking exercise. Oxfordshire also had a notably lower than average exposure to money market funds and call accounts.

## **Training**

45. Individuals within the Treasury Management Team continue to keep up to date with the latest developments and attend external workshops and conferences where relevant.

## **Financial and Legal Implications**

46. Interest payable and receivable in relation to Treasury Management activities are included within the overall Strategic Measures budget. In house interest receivable for 2019/20 is currently forecast as £2.98m, exceeding the budgeted figure of £2.36m by £0.62m. Of the forecast £2.98m interest receivable, £1.70m had been realised as at the 30 September 2019. The increased interest received is due to the achievement of higher than forecast average cash balances.
47. Dividends payable from external funds in 2019/20 are forecast as £3.81m, in line with the budget.
48. Interest payable is currently forecast to be in line with the budgeted figure of £15.22m.

**LORNA BAXTER**  
**Director of Finance**

**Contact officer: Tim Chapple – Financial Manager – Treasury**  
**Contact number: 07917 262935**  
**November 2019**

**Lending List Changes from 1 April 2019 to 30 September 2019**

<b>Counterparty</b>	<b>Lending Limit</b>	<b>Maximum Maturity</b>
<b>Counterparties added/reinstated</b>		
None		
<b>Counterparties suspended</b>		
Deutsche Global Liquidity MMF		
<b>Lending limits &amp; Maturity limits increased</b>		
Federated Short Term Sterling Fund	£12m to £20m	O/N
<b>Lending limits &amp; Maturity limits decreased</b>		
Coventry Building Society	£15 no change	6 months to 100 days
Development Bank of Singapore	£25m no change	13 to 6 months
Overseas Chinese Banking Corporation	£25m no change	13 to 6 months
United Overseas Bank	£25m no change	13 to 6 months
<b>Pension Fund Lending list changes</b>		
None		

**OXFORDSHIRE COUNTY COUNCIL DEBT FINANCING 2019/20**

<u>Debt Profile</u>		£m
1. PWLB	83%	293.38
2. Other Long Term Loans	14%	<u>50.00</u>
3. Sub-total External Debt		343.38
4. Internal Balances		<u>9.35</u>
<b>5. Actual Debt at 31 March 2019</b>	<b>100%</b>	<b>352.73</b>
6. Government Supported Borrowing		0.00
7. Unsupported Borrowing		9.35
8. Borrowing in Advance		0.00
9. Minimum Revenue Provision		<u>-9.35</u>
<b>10. Forecast Debt at 31 March 2020</b>		<b>352.73</b>
<u>Maturing Debt</u>		
11. PWLB loans maturing during the year		2.00
12. PWLB loans repaid prematurely in the course of debt restructuring		<u>0.00</u>
<b>13. Total Maturing Debt</b>		<b>-2.00</b>
<u>New External Borrowing</u>		
14. PWLB Normal		0.00
15. PWLB loans raised in the course of debt restructuring		0.00
16. Money Market LOBO loans		<u>0.00</u>
<b>17. Total New External Borrowing</b>		<b>0.00</b>
<u>Debt Profile Year End</u>		
18. PWLB	83%	291.38
19. Money Market loans (incl £45m LOBOs)	14%	<u>50.00</u>
20. Forecast Sub-total External Debt		341.38
21. Forecast Internal Balances		<u>11.35</u>
<b>22. Forecast Debt at 31 March 2020</b>	<b>100%</b>	<b>352.73</b>

**Line**

- 1 – 5 This is a breakdown of the Council's debt at the beginning of the financial year (1 April 2019). The PWLB is a government agency operating within the Debt Management Office. LOBO (Lender's Option/ Borrower's Option) loans are long-term loans, with a maturity of up to 60 years, which includes a re-pricing option for the bank at predetermined time intervals. Internal balances include provisions, reserves, revenue balances, capital receipts unapplied, and excess of creditors over debtors.
- 6 'Government Supported Borrowing' is the amount that the Council can borrow in any one year to finance the capital programme. This is determined by Central Government, and in theory supported through the Revenue Support Grant (RSG) system.
- 7 'Unsupported Borrowing' reflects Prudential Borrowing taken by the authority whereby the associated borrowing costs are met by savings in the revenue budget.
- 8 'Borrowing in Advance' is the amount the Council borrowed in advance to fund future capital finance costs.
- 9 The amount of debt to be repaid from revenue. The sum to be repaid annually is laid down in the Local Government and Housing Act 1989, which stipulates that the repayments must equate to at least 4% of the debt outstanding at 1 April each year.
- 10 The Council's forecast total debt by the end of the financial year, after taking into account new borrowing, debt repayment and movement in funding by internal balances.
- 11 The Council's normal maturing PWLB debt.
- 12 PWLB debt repaid early during the year.
- 13 Total debt repayable during the year.
- 14 The normal PWLB borrowing undertaken by the Council during 2019/20.
- 15 New PWLB loans to replace debt repaid early.
- 16 The Money Market borrowing undertaken by the Council during 2019/20
- 17 The total external borrowing undertaken.
- 18-22 The Council's forecast debt profile at the end of the year.

**Long-Term Debt Maturing 2019/20****Public Works Loan Board: Loans Matured during first half of 2019/20**

<b>Date</b>	<b>Amount £m</b>	<b>Rate %</b>
13/07/2019	0.500	2.35%
31/07/2019	0.500	2.35%
<b>Total</b>	<b>1.000</b>	

**Public Works Loan Board: Loans Due to Mature during second half of 2019/20**

<b>Date</b>	<b>Amount £m</b>	<b>Rate %</b>
13/01/2020	0.500	2.35%
31/01/2020	0.500	2.35%
<b>Total</b>	<b>1.000</b>	

### **Prudential Indicators Monitoring at 30 September 2019**

The Local Government Act 2003 requires the Authority to have regard to CIPFA's Prudential Code for Capital Finance in Local Authorities (the Prudential Code) when determining how much money it can afford to borrow. To demonstrate that the Authority has fulfilled the requirements of the Prudential Code the following indicators must be set and monitored each year.

#### **Authorised and Operational Limit for External Debt**

Actual debt levels are monitored against the Operational Boundary and Authorised Limit for External Debt below. The Operational Boundary is based on the Authority's estimate of most likely, i.e. prudent, but not worst case scenario for external debt. The council confirms that the Operational Boundary has not been breached during 2019/20.

The Authorised Limit is the affordable borrowing limit determined in compliance with the Local Government Act 2003. It is the maximum debt that the Authority can legally owe. The authorised limit provides headroom over and above the operational boundary for unusual cash movements. The Authority confirms that the Authorised limit was not breached in the first half of 2019/20.

Authorised limit for External Debt	£445,000,000
Operational Limit for External Debt	£425,000,000
Capital Financing Requirement for year	£409,372,000

	<b>Actual 30/09/2019</b>	<b>Forecast 31/03/2020</b>
Borrowing	£342,382,618	£341,382,618
Other Long-Term Liabilities	£ 24,000,000	£ 24,000,000
<b>Total</b>	<b>£366,382,618</b>	<b>£365,382,618</b>

#### **Interest Rate Exposures**

These indicators are set to control the Authority's exposure to interest rate risk. The upper limits on fixed and variable rate interest exposures. Fixed rate investments are borrowings are those where the rate of interest is fixed for the whole financial year. Instruments that mature during the financial year are classed as variable rate.

##### **Fixed Interest Rate Exposure**

Fixed Interest Net Borrowing limit	£350,000,000
Actual at 30 September 2019	£56,382,618

##### **Variable Interest Rate Exposure**

Variable Interest Net Borrowing limit	£0
Actual at 30 September 2019	-£75,210,740

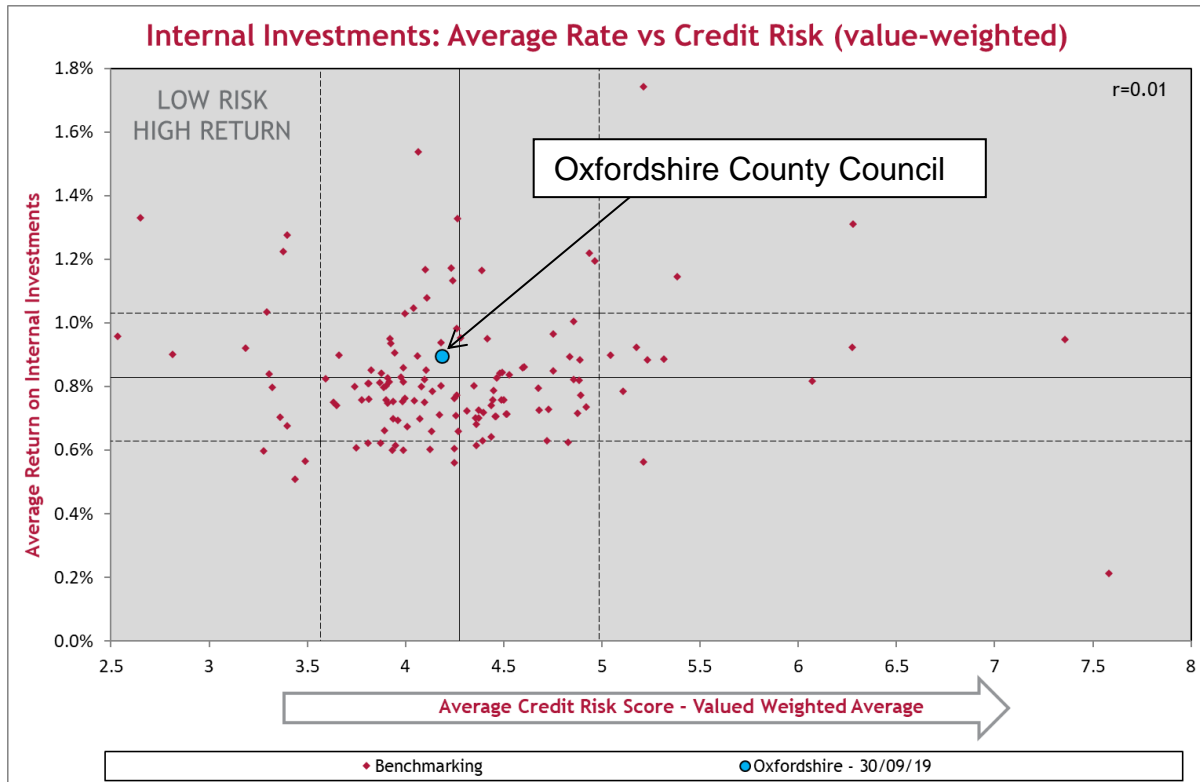
#### **Principal Sums Invested over 365 days**

Total sums invested for more than 364 days limit	£150,000,000
Actual sums invested for more than 364 days	£ 19,000,000

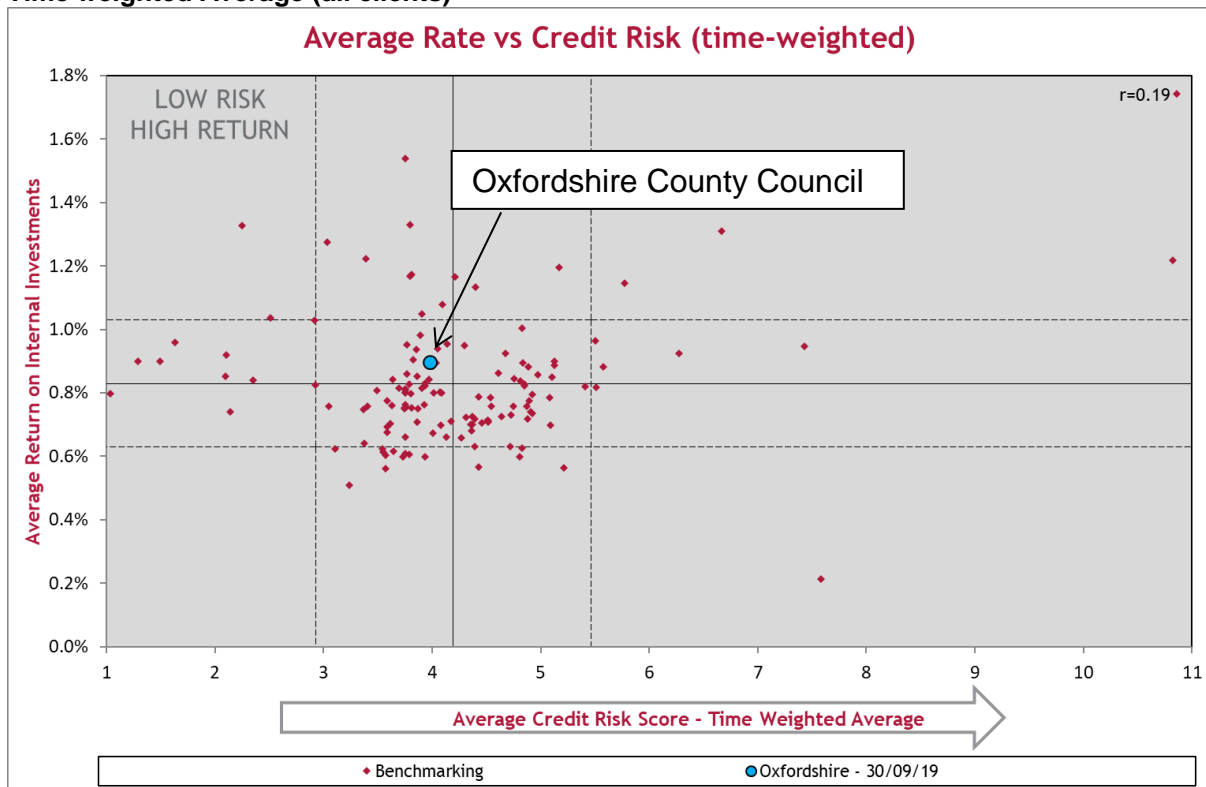
### **Maturity Structure of Borrowing**

This indicator is set to control the Authority's exposure to refinancing risk. The upper and lower limits on the maturity structure of fixed rate borrowing and the actual structure at 30 September 2019, are shown below. Time periods start on the first day of each financial year. The maturity date of borrowing is the earliest date on which the lender can demand repayment.

	<b>Limit %</b>	<b>Actual %</b>
Under 12 months	0 - 20	6.41
12 – 24 months	0 - 25	3.20
24 months – 5 years	0 - 35	17.76
5 years to 10 years	5 - 40	20.09
10 years +	50 - 95	52.53

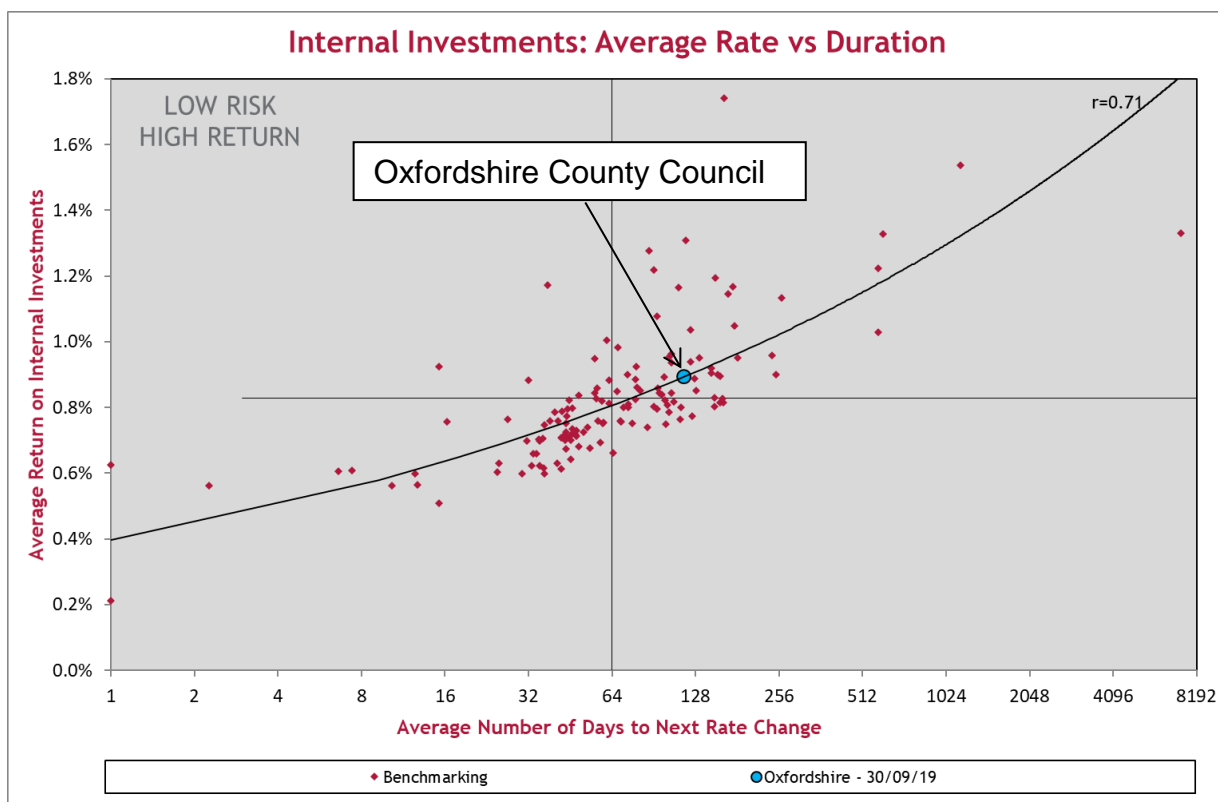
**Value weighted average (all clients)**

This graph shows that, at 30 September 2019, Oxfordshire achieved a higher than average return for lower than average credit risk, weighted by deposit size.

**Time weighted Average (all clients)**

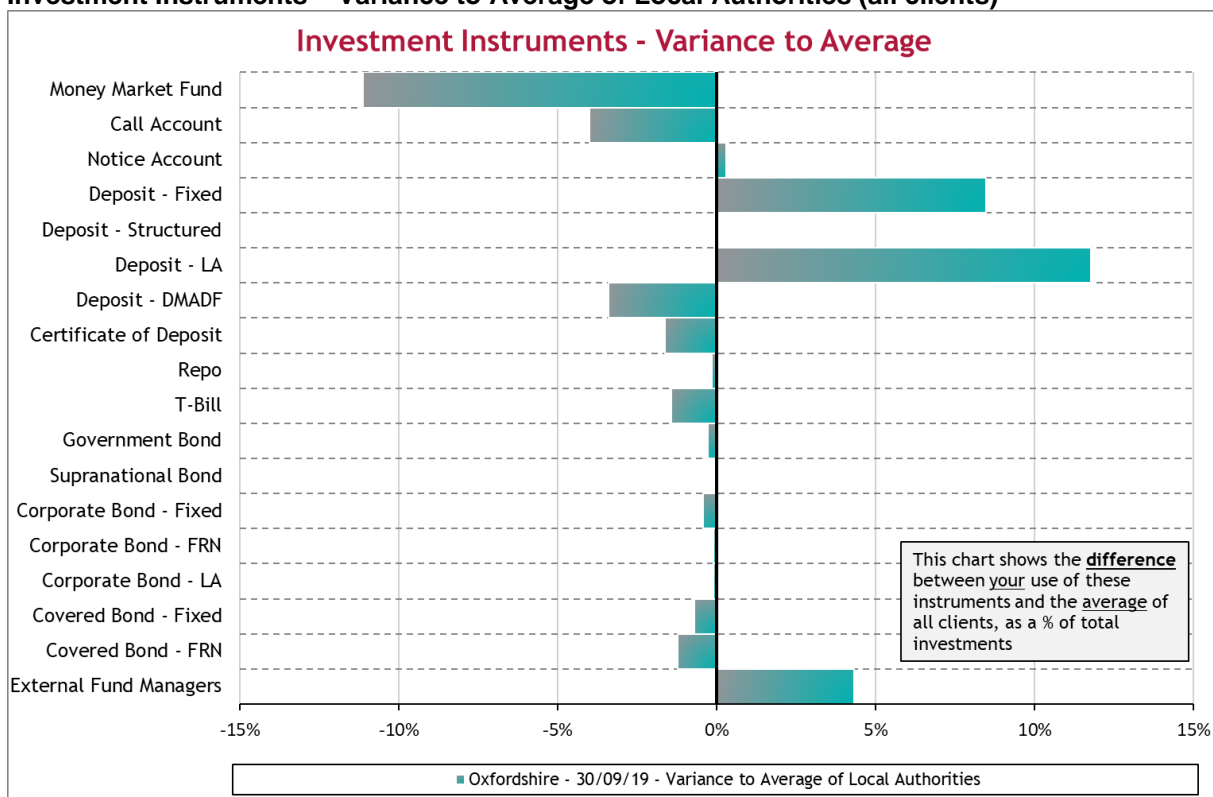
This graph shows that, at 30 September 2019, Oxfordshire achieved higher than average return for lower than average credit risk, weighted by duration.

**Average Rate vs Duration (all clients)**



This graph shows that, at 30 September 2019, Oxfordshire achieved a higher than average return by placing deposits for longer than average duration.

#### Investment Instruments – Variance to Average of Local Authorities (all clients)



This graph shows that, at September 2019, Oxfordshire had notably higher than average local authority deposits, fixed deposits and investments in Externally Managed Funds when compared with other local authorities. Oxfordshire also had notably lower exposures to money market funds and call accounts.

## Specified and Non Specified Investments 2019/20

**Specified Investments**

<b>Investment Instrument</b>	<b>Minimum Credit Criteria</b>	<b>Use</b>
Debt Management Agency Deposit Facility	N/A	In-house and Fund Managers
Term Deposits – UK Government	N/A	In-house
Term Deposits – other Local Authorities	N/A	In-house
Term Deposits – Banks and Building Societies	Short-term F1, Long-term BBB+, Minimum Sovereign Rating AA+	In-house and Fund Managers
Certificates of Deposit issued by Banks and Building Societies	A1 or P1	In-house on a buy and hold basis and Fund Managers
Money Market Funds	AAA	In-house and Fund Managers
Other Money Market Funds and Collective Investment Schemes <sup>4</sup>	Minimum equivalent credit rating of A+. These funds do not have short-term or support ratings.	In-house and Fund Managers
UK Government Gilts	N/A	In-house on a buy and hold basis and Fund Managers
Treasury Bills	N/A	In-house and Fund Managers
Reverse Repurchase Agreements - maturity under 1 year from arrangement and counterparty is of high credit quality (not collateral)	Long Term Counterparty Rating A-	In-house and Fund Managers
Covered Bonds – maturity under 1 year from arrangement	Minimum issue rating of A-	In-house and Fund Managers

<sup>4</sup> I.e., credit rated funds which meet the definition of a collective investment scheme as defined in SI 2004 No 534 and SI 2007 No 573.

## Non-Specified Investments

<b>Investment Instrument</b>	<b>Minimum Credit Criteria</b>	<b>Use</b>	<b>Max % of total Investments</b>	<b>Max Maturity Period</b>
Term Deposits – other Local Authorities (maturities in excess of 1 year)	N/A	In-house	50%	3 years
Term Deposits – Banks and Building Societies (maturities in excess of 1 year)	Short-term F1+, Long-term AA-	In-house and Fund Managers	50% in-house; 100% External Funds	3 years
Structured Products (e.g. Callable deposits, range accruals, snowballs, escalators etc.)	Short-term F1+, Long-term AA-	In-house and Fund Managers	50% in-house; 100% External Funds	3 years
UK Government Gilts with maturities in excess of 1 year	N/A	In-house and Fund Managers	50% in-house; 100% External Funds	5 years in-house, 10 years fund managers
Bonds issued by Multilateral Development Banks	AAA	In-house and Fund Managers	50% in-house; 100% External Fund	25 years
Bonds issued by a financial institution which is guaranteed by the UK Government	AA	In-house and Fund Managers	50% in-house; 100% External Fund	5 years in-house
Collective Investment Schemes <sup>5</sup> but which are not credit rated	N/A	In-house and Fund Managers	50% In-house; 100% External Funds	Pooled Funds do not have a defined maturity date

<sup>5</sup> Pooled funds which meet the definition of a collective investment scheme as defined in SI 2004 No 534 and SI 2007 No 573.

<b>Investment Instrument</b>	<b>Minimum Credit Criteria</b>	<b>Use</b>	<b>Max % of total Investments</b>	<b>Max Maturity Period</b>
Sovereign Bond Issues	AAA	In-house on a buy and hold basis. Fund Managers	50% in-house; 100% External Funds	5 year in-house, 30 years fund managers
Reverse Repurchase Agreements - maturity in excess of 1 year, or/and counterparty not of high credit quality.	Minimum long term rating of A-	In-house and Fund Managers	50% in-house; 100% External Funds	3 years
Covered Bonds	AAA	In-house and Fund Managers	50% in-house; 100% External Funds	20 years
Registered Providers	As agreed by TMST in consultation with the Leader and the Cabinet Member for Finance	In-house	50% In-house	5 years

The maximum limits for in-house investments apply at the time of arrangement.

This page is intentionally left blank

Division (s): ALL

## CABINET – 19 NOVEMBER 2019

### OXFORDSHIRE LOCAL AGGREGATE ASSESSMENT 2019

Report by Director for Planning & Place

#### RECOMMENDATION

1. **The CABINET is RECOMMENDED to, subject to consideration of any advice from the South East England Aggregate Working Party,**
  - (a) approve the inclusion of the provision level figures in paragraph 30 of the report in the Oxfordshire Local Aggregate Assessment 2019 for use as the basis for provision for mineral working in the Oxfordshire Minerals and Waste Local Plan and for calculating the Oxfordshire landbank;
  - (b) authorise the Director for Planning and Place in consultation with the Cabinet Member for Environment to finalise the Oxfordshire Local Aggregate Assessment 2019 and to publish it on the Council website.

#### Executive Summary

2. Under the National Planning Policy Framework, July 2018 (NPPF), mineral planning authorities should prepare an annual Local Aggregate Assessment (LAA).
3. 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. The LAA sets the level of provision to be made for future supply of sand and gravel and crushed rock from quarries and the NPPF states the LAA should 'forecast future demand, based on a rolling average of 10 years' sales data and other relevant information, and an assessment of all supply options.'
4. Having reviewed the 2018 figures based on the 10-year sales average data, we also reviewed the 3-years sales average and assessed the implications of the continued growth that is planned across Oxfordshire. To ensure that supply continues to meet demand the **LAA Provision levels** are proposed for the LAA 2019 as follows:
  - **Sand and Gravel – 1.015mtpa**
  - **Soft Sand – 0.243mtpa**
  - **Crushed rock – 0.778mtpa**
  - **Recycled and Secondary Aggregates- 0.926mtpa**

5. Using these proposed LAA provision levels and the Oxfordshire reserves at the end of 2018, the Landbank can be calculated as:
  - **Sand and Gravel - 12.7 years**
  - **Soft Sand - 12.72 years**
  - **Crushed Rock - 9.9 years**
6. We will therefore need to identify sites for sharp sand and gravel, soft sand and crushed rock to meet the mineral requirements over the Plan Period.
  - **Sand and Gravel - 3.637 million tonnes.**
  - **Soft Sand - 0.641 million tonnes**
  - **Crushed rock - 1.978 million tonnes**
7. This work is currently being undertaken in the preparation of the Minerals and Waste Local Plan: Part 2 – Site Allocations.

## **Introduction**

8. The National Planning Policy Framework, July 2018 (NPPF) states that mineral planning authorities should prepare an annual Local Aggregate Assessment (LAA). The first Oxfordshire LAA was prepared in 2014. The current Oxfordshire LAA was prepared in 2018 and was approved by Cabinet on 20 November 2018. The LAA 2014 and LAA 2018 are both available on the Council's website.
9. The LAA 2018 was based largely on data up to the end of 2017. More recent information, including data on sales and reserves of aggregate minerals in 2018, is now available. A revised LAA should now be produced taking into account this more up to date information.
10. The LAA sets the level of provision to be made for future supply of sand and gravel and crushed rock from quarries in the county. The NPPF states the LAA should 'forecast future demand, based on a rolling average of 10 years' sales data and other relevant information, and an assessment of all supply options'. The LAA is used to determine the minerals 'landbank' and also provides the basis for the amounts of new mineral working to be provided for in the Minerals and Waste Local Plan.

## **Revised Local Aggregate Assessment 2019**

### **Sales and Demand**

12. The 2018 Oxfordshire aggregate quarry sales and reserves subdivided by mineral type, from the Aggregates Monitoring Survey 2018, are set out in Annex 1:

- Table 1 shows the rolled forward 10 year and 3-year sales averages, with the current LAA 2018 figures and the previous 10 year and 3-year averages for comparison.
  - Figures 1-3 show the last 10-year sales compared with the average sales(mtpa) and the LAA 2018 and proposed LAA 2019 provision levels.
  - Table 2 shows permitted reserves at the end of 2018.
  - Table 3 shows the landbank at the end of 2018, based on the LAA 2018 figures, with the lifespan of the permitted reserves based on the 10 year and 3-year sales averages for comparison.
  - Table 4 shows the landbank as at the end of 2018 using the proposed LAA 2019 provision figures
  - Table 5 shows the secondary and recycled aggregates sales in Oxfordshire 2009-2018
13. Sales of sharp sand and gravel increased in 2018 but were still below the current LAA level; and there was an increase in the 10-year sales average, this being the first such increase since the LAA 2014 and reversing the previous trend of annual decreases in the 10-year average. The 3-year sales average of sharp sand and gravel increased again and is 21% higher than the 10-year average but still below the LAA level.
  14. Sales of soft sand in 2018 remained virtually the same as in 2017, at the highest level since 2004. The 10-year sales average increased again, further above the current LAA level. The 3-year sales average also increased again, to 29% above the current LAA level.
  15. Sales of crushed rock fell in 2018 but the 10-year sales average increased is and now above the current LAA level. The 3-year sales average fell slightly but is still 33% higher than the current LAA level.
  16. Sales of crushed rock through rail depots (i.e. imported into Oxfordshire by rail) were almost the same in 2018 as in 2017 and were consistent with levels over the previous 3 years. Due to confidentiality issues we are unable to report figures
  17. Sales of recycled and secondary aggregates recorded in the survey were 406,000 tonnes in 2018, almost the same as the 417,000 tonnes recorded in 2017, but there was not a complete response to the survey and the actual total sales figures are believed to be higher.
  18. The 2018 Aggregates Monitoring Survey did not include movements of aggregates between mineral planning authorities. The most up to date information on imports and exports of aggregates remains that from the 2014 survey, as included in the LAA 2018. There is no other evidence of significant change in import and export factors
  19. There is no evidence of significant change in factors that could affect the supply of aggregates in Oxfordshire over the plan period, including continued availability of primary land-based resources and reserves and ongoing

availability of secondary and recycled materials and plant capacity to supply them.

20. There is also no evidence of significant change in factors that could affect demand for aggregate minerals in Oxfordshire over the plan period, including: economic growth; population growth and house construction; major infrastructure projects and key developments.

### **Main Issues for the Local Aggregate Assessment 2019**

21. The key issue to be considered is whether the provision level figures in the current LAA 2018 should be changed in the revised LAA in the light of new information, in particular the sales of aggregate minerals in 2018.
22. If the LAA 2019 is revised to include different provision level figures from those in the current LAA 2018, this would affect the calculation of the landbank. It could also affect the amount of provision for additional aggregate mineral working that should be made in the Minerals and Waste Site Allocations Plan. In addition, subject to any conclusions drawn from the annual monitoring of policies, it could signal a need to consider review of policy M2 in the Minerals and Waste Local Plan, Part 1 – Core Strategy.
23. In the case of sharp sand and gravel, sales in 2018 were still below the current LAA level but the generally upward trend in sales was continued and there was an increase in the 10-year sales average, reversing the previous trend of decreases. The 3-year sales average increased and is 21% higher than the 10-year average, although still below the current LAA level. This is consistent with the expectation of increasing demand and consequent sales when the LAA 2014 provision level figure was set at 1.015 mtpa, which has been continued in subsequent LAAs. Available evidence indicates that supply is likely to increase further in response to rising demand, but there is no justification for a change in the LAA provision level figure for sharp sand and gravel at this time and that the current level of 1.015 mtpa should continue to apply in the LAA 2019.
25. In the case of soft sand, the current LAA provision level figure of 0.189 mtpa was set in the LAA 2014 on the basis of the 10-year sales average at that time; and this has been continued in subsequent LAAs. Since 2014, sales of soft sand have been at levels between 22% and 33% higher than the current LAA figure. There have now been 5 years (2014 – 2018) of sales of soft sand consistently at levels significantly above pre-2014 sales levels and above the LAA figure. My view is that this 5-year period of sales at a consistently higher level reflects an increased level of demand for soft sand that is likely to continue for the foreseeable future, and it is now appropriate to increase the LAA provision level figure for soft sand. I consider the most appropriate new LAA level for soft sand is the current 3-year sales average: 0.243 mtpa.
26. In the case of crushed rock, the current LAA provision level figure of 0.584 mtpa was set in the LAA 2014 on the basis of an upward adjustment of the 10-year sales average at that time; and this has been continued in

subsequent LAAs. Since 2014, sales of crushed rock have been at levels between 22% and 82% higher than the current LAA figure. There have now been 5 years (2014 – 2018) of sales of crushed rock consistently at levels significantly above pre-2014 sales levels and above the LAA figure. My view is that this 5-year period of sales at a consistently higher level is sufficient for it to be concluded that this reflects an increased level of demand for crushed rock that is likely to continue for the foreseeable future. I therefore consider it is now appropriate to increase the LAA provision level figure for crushed rock, and the most appropriate new LAA level for crushed rock is the current 3-year sales average: 0.778 mtpa.

27. 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. In the case of Oxfordshire these are recycled and secondary aggregates and aggregate rail depots.
28. In the case of recycled and secondary aggregates, my view is that the appropriate figure to use in the LAA is the provision rate set in the Oxfordshire Minerals & Waste Local Plan: Part 1 – Core Strategy (2017) policy M3. This is 0.926 mtpa.
29. In the case of aggregate rail depots, due to confidentiality reasons we are unable to provide a LAA 2019 provision figure at this stage.
30. My view is therefore that the LAA provision levels in the LAA 2019 should be:
 

Sharp sand & gravel	1.015 mtpa (unchanged from 2018);
Soft sand	0.243 mtpa (increased from 2018);
Crushed rock	0.778 mtpa (increased from 2018);
Recycled and secondary aggregates	0.926 mtpa (no previous figure)
31. Taking into account permitted reserves at the end of 2018, sales in the years 2014 to 2018 and these proposed LAA 2019 provision levels, the remaining supply requirements for the period 2014 to 2031 are
  - **Sand and Gravel - 3.637 million tonnes.**
  - **Soft Sand - 0.641 million tonnes**
  - **Crushed rock - 1.978 million tonnes**
32. We will therefore need to identify sites for sharp sand and gravel, soft sand and crushed rock to meet the mineral requirements over the Plan Period. This is being undertaken in the Minerals and Waste Local Plan: Part 2 – Site Allocations Plan.

## Consultation

31. The NPPF requires the Council to consult and take into account the advice of the South East England Aggregate Working Party (SEEAWP); a draft revised Oxfordshire LAA 2019 is due to be considered at a meeting of SEEAWP on

14 November 2019. Comments from this meeting will be provided orally to the Cabinet.

32. There is no requirement for wider consultation on LAAs. This is a technical document that will form part of the evidence base of future Plan preparation and as such will be published alongside the Site Allocations Plan.

### **Minerals and Waste Cabinet Advisory Group**

35. Preparation of the LAA 2019 was discussed at a meeting of the Minerals and Waste Cabinet Advisory Group on 30<sup>th</sup> July 2019
36. The CAG members agreed with the provision level for sand and gravel remaining the same as 2018, the revision to the soft sand and crushed rock provision figures and the inclusion of a provision level for secondary and recycled aggregate within the LAA 2019.

### **Conclusion**

37. My view is that the LAA provision levels for sand and gravel in the LAA 2019 should be unchanged from those in the current LAA 2018. However, I consider that the LAA provision levels for soft sand and crushed rock in the LAA 2019 should be revised to meet the demand that is likely to continue for the foreseeable future. The 3-year sales average is therefore used to provide the LAA 2019 provision level. I also consider that a LAA provision level for secondary and recycled aggregates should be included within the LAA 2019 and this should be as set out within the adopted Core Strategy.
38. The previous LAA 2018 has therefore been updated to reflect these changes. The draft LAA 2019 has been provided to SEEAWP for consideration at its meeting on 14 November. The draft is also available in the Members Resource Centre. I consider that this draft Oxfordshire LAA 2019 should be published when it has been finalised by the Director for Planning & Place.

### **Financial and Staff Implications**

39. The Minerals & Waste Plan is included within the work priorities of the Communities Directorate and is in part being progressed within the existing mainstream budget for the Council's minerals and waste policy function. The LAA forms part of this work-stream and it does not raise any additional financial or staff implications.

### **Legal Implications**

41. Under the Planning and Compulsory Purchase Act 2004 (as amended) and the NPPF, the Council is required to prepare, monitor and, as necessary, review a minerals and waste local plan. An annual LAA, as required by the NPPF, is an essential part of the evidence base for a "sound" minerals and waste local plan and is also needed to enable the plan to be monitored. Under the Localism Act 2011, the Council is required to meet the duty to cooperate

in the preparation of local plans and related activities in relation to strategic matters.

### **Risk Management**

42. Having an up to date and robust LAA in place is necessary for the effective monitoring of the adopted Core Strategy and to provide an indicator for when consideration needs to be given to review of the plan. It will assist the preparation of the Site Allocations Plan including in helping the Council to demonstrate that the Core Strategy continues to provide a sound basis for it. It will be an important factor in the determination of planning applications for mineral working where the size of the landbank is a material consideration.

SUSAN HALLIWELL  
Director for Planning & Place

Annex: Aggregates Monitoring Survey & Analysis - Quarry Sales and Reserves in Oxfordshire 2003 – 2018

Background papers: Draft Local Aggregates Assessment 2019

Contact Officer: Charlotte Simms – Senior Minerals and Waste Planning Officer  
October 2019

### **Aggregates Monitoring Survey & Analysis Quarry Sales and Reserves in Oxfordshire 2003 – 2018**

Figures for Oxfordshire on sales of aggregate minerals from quarries and permitted reserves at quarries for 2018 are now available from the Aggregates Monitoring Survey 2018 for the South East England Aggregate Working Party (SEEAWP).

Table 1 shows the 10 year rolling averages of sales from quarries, for the 10-year period 2009 – 2018. The six previous 10-year sales averages for shown for comparison. Recalculated 3 year rolling averages of sales for 2016 – 2018 are also shown, with the previous 4-year sales averages for comparison. Table 2 also shows the (current) LAA 2014 & 2018 provision figures and the proposed LAA 2019 provision figures.

Figures 1 – 3 show the comparison between Sales and the 10-year average, 3 year average and LAA Provision level.

Table 2 shows the permissions granted in 2018 and the reserves at the end of 2018, with a comparison with 2017.

The landbank at the end of 2018 based on the Local Aggregate Assessment 2018 (LAA) provision levels is shown in Table 3, with equivalent 'landbank' figures based on the 10 year and 3 year sales averages included for comparison. Table 4 shows the Landbank using the proposed LAA 2019 provision levels.

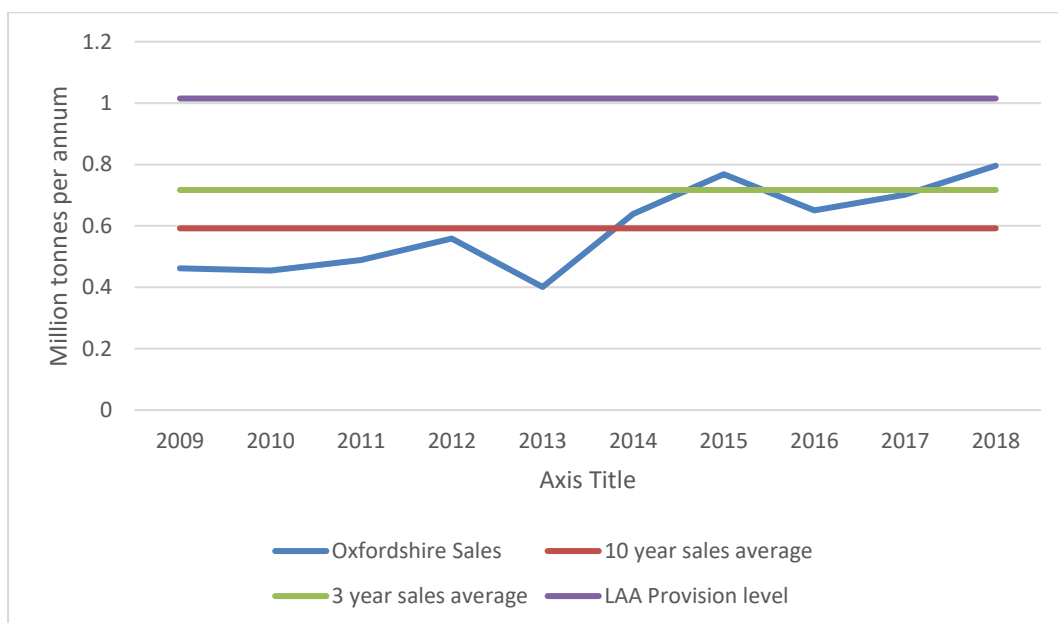
Table 5 shows sales of recycled and secondary aggregates for the years 2009 to 2018.

The 2018 survey did not include the destination of sales of aggregate minerals from quarries. Information on movements of aggregates into and out of Oxfordshire from the 2014 Aggregate Minerals Survey for England and Wales, which has been collated nationally by the British Geological Survey for DCLG, is included in the LAA 2018.

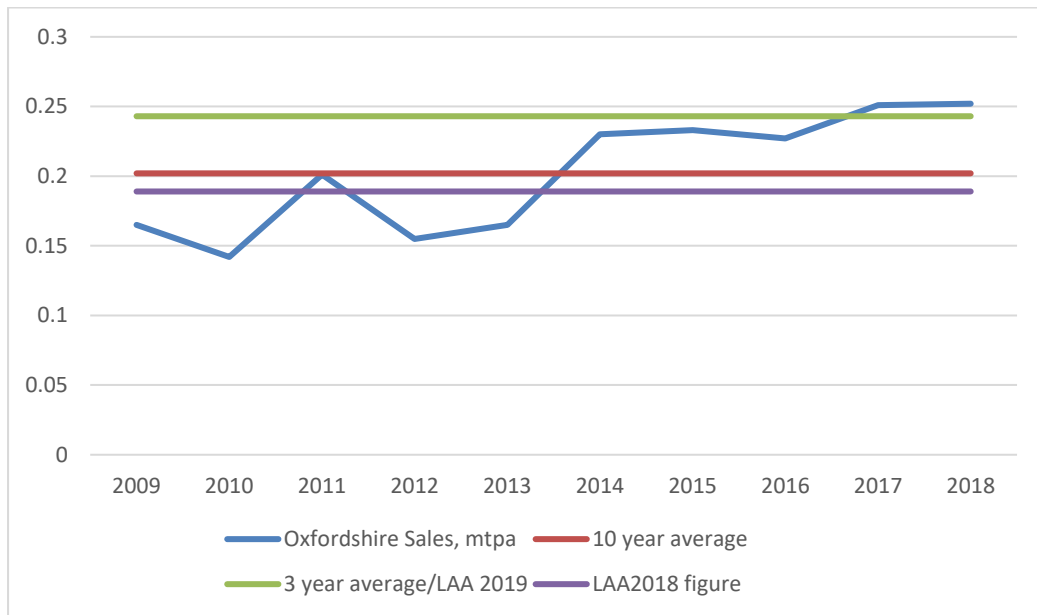
**Table 1: Oxfordshire Quarry Sales 2009–2018 and 10 Year Sales Averages 2003- 2018**

Year	Soft Sand (m. tonnes)	Sharp Sand & Gravel (m. tonnes)	Crushed Rock (m. tonnes)
<b>2009</b>	0.165	0.462	0.363
<b>2010</b>	0.142	0.455	0.272
<b>2011</b>	0.201	0.489	0.322
<b>2012</b>	0.155	0.559	0.242

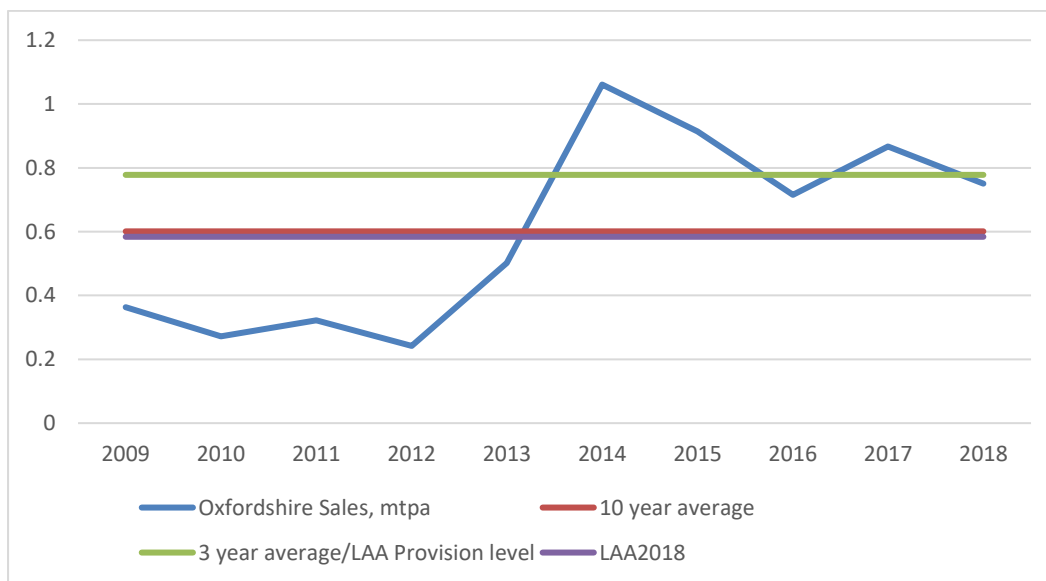
<b>2013</b>	0.165	0.401	0.502
<b>2014</b>	0.230	0.639	1.061
<b>2015</b>	0.233	0.768	0.914
<b>2016</b>	0.227	0.651	0.715
<b>2017</b>	0.251	0.703	0.867
<b>2018</b>	0.252	0.796	0.751
<b>10 year average 2003-2012</b>	0.189	0.812	0.470
<b>10 year average 2004-2013</b>	0.182	0.715	0.458
<b>10 year average 2005-2014</b>	0.176	0.660	0.508
<b>10 year average 2006-2015</b>	0.179	0.628	0.543
<b>10 year average 2007-2016</b>	0.184	0.595	0.565
<b>10 year average 2008-2017</b>	0.192	0.576	0.580
<b>10 year average 2009-2018</b>	0.202	0.592	0.601
<b>3 year average 2014-2016</b>	0.230	0.686	0.897
<b>3 year average 2015-2017</b>	0.237	0.707	0.832
<b>3 year average 2016-2018</b>	0.243	0.717	0.778
<b>LAA 2014 &amp; 2018 provision figures</b>	0.189	1.015	0.584
<b>LAA 2019 provision figure</b>	0.243	1.015	0.778



**Figure 1 Comparison of actual sharp sand and gravel sales compared with the average sales(mtpa) and the LAA 2019 provision level.**



**Figure 2 Comparison of actual soft sand sales compared with the average sales and the LAA 2019 and LAA 2018 Provision levels (mtpa).**



**Figure 3 Comparison of actual crushed rock sales compared with the average sales and the LAA 2019 and LAA 2018 Provision levels (mtpa).**

**Table 2: Permissions Granted in 2018 and Permitted Reserves at Oxfordshire Quarries at end 2018 (with 2017 for comparison)**

Mineral	Reserves at 31.12 2017	Permitted in 2018	Reserves at 31.12.2018 (m. tonnes)
---------	------------------------	-------------------	------------------------------------

	<i>(m. tonnes)</i>	<i>(m. tonnes)</i>	
<b>Soft Sand</b>	<i>3.105 mt</i>	0	<b>3.091mt</b>
<b>Sharp Sand &amp; Gravel</b>	<i>10.805 mt</i>	3.0mt	<b>12.925mt</b>
<b>Crushed Rock</b>	<i>9.318 mt</i>	0	<b>7.718 mt</b>
<b>Total Aggregate</b>	<i>23.228 mt</i>	3.0mt	<b>23.734 mt</b>

Notes: Reserves permitted in 2018 include: 0.5 mt sharp sand & gravel at Bridge Farm (Sutton Courtenay) Quarry (permitted 01.06.18); and 3.0 mt sharp sand & gravel at New Barn Farm Cholsey (permitted 08.11.18).

**Table 3: Oxfordshire Landbank at end of 2018**

<b>Permitted Reserves at 31.12.2018 by Mineral type.</b>	<b>Landbank based on LAA 2018 provision figures</b>	<b><i>Lifespan of reserves based on 10 years sales average (2009-2018)</i></b>	<b><i>Lifespan of reserves based on last 3 years sales average (2016-2018)</i></b>
Soft Sand – 3.091 m. tonnes	16.4 years at 0.189mtpa	<i>15.3 years at 0.202 mtpa</i>	<i>12.7 years at 0.243</i>
Sharp Sand & Gravel – 12.925 m. tonnes	12.3 years at 1.015mtpa	<i>21.8 years at 0.592mtpa</i>	<i>18 years at 0.717mtpa</i>
Total Sand and Gravel 16.016m.tonnes	13.3 years At 1.204	<i>20.1 years At 0.795mtpa</i>	<i>16.7 years at 0.961mtpa</i>
Crushed Rock – 7.718 m. tonnes	13.2 years at 0.584 mtpa	<i>12.8 years at 0.601 mtpa</i>	<i>9.9 years at 0.778 mtpa</i>
Total Aggregate – 23.734 m. tonnes	13.3 years at 1.788mtpa	<i>17 years at 1.396mtpa</i>	<i>13.7 years at 1.738mtpa</i>

Note: The national Planning Practice Guidance states that the landbank is the sum of all permitted reserves divided by the annual rate of future demand based on the latest annual Local Aggregate Assessment.

**Table 4. The Landbank as at the end of 2018 using the proposed LAA 2019 provision figures**

<b>Permitted Reserves at 31.12.2018 by mineral type</b>	<b>Landbank (LAA 2019 provision figures)</b>
<b>Soft Sand</b> 3.091 m. tonnes	12.72 years at 0.243mtpa
<b>Sharp Sand &amp; Gravel</b> 12.925 m. tonnes	12.7 years at 1.015mtpa

<p><b>Crushed Rock</b></p> <p>7.718 m. tonnes</p>	<p>9.9 years</p> <p>at</p> <p>0.778 mtpa</p>
---	--

**Table 5: Secondary and Recycled Aggregates Sales in Oxfordshire 2009-2018**

<b>Year</b>	<b>Sales (m. tonnes)</b>
<b>2009</b>	0.286
<b>2010</b>	0.152
<b>2011</b>	0.236
<b>2012</b>	0.466
<b>2013</b>	0.422
<b>2014</b>	0.271
<b>2015</b>	0.453
<b>2016</b>	0.534
<b>2017</b>	0.417
<b>2018</b>	0.406

Note: Sales figures are from SEEAWP Aggregates Monitoring Surveys. These surveys only cover known fixed sites and therefore do not capture production from all sites. The level of response from site operators to the surveys varies but has never been complete. Therefore, these sales figures are almost certainly under-recorded.

# **Oxfordshire Minerals and Waste Local Plan**

## **OXFORDSHIRE LOCAL AGGREGATE ASSESSMENT 2019**

**October 2019**

# **Oxfordshire Local Aggregate Assessment 2019**

Prepared by Oxfordshire County Council  
October 2019 (including information provided 2014 by LUC and Cuesta Consulting Limited)

Published by Oxfordshire County Council

# 1.Contents

<b>1. Executive Summary</b>	<b>5</b>
Demand	5
Sand and Gravel	5
Crushed Rock	6
Rail Depots	6
Recycled and Secondary Aggregates	6
Supply	6
Sand and gravel	6
Crushed rock	7
Recycled and secondary material sites	7
Rail Depots	8
Relationships with other MPA's	8
Marine Sand and Gravel	8
Factors affecting supply and demand	8
Executive Summary Conclusion	9
<b>Oxfordshire Summary of Key Data 2018</b>	<b>11</b>
<b>2. Demand</b>	<b>14</b>
Land Won Aggregate	14
Sharp Sand and Gravel Past Sales	14
Soft Sand Past Sales	15
Crushed Rock Past Sales	16
Secondary and Recycled Aggregate	18
Imports of Secondary Aggregates	19
Rail Depots	19
<b>3. Factors affecting demand</b>	<b>21</b>
Economic forecasts	21
Major Infrastructure Projects/Key Development	23
Population and Housing Growth	24
Conclusion	26
LAA 2019 provision figures	28
<b>4. Supply</b>	<b>29</b>
Oxfordshire Supply	29
Recycled and Secondary Aggregate	29
Imports and Exports	32
Quarries	33

Sharp sand and gravel	33
Soft Sand	35
Crushed Rock	36
<b>5. Demand and Supply Options Balance</b>	<b>39</b>
Soft Sand	39
Crushed Rock	39
<b>6. List of Definitions and Acronyms</b>	<b>41</b>
<b>7. Appendix 1</b>	<b>43</b>
Oxfordshire's Historical Mineral Sales	43
<b>8. Appendix 2</b>	<b>49</b>
Imports and Exports	49
Destinations	50
Sources	51
<b>9. Appendix 3</b>	<b>54</b>
Mineral provision requirements over the Plan period	54
<b>10. Appendix 4</b>	<b>58</b>
Population	58
Housing Completion Figures	59

# 1.Executive Summary

- 1.1. The National Planning Policy Framework, July 2018 (NPPF) states that mineral planning authorities should prepare an annual local aggregate assessment (LAA)
- 1.2. 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.
- 1.3. The LAA sets the future supply of sand and gravel and crushed rock and is used to determine the minerals 'landbank.'. The NPPF states the LAA should 'forecast future demand, based on a rolling average of 10 years' sales data and other relevant information, and an assessment of all supply options'.
- 1.4. This is the seventh LAA for Oxfordshire which includes the most recent (2018) aggregate sales and reserves data for the County. The 10-year period covered by this LAA is 2009 up to 2018 and the three-year period is 2016 – 2018.

## Demand

### Sand and Gravel

- 1.5. Sales of sharp sand and gravel increased in 2018 but were still below the LAA 2018 provision figure of 1.015mtpa. There was an increase in the 10-year sales average (0.592mt), this being the first such increase since the LAA 2014 and reversing the previous trend of annual decreases in the 10-year average. The 3-year sales average of sharp sand and gravel increased again to 0.717mt and is 21% higher than the 10-year average. Both are still below the LAA provision figure. Having considered the sales trends and other relevant information contained within this report it is not necessary to change the LAA 2019 provision figure for sharp sand and gravel and it will remain at 1.015mtpa.
- 1.6. Sales of soft sand in 2018 remained virtually the same as in 2017, at the highest level since 2004. The 10-year sales average increased again (0.202mt), further above the LAA 2018 provision figure of 0.189mtpa. The 3-year sales average also increased again, to 29% above the LAA provision figure (0.243mt). Having considered the sales trends and other relevant information contained within this report, the LAA 2019 provision figure should be revised to 0.243mtpa to accurately reflect the current situation and to ensure soft sand provision for the future.

## **Crushed Rock**

- 1.7. Sales of crushed rock fell in 2018 but the 10-year sales average increased (0.601mt) is and now above the LAA 2018 provision figure of 0.584mtpa. The 3-year sales average fell slightly but is still 33% higher than the LAA provision figure. Having considered the sales trends and other relevant information contained within this report, the LAA 2019 provision figure for crushed rock should be revised to 0.778mtpa to accurately reflect the current situation and to ensure provision for the future.

## **Rail Depots**

- 1.8. Sales of crushed rock imported to Oxfordshire through rail depots were almost the same in 2018 as in 2017 and were consistent with levels over the previous 3 years. Due to confidentiality, we are unable to publish the yearly figures though we can say that they have been at a significantly higher rate than 2014 and that they are two and half times that of 2007.

## **Recycled and Secondary Aggregates**

- 1.9. Sales of recycled and secondary aggregates recorded in the survey were 406,000 tonnes in 2018. This is almost the same as the 417,000 tonnes recorded in 2017, but as per other years there was not a complete response to the survey and the actual total sales figures are believed to be higher. Having considered the sales trends and other relevant information contained within this report, the LAA 2019 figure for recycled and secondary aggregate should be 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**

- 1.10. At the end of 2018, Oxfordshire had 10 active sand and gravel quarries within Oxfordshire, a further three not yet commenced and three currently inactive. One site closed in 2018. Planning permission was granted for one extension to an existing quarry, and one new site was permitted during 2018.
- 1.11. Total permitted reserves of sharp sand and gravel in Oxfordshire at the end of 2018 were 12.925 mt. Using the LAA provision figures of 1.015mtpa, this gives a landbank of 12.3 years.
- 1.12. In terms of the plan period, the provision level figure for sharp sand and gravel of 1.015mtpa multiplied by the plan period of 18 years, gives a total provision requirement of 18.27 mt for the period 2014 to 2031. The permitted reserves of sharp sand & gravel at 31 December 2018 amount to 12.925 mt. Taking into account sales in 2014 – 2018 (total 3.558 mt), and reserves that are not expected to be worked until after the plan period (1.85 mt), the remaining requirement for the period to 2031 is 3.637 mt.<sup>1</sup>

---

<sup>1</sup> Calculations can be seen in Appendix 1

- 1.13. Total permitted reserves for soft sand in Oxfordshire at the end of 2018 were 3.091mt. Using the LAA provision figure of 0.243mt this gives a landbank of 12.7 years.
- 1.14. In terms of the plan period, the provision level of 0.243 multiplied by the plan period of 18 years gives a total provision requirement of 4.374 million tonnes for the period 2014 to 2031. The permitted reserves of soft sand at 31 December 2018 amount to 3.091 mt. Taking into account sales between 2014- 2018 (total 1.193 mt) and reserves that are not expected to be worked until after the plan period (0.5 mt), the remaining requirement for the period to 2031 is 0.641 mt.<sup>2</sup>

### **Crushed rock**

- 1.15. At the end of 2018, there were 12 active crushed rock sites within Oxfordshire and a further two inactive. One site closed in 2018 and there were no new permissions for crushed rock sites.
- 1.16. Total permitted reserves for crushed rock in Oxfordshire at the end of 2018 were 7.718mt. Using the LAA provision figure of 0.778mtpa this gives a landbank of 9.9 years.
- 1.17. In terms of the plan period, the provision level figure of 0.778mtpa multiplied by the Plan period of 18 years, gives a total provision requirement of 14.004 mt of crushed rock required for the period 2014 to 2031. Taking into account sales between 2014 to 2018 (total 4.308 million tonnes), the remaining requirement for the period to 2031 is 1.978 mt.<sup>3</sup>
- 1.18. We will therefore need to identify sites for sharp sand and gravel, soft sand and crushed rock **to meet the mineral requirements over the Plan Period.**
- **Sand and Gravel - 3.637 mt.**
  - **Soft Sand - 0.641 mt**
  - **Crushed rock - 1.978 mt**
- 1.19. The Minerals and Waste Local Plan: Part 2 – Site Allocations is currently in preparation, following the adoption of the Minerals and Waste Local Plan: Part 1 - Core Strategy in 2017. We will be consulting on the Preferred Options (Reg 18) in late 2019/early 2020, with the aim of adopting the Plan by Spring 2021.

### **Recycled and secondary material sites**

- 1.20. At the end of 2018, Oxfordshire's capacity to produce recycled and secondary aggregate in 2018, as recorded for the SEEAWP survey was approximately 860,680 t. It is noted that only around 60% of operators completed the survey and so the actual capacity is likely to be higher.

---

<sup>2</sup> Calculations can be seen in Appendix 1

<sup>3</sup> Calculations can be seen in Appendix 1

## **Rail Depots**

- 1.21. Oxfordshire has four permitted rail depots, three of which are operational. The combined sales from the three railhead depots operational in 2018 represent 88% of the total throughput capacity of these three depots. If the permitted railhead depot at Shipton on Cherwell is developed, the capacity will be increased

## **Relationships with other MPA's**

- 1.22. 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. The last one being undertaken in 2014.
- 1.23. Comparison of the AM2009 and AM2014 results show that Oxfordshire changed from being a net importer of sand and gravel (130,000 tonnes) in 2009 to being a net exporter (104,000 tonnes) in 2014. Oxfordshire was a net importer of crushed rock in both years, and the net import level increased from 262,000t in 2009 to 440,000 t in 2014). At the same time, the quantity of crushed rock exported from the county almost doubled from 179,000 t in 2009 to 347,000 t in 2014).
- 1.24. We will continue to work with other Authorities under Duty to Cooperate and prepare Statements of Common Ground (SCGs) where necessary We will also continue to work with SEEAWP members on position statements as and when required.

## **Marine Sand and Gravel**

- 1.25. The AM2005, AM2009 and AM2014 reports show that Oxfordshire's consumption of marine sand was just 1,000 tonnes in 2005 (shared with Buckinghamshire and Berkshire), increasing to 16,000 tonnes in 2009 and down to 6,000 tonnes in 2014. In 2016 there were marine sand and gravel imports into Oxfordshire by rail into Sutton Courtenay, to make up for a shortfall in supply of land-won sharp sand and gravel caused by a break in production at Bridge Farm Quarry for operational reasons, though once the site resumed operation this stopped.

## **Factors affecting supply and demand**

- 1.26. . The extension to Caversham Quarry, which commenced operation towards the end of 2017, came into full operation in 2018, enabling an increase in overall sharp sand and gravel sales. Preparation for working the remaining permitted reserve at Cassington Quarry has just commenced. However, the permitted reserve at Stonehenge Farm, Stanton Harcourt still remains to be worked. New Barn Farm, Cholsey was permitted towards the end of 2018 and this is expected to commence in 2019 and thereby enable a further potential increase in overall sharp sand and gravel sales.

- 1.27. There are a number of major infrastructure projects as well as local housing and transport projects planned for over the Plan period, however there is also no evidence of significant change in factors that could affect demand for aggregate minerals in Oxfordshire over the plan period that have not already previously been considered. These include economic growth; population growth and house construction; major infrastructure projects and key developments.

## **Executive Summary Conclusion**

- 1.28. 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. The LAA sets the level of provision to be made for future supply of sand and gravel and crushed rock from quarries and the NPPF states the LAA should 'forecast future demand, based on a rolling average of 10 years' sales data and other relevant information, and an assessment of all supply options.'
- 1.29. Having reviewed the 2018 figures based on the 10-year sales average data, we also reviewed the 3-years sales average and assessed the implications of the continued growth that is planned across Oxfordshire. To ensure that supply continues to meet demand the **LAA Provision levels** have been determined for the LAA 2019 as follows:
- **Sand and Gravel – 1.015mtpa**
  - **Soft Sand – 0.243mtpa**
  - **Crushed rock – 0.778mtpa**
  - **Recycled and Secondary Aggregates- 0.926mtpa**
- 1.30. Using these LAA provision levels and the Oxfordshire reserves at the end of 2018, the **Landbank** can be calculated as:
- **Sand and Gravel - 12.7 years**
  - **Soft Sand - 12.72 years**
  - **Crushed Rock - 9.9 years**
- 1.31. We will need to identify sites for sharp sand and gravel, soft sand and crushed rock to meet the mineral requirements over the Plan Period.
- **Sand and Gravel - 3.637 million tonnes.**
  - **Soft Sand - 0.641 million tonnes**
  - **Crushed rock - 1.978 million tonnes**
- 1.32. This work is currently being undertaken in the preparation of the Minerals and Waste Local Plan: Part 2 – Site Allocations.

This page is intentionally blank

DRAFT

# Oxfordshire Summary of Key Data 2018

	Summary – Oxfordshire County Council 2018								
Quarry Sales	2018 Sales (Mt) & Trend <sup>1</sup>	Average (10-yr) Sales & Trend <sup>1</sup>	Average (3-yr) Sales & Trend <sup>1</sup>	LAA Rate (Mt) <sup>2</sup>	Reserve (Mt)	Landbank (years)	Allocations (years)	Capacity (Mtpa)	Comments <sup>3</sup>
Soft Sand	0.252 ↑	0.202 ↑	0.243 ↑	0.243	3.091	12.7	N/A	0.390	The LAA rate has been increased from 0.189mtpa. The landbank remains above the 7 year requirement.
Sharp Sand & Gravel	0.796 ↑	0.592 ↑	0.717 ↑	1.015	12.925	12.7	N/A	1.624	The LAA rate remains the same as LAA2014. The landbank remains above the 7 year requirement.
Crushed Rock	0.751 ↓	0.601 ↑	0.778 ↓	0.788	7.718	9.9	N/A	1.700	The LAA rate has been increased from 0.584mtpa. The landbank is now just below the 10 year requirement.

	2018 Sales (Mt) & Trend <sup>1</sup>	Average (10-yr) Sales	Average (3-yr) Sales & Trend <sup>1</sup>	LAA Rate <sup>2</sup> (Mt)	Reserve (Mt)	Landbank (years)	Allocation s (years)	Capacity (Mtpa)	Comments <sup>3</sup>
Recycled / Secondary Aggregates	.406 ↓	.364 ↓	.452 ↓	0.926	N/A	N/A	N/A	.861	Only 60% of operators responded providing the capacity of 860.680mtpa. It is believed the actual figure is higher.
Rail Depot Sales (Sand & Gravel)	c	c	c	c	c	c	c	c	Due to confidentiality 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.
<b>General Comments<sup>6</sup></b>  There is likely to be a continued increase in aggregate demand in Oxfordshire given the increase in planned future infrastructure delivery. The LAA Rate of 1.015.Mt for sharp sand and gravel as set in the AMR2014 and each subsequent year, has been maintained is felt this reflects the level of future demand and the current sales figures. However, following review and to more accurately reflect current sales and meet future demand, the LAA rate for Soft Sand and Crushed Rock have been increased. Soft Sand has been increased to 0.243mt and Crushed Rock increased to 0.788mt. The change to the Crushed Rock LAA Rate means that we are below the required 10-year landbank, and this situation highlights the importance of the emerging Minerals & Waste Local Plan: Part 2 Site Allocations.									

Footnotes:

1. **Trend** – indicates whether the average sales are (compared with the previous year's LAA average sales) increasing (upwards arrow), declining (downwards arrow) or no change (level arrow)
2. **LAA Rate** – There should be LAA Rate for not only quarried aggregates but also aggregate sales at wharves, rail depots and recycled/secondary sites
3. **Comments** – limit comments to explain possible anomalies e.g. peculiarities about current sales, landbank limitations, important infrastructure changes, soft sand sales at wharves, origins of aggregate imports by sea/rail etc
4. **All sand and gravel** – data only required if AM confidentiality requirements breached by separately presenting information on soft sand and sharp sand and gravel
5. **Shading** – apply where aggregate supply source is not relevant
6. **General Comments** – explain overall picture with reference to demand, factoring in export requirements and sustainability of supply – landbank, allocations, infrastructure capacity - to meet this. If possible, should state **whether the mpa considers it is making an appropriate contribution to what are understood to be the aggregate supply that is required of the mpa area and include an analysis of the adequacy of the current mineral/local plan and whether this should be reviewed**

## 2.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 2009 – 2018 are shown in Table 3.1. These figures are taken from the aggregates monitoring surveys undertaken annually by the County Council on behalf of the SEEAWP.

**Table 3.1: Sales of Sharp Sand and Gravel 2009 – 2018 (million tonnes)**  
(Sources: SEEAWP Aggregates Monitoring Surveys)

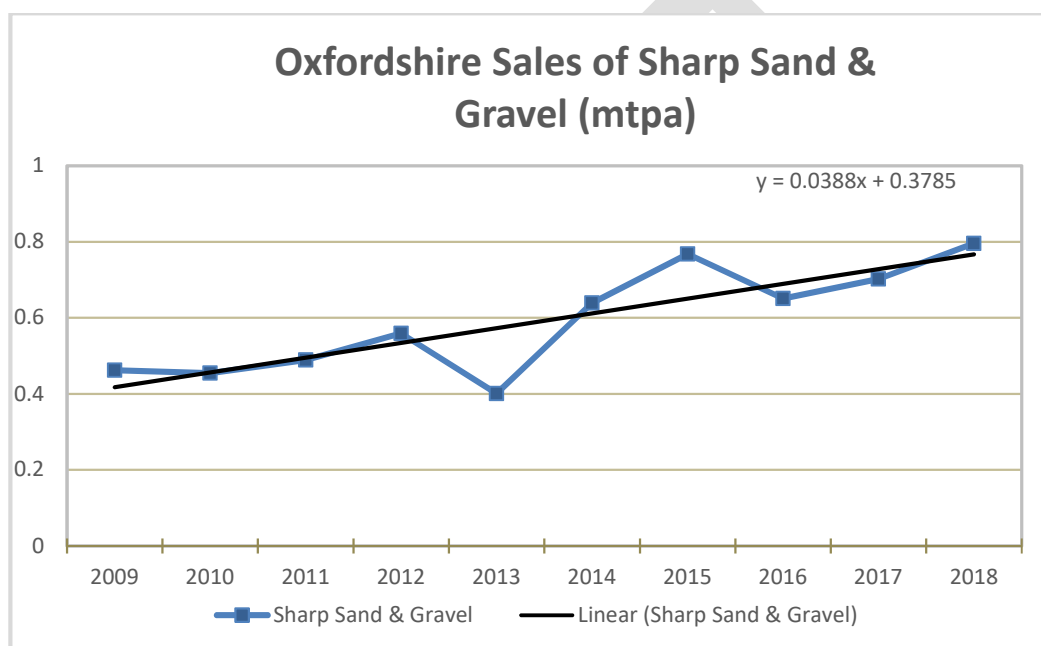
2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	10 year average	Last 3 year average
0.462	0.455	0.489	0.559	0.401	0.639	0.768	0.651	0.703	<b>0.796</b>	<b>0.592</b>	<b>0.717</b>

- 3.2 Sales of sharp sand and gravel from quarries in Oxfordshire and England, and the Oxfordshire sales as a percentage of England sales, for the period 2003 – 2018 are shown in Appendix 1 Historic Sales.
- 3.3 Sales of sharp sand and gravel in Oxfordshire have generally increased over the baseline period, with slight dips in 2010, 2013 and 2016. 2018 has the highest recorded sales over the period and looking at historic sales, they are the highest sales<sup>4</sup> since 2007.
- 3.4 Sales between 2009 and 2013 show the effects of the economic recession.
- 3.5 The closure of Caversham Quarry during 2013 due to exhaustion of reserves in 2012, pending grant of permission for an extension (approved in August 2014 but not commenced until 2017), is likely to have affected the total sales in 2013.
- 3.6 There was also 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. 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. In 2017 sales of

<sup>4</sup> Appendix 1 – Historic Sales

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.

- 3.7 Based on linear trend analysis shown in Figure 3.1, the average rate of increase over the period 2009 to 2018 in Oxfordshire was 0.0388mtpa, giving a total increase of 0.388mtpa over the 10-year period with 3 intervals of decline. The periods of decline are discussed in 3.4-3.6 This represents an average 2.7% increase on the previous 10-year baseline period<sup>5</sup> and reversing the previous trend of annual decreases in the 10-year average.
- 3.8 The 3-year sales average of sharp sand and gravel increased again to 0.717mt and is 21% higher than the 10-year average.



**Figure 3.1 Linear trend analysis - Sharp sand and gravel sales (mtpa)**

### Soft Sand Past Sales

- 3.9 Sales of soft sand from quarries in Oxfordshire 2008–2018 are shown in Table 3.2. These figures are from aggregates monitoring surveys undertaken annually by the County Council on behalf of the SEEAWP and AMRI surveys.

2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	10 year average	3 year average
0.165	0.142	0.201	0.155	0.165	0.230	0.233	0.227	0.251	0.252	0.202	0.243

**Table 3.2: Sales of Sharp Sand and Gravel 2009 – 2018 (million tonnes) (Sources: SEEAWP Aggregates Monitoring Surveys)**

<sup>5</sup> Oxfordshire County Council LAA2017

- 3.10 Historic sales of soft sand from quarries in Oxfordshire and England, and the Oxfordshire sales as a percentage of England sales, for the period 2003 – 2018 are shown in Appendix 1 – Historic Sales.
- 3.11 Over the last 10 years, there has been an overall steady increase in the sales of soft sand in Oxfordshire. Linear trend analysis (Figure 3.3) over the period 2009 to 2018 reveals an average rate of increase of 0.0012mtpa for Oxfordshire, representing a total of 0.012mt (with four periods of decline). This is a 5% increase on the previous 10-year baseline period. This is the highest level since 2004.
- 3.12 The 3-year sales average of soft sand has increased again to 0.243mtpa and is 20% higher than the 10-year average.

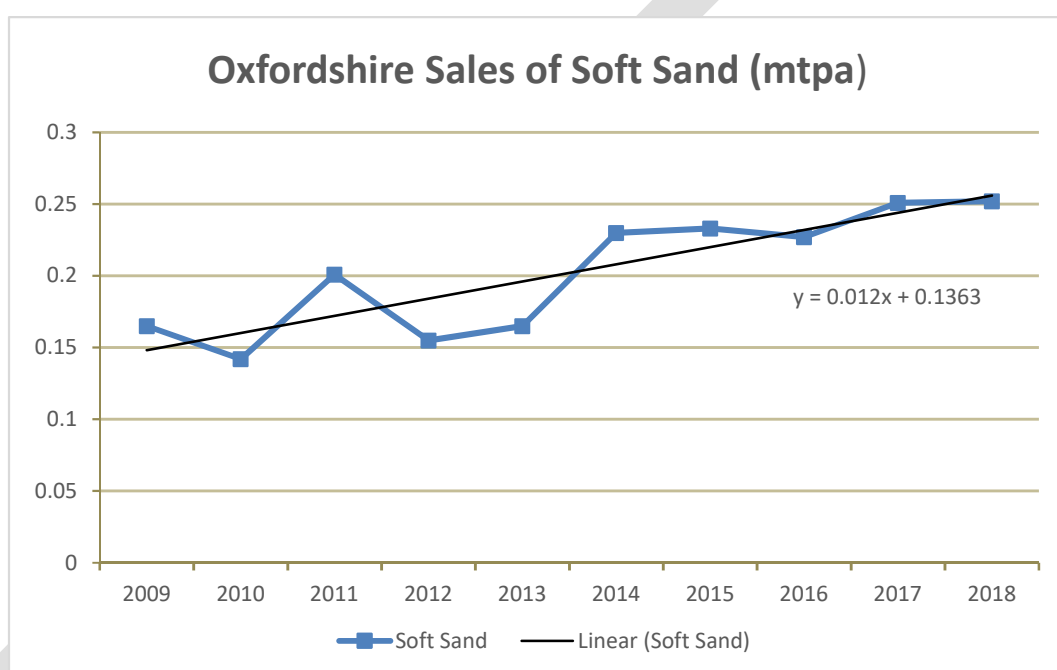


Figure 3.2 Linear trend analysis – Soft sand sales

### Crushed Rock Past Sales

- 3.13 Sales of crushed rock from quarries in Oxfordshire for the period 2008– 2018 are shown in Table 3.6. These figures are from aggregates monitoring surveys undertaken annually by the County Council on behalf of the SEEAWP, and AMRI surveys.

Year	Oxfordshire Crushed Rock Sales (million tonnes) <sup>6</sup>
2009	0.363
2010	0.272

<sup>6</sup> SEEAWP Aggregates Monitoring Surveys

<b>Year</b>	<b>Oxfordshire Crushed Rock Sales (million tonnes)<sup>6</sup></b>
<b>2011</b>	<b>0.322</b>
<b>2012</b>	<b>0.242</b>
<b>2013</b>	<b>0.502</b>
<b>2014</b>	<b>1.061</b>
<b>2015</b>	<b>0.914</b>
<b>2016</b>	<b>0.715</b>
<b>2017</b>	<b>0.867</b>
<b>2018</b>	<b>0.751</b>
<b>10 year average</b>	<b>0.601</b>
<b>Last 3 year average</b>	<b>0.778</b>

**Table 3.3: Sales of Crushed Rock 2003 – 2018 (million tonnes) (Sources: SEEAWP Aggregates Monitoring Surveys, and AMRI Surveys)**

- 3.14 Historic sales of crushed rock from quarries in Oxfordshire and England, and the Oxfordshire sales as a percentage of England sales, for the period 2003 – 2018 are shown in Appendix 1 – Historic Sales.
- 3.15 Linear trend analysis of crushed rock sales (Figure 3.3) over the period 2009 to 2018 reveals an average rate of increase of 0.074mtpa for Oxfordshire. The resulting overall increase over that period is 0.74mt (5 periods of decline).
- 3.16 The 2014 LAA identified that the impact of the prolonged recession on crushed rock sales was more pronounced in Oxfordshire. This was attributed to the fact that Oxfordshire's crushed rock is generally suitable only for relatively low specification works, and might therefore have been less resilient to the economic downturn than the higher specification rock types found in other parts of the country.
- 3.17 There was a slight decrease in crushed rock sales in 2018 but this is similar to those in 2016 and is still a 4.6% increase on the previous 10-year baseline period and a 18.5% increase on the 2005 – 2014 baseline period. (Appendix 1)
- 3.18 The 3-year sales average fell slightly to 0.788mtpa but is still 33% higher than the LAA provision figure.

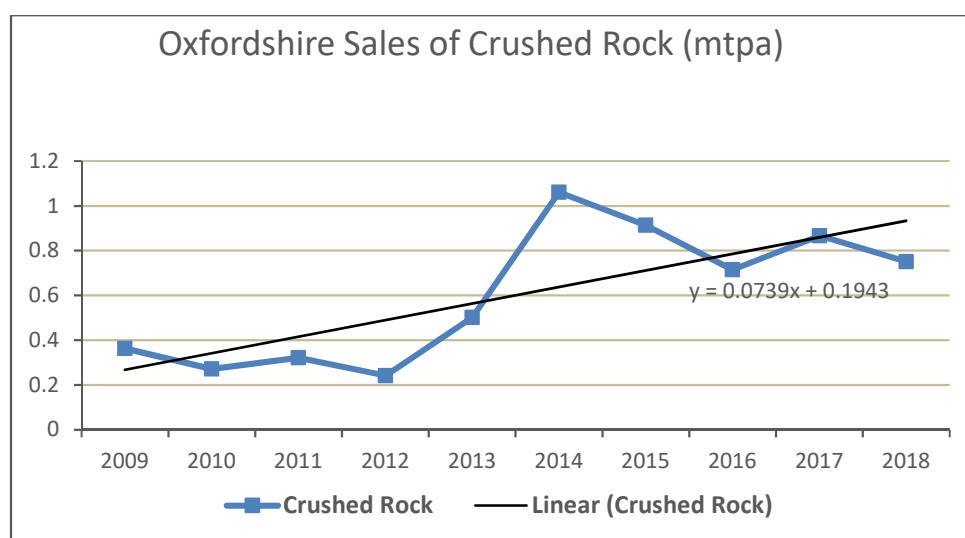


Figure 3.3 Linear trend analysis – Crushed rock sales

## Secondary and Recycled Aggregate

- 3.19 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. Past aggregates monitoring surveys, for example, have not produced a full response from secondary and recycled aggregates site operators. This year has seen a 60% return rate. As a result, recorded sales of secondary and recycled aggregates in Oxfordshire for particular years (notably 2010, 2011 and 2014), are believed to be significantly less than the total actual production. The surveys in the years 2013 and 2015 to 2017, particularly 2016, had better response rates
- 3.20 Table 3.4 shows the secondary and recycled aggregate sales since 2009. Unlike Sand and Gravel and Crushed Rock, figures are not available for earlier years. Total recorded sales in 2018 were 406,000. As mentioned above, 2018 only had a 60% response rate from operators.

Year	Sales (tonnes)
2009	286,000
2010	152,000
2011	236,000
2012	466,000
2013	422,000
2014	271,000
2015	453,000
2016	534,000

Year	Sales (tonnes)
2017	417,000
2018	406,000
<b>10 year annual average (2009 – 2018)</b>	364,300
<b>Average of last 3 years 2016 -2018</b>	452,333

**Table 3.4: Secondary and Recycled Aggregates Sales in Oxfordshire (Source: SEEAWP Aggregates Monitoring Surveys)**

- 3.21 In a recent MPA<sup>7</sup> Report, it is suggested that an alternative approach for considering secondary and recycled aggregate demand would be to assume 30% of all aggregates sales originate from recycled and secondary aggregate sites. This proportion has been assumed by industry for some years at the GB level. However, it is acknowledged there is lots of variation that depends on type of construction activity occurring and amount of hard demolition waste available. If we were to apply this to Oxfordshire to all sand and gravel and crushed rock sales in 2018, this would give a recycled and secondary figure of 538,700tonnes, which is considerably higher than our survey returns.

### **Imports of Secondary Aggregates**

- 3.22 No 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.
- 3.23 One potential exception to this is China Clay sand, produced as a by-product of China Clay (Kaolin) extraction in Cornwall and Devon. This commands prices high enough to justify the cost of long-distance sea or rail transport. These conditions do not, however, currently apply in Oxfordshire. There is no opportunity to transport by sea. Import by rail would be difficult both because of the need to double handle the material and because there is a current shortage of network capacity.

### **Rail Depots**

- 3.24 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

<sup>7</sup> Construction and Markets – South East MPA: Mineral Products Association - November 2018

operational but its use for the transshipment of rail ballast has been intermittent in the past.

- 3.25 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 are available. The Oxfordshire figures are confidential because they are derived from returns for only two companies. The figures incorporate imports by rail from Somerset, Leicestershire and elsewhere, but also include significant quantities (from South Wales, South Gloucestershire and Kent) that are delivered to the rail depots by road, thus distorting the true picture for rail transportation (but at least providing quantification of those road imports). The figures do not include imports of crushed rock to Hinksey Sidings, Oxford, which was brought in by rail and despatched by rail for use as rail ballast on the rail network (over a wider area than just Oxfordshire).
- 3.26 Although the raw data is confidential, it is possible to report the variations over time (from 2007 onwards) in overall sales from the rail depots from the two reporting companies. Table 3.8 below, expresses the annual sales from rail depots for 2008 to 2017 as proportions of the sales figure for 2007.

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Proportion of 2007 sales of subsequent year sales	1.0	1.1	0.7	0.9	1.2	1.0	1.0	2.4	2.2	2.4	2.5	2.5

**Table 3.5: Pattern of sales from Oxfordshire rail depots 2007-2017 (Source: Oxfordshire County Council Aggregates Monitoring Survey)**

- 3.27 Table 3.5 shows that the figures vary from one year to another but that up to 2013 the fluctuation is 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.
- 3.28 The combined sales from the three railhead depots that were operational in 2018 represent 88% of the total throughput capacity of these three depots, indicating that there is currently little headroom for further increase in imports of crushed rock by rail. If the permitted railhead depot at Shipton on Cherwell is developed, the capacity will be increased.

### 3. 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 years.

#### Economic forecasts

- 4.3 In considering Economic growth on the supply and demand of aggregates, several national forecasts have been considered<sup>8</sup>. To consider economic forecasts this section considers Gross Domestic Product (GDP) and 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 below shows the annual out-turn Real GDP figures for the UK as a whole for the 10-year baseline period. These clearly show the deepening of the recession in 2009 and the following prolonged period of fluctuating but generally limited economic growth thereafter. The average rate of growth in the UK over the baseline 10-year period was 1.35%

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	10 year average
UK	-4.2%	1.7%	1.6%	1.4%	2.8%	2.9%	2.3%	1.8%	1.8%	1.4%	1.35%

**Table 4.1: Changes in UK Real GDP over the baseline period (SOURCE: Eurostat Website)**

- 4.5 The slow growth forecasts as set out in Table 4.2 by the Office of Budget Responsibility, reflect the ongoing and political uncertainty relating to the outcome of Brexit. In general, in the short-term they predict a slowing in growth of GDP and the construction industry, but do not foresee a dramatic decline.

<sup>8</sup> **PricewaterhouseCoopers (PwC) (July 2017) UK Economic Outlook.**

HM Treasury, Forecasts for the UK economy: a comparison of independent forecasts, Macroeconomic Prospects Team, No. 387 September 2019 .

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/832071/forecasts\\_for\\_the\\_uk\\_economy\\_September\\_2019.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/832071/forecasts_for_the_uk_economy_September_2019.pdf)

<https://www.pwc.co.uk/services/economics-policy/insights/uk-economic-outlook/ukeyo-march-2019.html>

	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	Annual average
UK GDP	1.4%	1.2%	1.4%	1.6%	1.6%	1.6%	Not yet forecast				1.47%

**Table 4.2: Forecast future changes in UK GDP (OBR Economic and Fiscal Outlook Report, March 2019)**

- 4.6 Although the forecasted annual average for the period 2018 to 2023 (1.47%) is less than the average for the previous 10 years (1.84%)<sup>9</sup>, this figure can only be used with considerable caution. As demonstrated very clearly by the data for the previous decade, the first six years cannot be relied upon as a predictor of subsequent economic growth.
- 4.7 There are similar findings by the PwC. Using their main scenario which assumes an orderly exit from the EU with a transition period, the PwC project that UK growth would dip to be 1.1% in 2019 and 1.6% in 2020. The HM Treasury Comparison of independent forecasts found that commentators were predicting the average GDP growth (per cent) as 1.2% for 2019 and 1.0% for 2018.
- 4.8 The MPA have recently published<sup>10</sup> regional profiles which are intended to be regularly updated. The regional construction outlook for the South East indicates an annual growth rate of 1.1% for the five years 2018-2022. This is equivalent to 5.5% and 11.45% growth over five and ten years respectively.
- 4.9 Therefore, and notwithstanding the uncertainty over the effects of Brexit, based on this information, it is perhaps unlikely that another deep and prolonged recession will be experienced so soon after the last one and it may therefore be prudent to assume that the average rate of UK growth over the period from 2019 to 2029 will be somewhat higher than seen in the preceding decade.
- 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, it can be said that Oxfordshire clearly has a very positive growth agenda, as set out in the current Oxfordshire Strategic Economic Plan and in the Oxfordshire Growth Board's Oxfordshire Infrastructure Strategy (OXIS).

### *Economic Forecast Conclusion*

- 4.11 It seems reasonable to assume that growth will be at least in line with the indications given by National GDP projections and the MPA construction outlook. Therefore, it would be prudent to assume that future levels of economic growth activity and thus demand for construction aggregate, are likely to be higher in the future than has historically been the case. Unfortunately, no evidence is available to quantify the level of increase likely to be experienced, but it seems reasonable to assume that at least a modest level.

<sup>9</sup> LAA2017

<sup>10</sup> Construction & Markets – South East (MPA)

## Major Infrastructure Projects/Key Development

4.12 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. In assessing the overall impact of major infrastructure projects/key development and the justification for departure from the historical sales average, the number of new homes to be developed in Oxfordshire, as outlined below, has not been considered here. This is because the previous section on population growth and house construction has already considered those impacts. Housing figures have been included here solely for completeness. The OXIS<sup>11</sup> identifies a range of infrastructure development required to support population and housing growth. These include: Oxford to Cambridge Expressway; West Oxfordshire A40 strategies and the Oxford Flood Alleviation Scheme. Other developments across Oxfordshire include:

- The National Infrastructure Delivery Plan – For Oxfordshire projects such as HS2 and National Satellite Test Facility at Harwell
- Oxfordshire Growth Deal <sup>12</sup> : 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.
- Partnering for Prosperity: a new deal for the Cambridge – Milton Keynes – Oxford 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<sup>13</sup>, Bicester and Oxford<sup>14</sup>.
- Science Vale Oxford. It is the largest concentration of research and development in Europe: 20,000 new jobs and around 20,000 new homes.
- Growth in Bicester including Bicester Village, North West Bicester Eco Town and other developments
- Highway schemes - predicted spend on highway schemes in the Local Investment Plan<sup>15</sup> is £56.6 million

4.13 It is difficult to assess the overall impact of those infrastructure and major development proposals, in terms of their demand for construction aggregates, without being able to compare this information with equivalent data for the baseline period (2009 - 2018). At the very least, however, there appears to be no evidence to suggest that this element of demand is likely to reduce and, if anything, it seems likely that there will be increased activity.

### *Major Infrastructure Projects/Key Development Conclusion*

<sup>11</sup> Oxfordshire Infrastructure Growth Board's work on the Oxfordshire Infrastructure Strategy (OXIS),

<sup>12</sup> <https://www.gov.uk/government/publications/oxfordshire-housing-deal>

<sup>13</sup> A global hot spot for enterprise and innovation in science, high technology and the application of knowledge - <http://www.sciencevale.com/>

<sup>14</sup> Oxfordshire LEP (2014) Strategic Economic Plan: Driving Economic Growth Through Innovation.

<sup>15</sup> Spatial Planning and Infrastructure Partnership (2013) Oxfordshire Local Investment Plan

- 4.14 Whilst it is difficult to quantify, there are some indications that planned infrastructure and major development within the County may be greater during the Plan Period than was the case during the baseline period, and it would therefore be prudent to anticipate at least a modest increase in demand for construction aggregates from this sector.

## Population and Housing Growth

- 4.15 In considering the future projections we also need to consider population growth and local authority housing forecasts.
- 4.16 OXIS 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. OXIS explains that major sites for new homes had been identified over the five local authority areas in Oxfordshire:
- Cherwell - concentrated around Bicester, Banbury and the former RAF site at Upper Heyford.
  - 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 and brownfield sites across the district
  - Vale of White Horse - Concentrated around the Didcot Garden Town, Wantage and Abingdon, i.e. the Science Area
  - West Oxfordshire - Concentrated at Cotswold Garden Village Eynsham, North Witney and Chipping Norton.
- 4.17 Population figures are published by Oxfordshire Insight<sup>16</sup>. Up until 2017 there was a steady increase over the baseline period, but a 6,000 decline in the Oxfordshire population in 2017. Population has risen again in 2018 but it is still not at 2016 levels. (Appendix 4). The demand for sharp sand and gravel and soft sand, however increased in 2017 and 2018. Crushed rock also increased in 2017 though this did not continue in 2018. Therefore, it is difficult to correlate the demand for aggregates with population totals - at least at a county level and on the scale associated with year-on-year variations.
- 4.18 A more useful measure, however, may be the average rate of population growth over a period. Over the ten year period to 2018 there was an overall growth in the population of Oxfordshire of 44,405 people (+7%) (an average of 0.7% per year, similar to the increase across England<sup>17</sup> (+7.2%). Oxfordshire County Council population forecasts(2017-based) predict a total population in Oxfordshire of 822,200 by 2027, a growth of 134,800 (20%). Over the same period the ONS projections show an increase of +3%<sup>18,19</sup>

<sup>16</sup> Available at: <http://insight.oxfordshire.gov.uk/cms/population-0>

<sup>17</sup> Available at:

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/timeseries/enpop/pop>

<sup>18</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2>

<sup>19</sup> Oxfordshire Insight, 2017 <http://insight.oxfordshire.gov.uk/cms/population-0>

- 4.19 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. 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”.
- 4.20 This can be examined further by considering data on rates of house construction (see Appendix 4). For the 10-year baseline period (2009-2018) the average housing completion rate in Oxfordshire was 2,677.6 homes per year<sup>20</sup>, slightly higher than the previous LAA baseline (2003 – 2014) figure of 2,334.3 homes per year. However, if we took the last 3 years average (2016-2018), the housing completion rate in Oxfordshire is 4,312 homes per year.
- 4.21 Looking forward, the Oxfordshire Strategic Housing Market Assessment (SHMA)<sup>21</sup> has identified that 93,560 to 106,560 additional homes are needed across Oxfordshire over the period 2011-2031<sup>22</sup>. This equates to an average construction rate of between 4,678 and 5,328 homes per annum. (This is consistent with the OXIS forecast noted above that in the period 2016-2040 an average of 5,100 additional homes per year will be built.) Whilst there is considerable uncertainty in Oxfordshire about the deliverability of these figures, taken at face value and the last 3 years housing completion rates, suggest a markedly upward trend in the associated demand for construction aggregates (with an implied doubling, at least, of the rate experienced over the baseline period).
- 4.22 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.
- 4.23 Information provided to Oxfordshire County Council by the Mineral Products Association suggests that new housing construction (including estate roads and services) tend to account for roughly 20% of all aggregate sales, with a further 15% being related to major road construction or improvements, some of which may be directly linked to major housing developments. They estimate that “a new house requires some 60 tonnes of aggregates” and “every year over three tonnes of aggregates are needed per head of the population in the UK”<sup>23</sup>. It may therefore be deduced that something between 20% and 35% of the overall annual aggregate demand within Oxfordshire could be significantly increased - perhaps even doubled over the Plan Period, compared with the baseline period.

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2>

<sup>20</sup> Oxfordshire County Council 2014.

<sup>21</sup> GL Hearn (2014) Oxfordshire SHMA. Available at: <https://www.oxfordshiregrowthboard.org/wp-content/uploads/2018/04/Final-SHMA-Report.pdf>

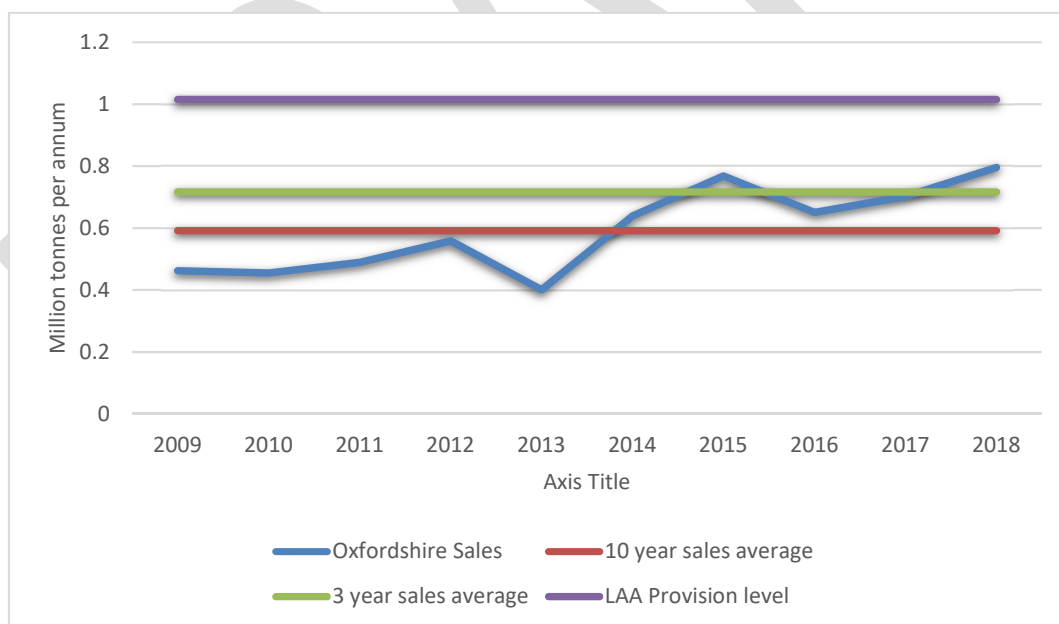
<sup>23</sup> Minerals Products Association, [http://www.mineralproducts.org/iss\\_industry01.htm](http://www.mineralproducts.org/iss_industry01.htm)

### *Population and Housing Growth Conclusion*

- 4.24 It is clear that we need to consider the implications of population and housing growth on the minerals provision over the plan period. The indications are that demand could be significantly higher during the Plan period than previously.

### **Conclusion**

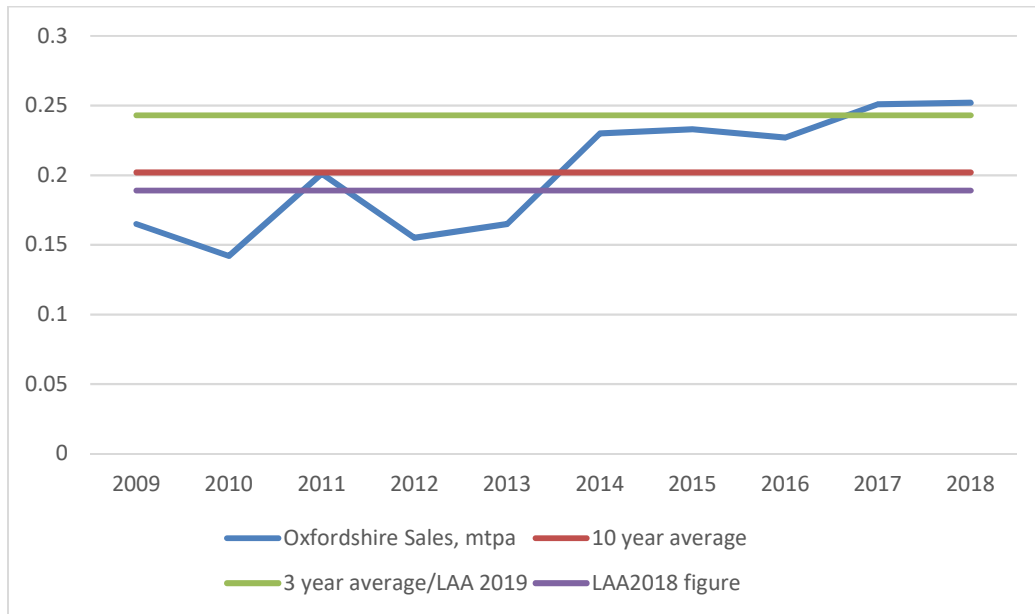
- 4.25 The evidence available suggests that Economic Forecasts, Major Infrastructure Projects/Key Development and Population Growth and Housing are all expecting some form of growth over the plan period and that recent demand would continue for the foreseeable future.
- 4.26 For sharp sand and gravel, sales in 2018 were still below the LAA level of 0.189mtpa but the generally upward trend in sales continued and there was an increase in the 10-year sales average, reversing the previous trend of decreases. The 3-year sales average increased and is 21% higher than the 10-year average, although still below the LAA provision level. This is consistent with the expectation of increasing demand and consequent sales when the LAA 2014 provision level figure was set at 1.015 mtpa, which has been continued in subsequent LAAs. This comparison can be seen in Figure 4.1. Available evidence indicates that supply is likely to increase further in response to rising demand. In conclusion, at this time there is no justification for a change in the LAA provision level figure from the current level of 1.015 mtpa and this should continue to apply in the LAA 2019.



**Figure 4.1 Actual sharp sand and gravel sales compared with the average sales(mtpa) and the LAA 2019 provision level .**

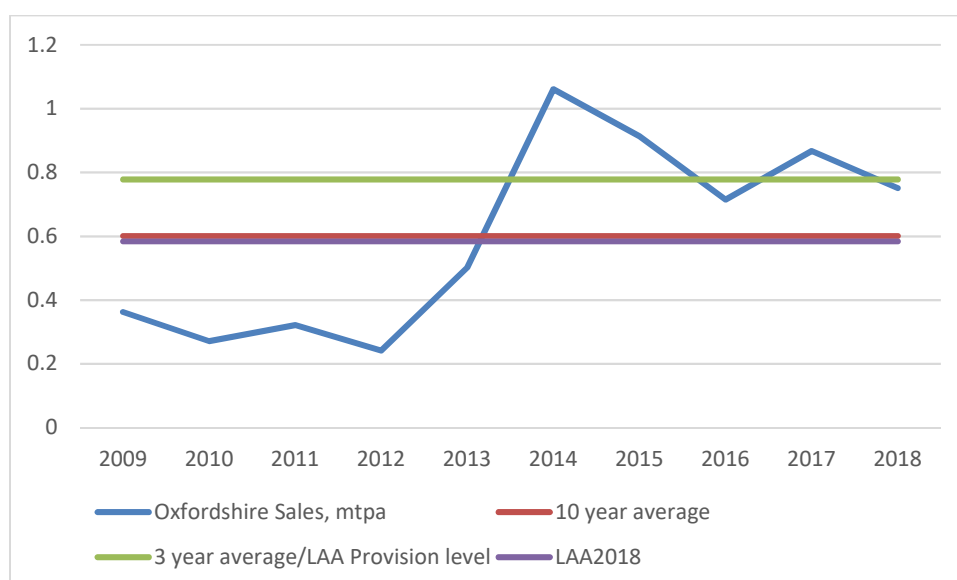
- 4.27 In the case of soft sand, the LAA 2018 provision level figure of 0.189mtpa was set in the LAA 2014 on the basis of the 10-year sales average at that time. Since 2014, sales of soft sand have been at levels between 22% and 33% higher than the current LAA figure. There have now been 5 years (2014 – 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 is considered

sufficient for it to be concluded that this reflects an increased level of demand for soft sand that is likely to continue for the foreseeable future. See Figure 4.2. Therefore, in conclusion, it is now appropriate to increase the LAA provision for soft sand to the current 3-year sales average: 0.24mtpa.



**Figure 4.2 Comparison of actual soft sand sales compared with the average sales and the LAA 2019 and LAA 2018 Provision levels (mtpa).**

- 4.28 In the case of crushed rock, the current LAA 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; and this has been continued in subsequent LAAs. Since 2014, sales of crushed rock have been at levels between 22% and 82% higher than the current LAA figure. There have now been 5 years (2014 – 2018) of sales of crushed rock 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 is considered sufficient for it to be concluded that this reflects an increased level of demand for crushed rock that is likely to continue for the foreseeable future. See Figure 4.3. Therefore, in conclusion, it is now appropriate to increase the LAA provision level figure for crushed rock to the current 3-year sales average: 0.778 mtpa.



**Figure 4.3 Comparison of actual crushed rock sales compared with the average sales and the LAA 2019 and LAA 2018 Provision levels (mtpa).**

- 4.29 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.
- 4.30 In the case of recycled and secondary aggregates, it is considered that the appropriate figure to use in the LAA is the provision rate set in the Oxfordshire Minerals & Waste Local Plan: Part 1 – Core Strategy (2017) policy M3. This is 0.926mtpa.
- 4.31 In the case of aggregate rail depots, sales of crushed rock from Oxfordshire rail depots have been at a significantly higher level since 2014. This 5-year period of increased sales is considered sufficiently long for it to be concluded that it reflects an increased level of demand that is likely to continue. However due to confidentiality we are unable to provide a LAA 2019 provision figure at this stage.

## LAA 2019 provision figures

<b>Sharp Sand and Gravel</b>	<b>1.015mtpa</b>	<b>Unchanged from 2018</b>
<b>Soft Sand</b>	<b>0.234mtpa</b>	<b>Increased from 2018</b>
<b>Crushed Rock</b>	<b>0.788mtpa</b>	<b>Increased from 2018</b>
<b>Recycles and Secondary Aggregate</b>	<b>0.926mtpa</b>	<b>No previous figure</b>

## 4. Supply

### Oxfordshire Supply

- 5.1 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.
- 5.2 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

- 5.3 As recorded by the SEEAWP Aggregates Monitoring Survey, Oxfordshire's capacity to produce recycled and secondary aggregate in 2018 was approximately 860,680 tonnes per annum.
- 5.4 This is an increase from 2017 (812,000tpa) and similar to the figures for 2016 (874,000tpa) and closer to the 2013 figure (973,000 tpa)<sup>24,25</sup>. However, the SEEAWP surveys do not get a full response from all operators and therefore the actual capacity figures are likely to be higher than the recorded figures.
- 5.5 Table 5.1 below presents a fuller picture, showing the estimated capacity for the production of recycled and secondary aggregates at each site in 2018, sub-divided between operational and non-operational sites.
- 5.6 Of a total capacity of approximately 1,300,200 tpa: 1,209,700 tpa is at operational facilities and 90,500 tpa is currently non-operational. Of the operational capacity, the capacity of sites with planning permission to the end of the plan period (2031) or beyond is 672,200 tpa, whereas the capacity of sites with permissions that expire before the end of 2031 is 365,000tpa.

<sup>24</sup> SEEAWP Aggregates Monitoring Survey 2013, 2016, 2017 and 2018. Figure includes both CD&E waste and industrial/mineral waste.

<sup>25</sup> The total capacity of 860,680tpa is lower than that included in Table 5.1 (1,120,000tpa) as the total of 860.680tpa is based on operator returns to the 2018 South East Aggregates Monitoring Survey; whereas the total in Table 5.1 has been calculated by OCC using information from planning applications and permissions.

Facility Name	Operator	Planning Life	Production Capacity (tpa)
<b>Operational Recycled Aggregate Production Facilities with Permanent consent or Time-Limited consent to end of Plan Period (2031)</b>			
Grove Industrial Park	Aasvogel	Permanent	40,000
Rear of CEMEX batching plant, Hardwick	Fergal Contracting	Permanent	20,000 *
Drayton Depot	Oxfordshire CC Highways (road planings)	Permanent	75,000 *
Ferris Hill Farm, Hook Norton	Matthews / Banbury Skips	Permanent	1,000 *
Hundridge Farm, Ipsden, Wallingford	G D Parker / Onsyany Skips	Permanent	5,000
Lakeside, Standlake	Micks Skips	Permanent	2,000
Newlands Farm, Milton Road, Bloxham	Smiths of Bloxham	Permanent	32,000
New Wintles Farm, Eynsham	David Einig	Permanent	170,000 *
Playhatch Quarry, Playhatch	Grabloader	Permanent	75,000 *
Rumbold's Pit, Ewelme	Hazell & Jeffries	Permanent	20,000
Sandfields Farm, Over Norton	K J Millard	Permanent	9,600 *
Shipton Hill, Fulbrook	Hickman Brothers	Permanent	12,600 *
Worton Farm, Cassington	David Einig	Permanent	48,000
Gill Mill Quarry, Ducklington	Smiths of Bletchington	2040	150,000 *
Ewelme No.2 Landfill	Grundon	2031	12,000 *
<b>Total Operational Production Capacity at Recycled Aggregate Production Facilities available throughout the Plan period</b>			<b>672,200</b>
<b>Operational Recycled Aggregate Facilities with Time-Limited consent ending before end of Plan Period (2031)</b>			

Dix Pit Complex	Sheehan	2029	95,000
Shipton on Cherwell Quarry	Earthline	2025	75,000 *
Prospect Farm, Chilton	Raymond Brown	2022	75,000
Shellingford Quarry	Earthline	2021	100,000
Enstone Airfield	Markham Farms / David Einig	2021	20,000 *
<b>Total Operational Recycled Aggregate Capacity at Time-Limited Facilities</b>			<b>365,000</b>
<b>Total Operational Recycled Aggregate Production Capacity</b>			<b>1,037,200</b>

Facility Name	Operator	Planning Life	Production Capacity (tpa)
<b>Operational Secondary Aggregate Facilities with Permanent consent or Time-Limited consent to end of Plan Period (2031)</b>			
Ardley ERF (IBAA facility)	Fortis IBA	2049	60,000
<b>Operational Secondary Aggregate Facilities with Time-Limited consent ending before end of Plan Period (2031)</b>			
Sutton Courtenay Block Recycling	Hanson (reject building blocks & concrete used in block making)	2030	62,500
Sutton Courtenay Asphalt Recycling Plant	Hanson	2030	50,000
<b>Total Operational Secondary Aggregate Capacity</b>			<b>172,500</b>
<b>Overall Total Operational Capacity at 'Permanent' Facilities (facilities available throughout the Plan period)</b>			<b>732,200</b>
<b>Overall Total Operational Capacity at Time-Limited Facilities (facilities with consent ending before end of 2031)</b>			<b>477500</b>
<b>Overall Total Operational Capacity</b>			<b>1,209,700</b>

**Non-Operational Facilities**

Facility Name	Operator	Planning Life	Production Capacity (tpa)
Burford Quarry (Pavestone factory)	Pavestone / Smiths (broken blocks etc from factory)	2024	500
Upwood Quarry, Besselsleigh	Hills Quarry Products	2029	15,000 *
Stonepitt Barn	S.Belcher	Permanent	75,000
<b>Total Non-Operational Capacity</b>			<b>90500</b>

**Operational and Non-Operational Facilities**

<b>Total Operational and Non-Operational Capacity (tpa)</b>	<b>1,300,200</b>
---	------------------

**Table 5.1: Estimated Capacity in Oxfordshire for the Production of Recycled and Secondary Aggregates in Oxfordshire at end of 2018 (tpa) (Source: OCC, Statement for Core Strategy Examination, M2/1, August 2016, updated Oct. 2017, Nov. 2018, Sept. 2017 & 18)**

\*=updated estimate

**Imports and Exports**

- 5.7 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.
- 5.8 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, the latest of which were in 2005, 2009 and 2014. The 2005 survey report is generally referred to as AM2005, and the 2009 and 2014 equivalents as AM2009 and AM2014
- 5.9 Some neighbouring MPAs have limited resources of their own, particularly Northamptonshire and Warwickshire for crushed rock, and Berkshire, Wiltshire, and Swindon & Gloucestershire for sand & gravel. These authorities therefore rely on Oxfordshire to supply some of their needs. Other MPAs have traditionally supplied aggregates into Oxfordshire e.g. Somerset, South Gloucestershire and Leicestershire provide crushed rock to supplement the County's own production and to cater for higher specification requirements from harder rock resources.

- 5.10 Comparison of the AM2009 and AM2014 (Appendix 2) results show that Oxfordshire changed from being a net importer of sand and gravel (130,000 tonnes) in 2009 to being a net exporter (104,000 tonnes) in 2014. Whilst Oxfordshire was a net importer of crushed rock in both years, and the net import level increased (from 262,000 tonnes in 2009 to 440,000 tonnes in 2014), the quantity of crushed rock exported from the county almost doubled (from 179,000 tonnes in 2009 to 347,000 tonnes in 2014).
- 5.11 The 2018 Aggregates Monitoring Survey did not include movements of aggregates between mineral planning authorities. The most up to date information on imports and exports of aggregates remains that from the 2014 survey. There is no other evidence of significant change in import and export factors that we are aware of.
- 5.12 As we are mainly dependent on historic data to assess imports and exports, we acknowledge that situations may have changed, however until other information comes forward to indicate otherwise, we will continue to consider these figures as we have done. Imports and Exports will therefore remain a consideration in planning for future provision. These shall be monitored under Duty to Cooperate and, if necessary, Statements of Common Ground between Authorities.

#### *Marine Sand and Gravel*

- 5.13 Marine sand and gravel is principally used for the same purposes as sharp sand and gravel. Information on sales of marine sand and gravel is available from AMRI, and also from the AM surveys. The AM2005, AM2009 and AM2014 reports show that Oxfordshire's consumption of marine sand was just 1,000 tonnes in 2005 (shared with Buckinghamshire and Berkshire), increasing to 16,000 tonnes in 2009 and down to 6,000 tonnes in 2014. In 2016 there were marine sand and gravel imports into Oxfordshire by rail into Sutton Courtenay, to make up for a shortfall in supply of land-won sharp sand and gravel caused by a break in production at Bridge Farm Quarry for operational reasons.

### **Quarries**

#### **Sharp sand and gravel**

- 5.14 In Oxfordshire, at the end of 2018, there are 11 sites with planning permission for sharp sand and gravel extraction, 5 of which are active. 3 are inactive, 3 not yet commenced. Information on these sites is summarised in Table 5.2, including the operator and a summary of the current status of each site.

Quarry Site	Operator	Current Status at December 2018
Cassington	Hanson Aggregates	Inactive: reserve remaining under plant site. Plant being removed ready for final extraction in 2019
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.

Quarry Site	Operator	Current Status at December 2018
Gill Mill, Ducklington	Smiths Bletchington	Active: biggest quarry in county; extension of 5.0 million tonnes permitted June 2015; large reserve remaining.
Moorend Fam, Thame	David Einig Contracting	Inactive: very small site. Site currently closed as operator ceased trading.
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.
Sutton Courtenay (Bridge Farm)	Hanson Aggregates	Active: 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.
Sutton Wick	H Tuckwell & Sons	Active: small output site; small reserve remaining beneath the plant site; extension of 0.35 million tonnes permitted March 2016.
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. It was determined that mineral working has permanently ceased, and so the County Council is now under a duty to serve a prohibition notice on this site.
Faringdon Quarry	Grundon Sand & Gravel	Active: new quarry permitted June 2013 (formerly regarded as extension to Wicklesham Quarry).
New Barn Farm, Cholsey	Grundon	Active: Permitted for 2.500,000tonnes in November 2018. Extraction is due to commence soon.

**Table 5.2 Active and Permitted Sharp Sand and Gravel Extraction Sites in Oxfordshire, including Operators and Current Status (Source: OCC)**

- 5.15 Total permitted reserves of sharp sand and gravel in Oxfordshire at the end of 2018 were 12.925mt, as shown in Table 5.3 below. This is taken from the South East of England Aggregate Working Party (SEAWP) Aggregates Monitoring Survey 2018 calculated using annual operator returns. The actual operator returns for individual quarries cannot be presented due to confidentiality.
- 5.16 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. Almost 45% of permitted reserves are held in one quarry (Gill Mill), which could limit overall output from the County. In addition, approximately 12% of the sharp sand and gravel reserves are held in two quarries (Cassington and Stanton Harcourt) that were mothballed during the recession. Cassington is expected to restart in 2019 though Stanton Harcourt remains inactive. This reduces the quantity of available reserves that contribute to

Oxfordshire's supply, thereby reducing sales from the County due to commercial decisions by operators. Caversham quarry, which has a permitted extension for 1.86 million tonnes (13% of permitted reserves) was inactive, however extraction commenced at the end of 2018 which should impact future sales figures.

- 5.17 New Barn Farm, Cholsey was granted permission for 2.5mt (19% of current reserve) at the end of 2018 and has yet to start extraction.

**Table 5.3: Sharp Sand and Gravel Permitted Reserves at 31/12/18 (million tonnes)**

<b>Sharp Sand and Gravel Permitted Reserves at 31/12/18 (million tonnes)</b>
12.925mt

### **Soft Sand**

- 5.18 In Oxfordshire, at the end of 2018, there are eight sites with planning permission for soft sand extraction, all but one of which are active. Information on these sites is summarised in Table 5.4, including the operator and a summary of the current status of each site.

<b>Quarry Site</b>	<b>Operator</b>	<b>Current Status</b>
Bowling Green / Chinham Farm	Hills Quarry Products	Active: sand & limestone; extension of 1.6 million tonnes sand permitted June 2017; large remaining reserve (approximately 50% of total permitted 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	Hatford Quarry Ltd (Earthline)	Active: sand & limestone.
Shellingford	Multi-Agg Ltd (Earthline)	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.
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).
Finmere	AT Contracting	Inactive: intermittent small scale past working; reserve remaining.
Sutton Courtenay	Hanson Aggregates	Active: fully operational after periods of mothballing and spasmodic working but production has fluctuated for

Quarry Site	Operator	Current Status
(Bridge Farm)		operational reasons; extension of 0.5 million tonnes permitted June 2018.

**Table 5.3 Active and Permitted Soft Sand Extraction Sites in Oxfordshire, including Operators and Current Status**

- 5.19 Total permitted reserves of soft sand in Oxfordshire at the end of 2018 were 3.091mt, as shown in Table 5.4 below. This is taken from the SEEAWP Aggregates Monitoring Survey 2018, calculated using annual operator returns. The actual operator returns for individual quarries cannot be presented due to confidentiality. 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. Nearly 45% of Oxfordshire's soft sand reserves are contained in one site (Chinham Farm) and a further approximately 15% in another site (Upwood), which could limit overall output from the County.

Soft Sand Permitted Reserves at 31/12/18 (million tonnes)
3.091 mt

**Table 5.4: Soft Sand Permitted Reserves at 31/12/18 (million tonnes)<sup>26</sup>**

### Crushed Rock

- 5.20 In Oxfordshire at the end of 2018, there are 14 sites with planning permission for crushed rock extraction. There are 12 active sites and 2 inactive. The operator and current status of each site is provided in Table 5.5.

Quarry Site	Operator	Current Status
Dewars Farm	Smiths Bletchington	Active; limestone
Burford	Smiths Bletchington	Active; limestone
Castle Barn (Sarsden Quarry)	Great Tew Partnership	Active; small site
Chinham Farm (Bowling Green)	Hills Quarry Products	Active; sand and limestone
Duns Tew	Smiths Bletchington	Active; sand with small amounts of limestone

<sup>26</sup> SEEAWP Aggregates Monitoring Survey 2018

Quarry Site	Operator	Current Status
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	Inactive; limestone
Rollright Quarry Phase 2	Smiths Bletchington	Active; limestone
Shellingford	Multi-Agg Ltd (Earthline)	Active; sand and limestone; permissions granted April 2011 for deepening and eastern extension, total 1.05 million tonnes sand & 1.225 million tonnes limestone, requires extraction to end by 31.12.20 in eastern extension area and 31.12.28 in existing quarry area.
Shipton on Cherwell	Earthline	Planning permission expired 30 <sup>th</sup> September 2019
Upwood	Hills Quarry Products	Active; sand and limestone
Whitehill	Smiths Bletchington	Inactive; limestone
Wroxton	Peter Bennie	Active; ironstone

**Table 5.5 Active and Permitted Crushed Rock Extraction Sites in Oxfordshire, including Operators and Current Status**

- 5.21 Permitted reserves of crushed rock in Oxfordshire, as reported in the SEEAWP Aggregates Monitoring Survey 2018, are shown in Table 5.6 below.

<b>Crushed Rock Permitted Reserves at 31/12/18 (million tonnes)</b>
7.718 mt

**Table 5.6: Crushed Rock Permitted Reserves at 31/12/18 (million tonnes)<sup>27</sup>**

<sup>27</sup> SEEAWP Aggregates Monitoring Survey 2018

### Rail Depots

- 5.22 The combined sales from the three railhead depots that were operational in 2018 represent 88% of the total throughput capacity of these three depots. Due to confidentiality, we are unable to provide any further details in this LAA 2019.

### Landbanks

- 5.23 Based on the provision levels that have been determined for this LAA 2019 and the permitted reserves at 31 December 2018 as set out above, the landbanks at the end of 2018 can be seen below in Table 5.7.

Permitted Reserves at 31.12.2018 by mineral type	Landbank (LAA 2019 provision figures)
<b>Soft Sand</b> 3.091 m. tonnes	12.72 years at 0.243mtpa
<b>Sharp Sand &amp; Gravel</b> 12.925 m. tonnes	12.7 years at 1.015mtpa
<b>Crushed Rock</b> 7.718 m. tonnes	9.9 years at 0.778 mtpa

**Table 5.7 Oxfordshire Landbank at 31/12/2018**

- 5.24 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 and this means that we need to identify new sites to bring forward more crushed rock to meet the required need.

## 5.Demand and Supply Options Balance

- 6.1 In concluding Oxfordshire's LAA 2019, due to clear indications of future growth in economic and construction activity, the historical baseline figures cannot solely be relied upon as a guide to future demand without potentially impacting on Oxfordshire's plans for economic growth. Therefore, future levels of aggregate provision, other than sharp sand and gravel, in Oxfordshire need to be higher than might otherwise have been supposed on the basis of the 10-year sales averages. The revised LAA 2019 level provision figures have been determined as:

- **Sand and Gravel – 1.015mtpa**
- **Soft Sand – 0.243mtpa**
- **Crushed rock – 0.778mtpa**
- **Recycled and Secondary Aggregates- 0.926mtpa**

- 6.2 To ensure demand meets the requirements for the plan period, we need to use these LAA 2019 provision figures with the permitted reserves as of 31 December 2018.<sup>28</sup> Where shortfalls are identified, this means that land for potential new reserves will need to be identified and allocated in the Minerals and Waste Site Allocations Plan; and that new permissions will be needed.

### **Sand and Gravel**

- 6.3 The LAA provision level figure of 1.015 mtpa multiplied by 18 years, gives a total provision requirement of 18.27 million tonnes for the period 2014 to 2031.
- 6.4 Taking into account sales in 2014 – 2018 (total 3.558 million tonnes), and reserves that are not expected to be worked until after the plan period (1.85 million tonnes), the remaining requirement for the period to 2031 is 3.637 million tonnes.

### **Soft Sand**

- 6.5 The provision level figure of 0.243 mtpa multiplied by 18 years, gives a total provision requirement of 4.374 million tonnes for the period 2014 to 2031.
- 6.6 Taking into account sales between 2014- 2018 (total 1.193 million tonnes) and reserves that are not expected to be worked until after the plan period (0.5 million tonnes), the remaining requirement for the period to 2031 is 0.641.

### **Crushed Rock**

- 6.7 The provision level figure of 0.778 mtpa multiplied by 18 years, gives a total provision requirement of 14.004 million tonnes for the period 2014 to 2031.
- 6.8 Taking into account sales between 2014 to 2018 (total 4.308 million tonnes), the remaining requirement for the period to 2031 is 1.978 million tonnes.

- 6.9 We will therefore need to identify sites for sharp sand and gravel, soft sand and crushed rock to meet the mineral requirements over the Plan Period. This is

<sup>28</sup> Appendix 2

currently being undertaken in the preparation of the Minerals and Waste Local Plan:  
Part 2 – Site Allocations Plan.

- **Sand and Gravel - 3.637 million tonnes.**
- **Soft Sand - 0.641 million tonnes**
- **Crushed rock - 1.978 million tonnes**

6.10 Provision will need to be made in the Site Allocations Plan to enable sufficient new permissions to be granted for the plan period.

DRAFT

## 6. 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.
- **Apportionment** - the quantity of aggregate for which provision needs to be made in plans within each Mineral Planning Authority in order both to satisfy local needs and to contribute fairly towards National (and former Regional) expectations of future demand.
- **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.
- **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
- **AWP** – Aggregate Working Party
- **BGS** – British Geological Survey
- **CLG** – Communities and Local Government
- **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
- **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

## 7. Appendix 1

### Oxfordshire's Historical Mineral Sales

**Sales of Sharp Sand and Gravel 2003 – 2017 (million tonnes) (Sources: SEEAWP Aggregates Monitoring Surveys, and AMRI Surveys)**

	<b>Oxfordshire Sharp Sand &amp; Gravel Sales (million tonnes)<sup>29</sup></b>	<b>England Sharp Sand &amp; Gravel Sales (million tonnes)<sup>30</sup></b>	<b>Oxfordshire's sales as a percentage of England's sales<sup>31</sup></b>
<b>2003</b>	1.372	48.674	2.82%
<b>2004</b>	1.184	51.591	2.29%
<b>2005</b>	1.090	48.109	2.27%
<b>2006</b>	0.983	46.316	2.12%
<b>2007</b>	0.893	44.52	2.01%
<b>2008</b>	0.629	41.527	1.51%
<b>2009</b>	0.462	31.705	1.46%
<b>2010</b>	0.455	31.794	1.43%
<b>2011</b>	0.489	31.392	1.56%
<b>2012</b>	0.559	28.702	1.95%
<b>2013</b>	0.401	30.634	1.31%
<b>2014</b>	0.639	33.831	1.89%
<b>2015</b>	0.768	<i>2015 figures not available</i>	
<b>2016</b>	0.651	<i>2016 figures not available</i>	
<b>2017</b>	0.703	<i>2017 figures not available</i>	

<sup>29</sup> Source: SEEAWP Aggregates Monitoring Surveys

<sup>30</sup> Source: Mineral Extraction in Great Britain survey, Table 2 "Sand and Gravel for Construction". Please note that 2014 is the most recent published report.

<sup>31</sup> Figures include data for marine dredged material. This data is allocated to the county in which the port of landing is situation.

	<b>Oxfordshire Sharp Sand &amp; Gravel Sales (million tonnes)<sup>29</sup></b>	<b>England Sharp Sand &amp; Gravel Sales (million tonnes)<sup>30</sup></b>	<b>Oxfordshire's sales as a percentage of England's sales <sup>31</sup></b>
<b>2018</b>	0.796	<i>2018 figures not available</i>	
<b>Rolling 10 year annual average, 2003 - 2012</b>	0.812	40.433	2.01%
<b>Rolling 10 year annual average, 2004 - 2013</b>	0.715	38.629	1.85%
<b>Rolling 10 year annual average, 2005 - 2014</b>	0.660	36.853	1.79%
<b>Rolling 10 year annual average, 2006 – 2015</b>	0.628	n/a	n/a
<b>Rolling 10 year annual average, 2007 – 2016</b>	0.595	n/a	n/a
<b>Rolling 10 year annual average, 2008 – 2017*</b>	0.576	n/a	n/a
<b>Rolling 10 year average 2009 – 2018</b>	0.592	n/a	n/a
<b>Average of last 3 years 2014 – 2016</b>	0.686	n/a	n/a
<b>Average of last 3 years 2015 – 2017</b>	0.707	n/a	n/a
<b>Average of last 3 years 2016 - 2018</b>	0.717	n/a	n/a

**Sales of Soft Sand 2003–2017 (million tonnes) (Sources: SEEAWP Aggregates Monitoring Surveys, and AMRI Surveys)**

	<b>Oxfordshire Soft Sand Sales (million tonnes)<sup>32</sup></b>	<b>England Soft Sand Sales (million tonnes)<sup>33</sup></b>	<b>Oxfordshire's sales as a percentage of England's sales.</b>
<b>2003</b>	0.234	11.300	2.07%
<b>2004</b>	0.295	11.144	2.65%
<b>2005</b>	0.199	10.817	1.84%
<b>2006</b>	0.183	9.832	1.86%
<b>2007</b>	0.166	9.992	1.66%
<b>2008</b>	0.151	8.607	1.75%
<b>2009</b>	0.165	6.105	2.70%
<b>2010</b>	0.142	4.929	2.88%
<b>2011</b>	0.201	5.197	3.87%
<b>2012</b>	0.155	4.527	3.42%
<b>2013</b>	0.165	5.221	3.16%
<b>2014</b>	0.230	4.954	4.64%
<b>2015</b>	0.233	<i>2015 figures not available</i>	n/a
<b>2016</b>	0.227	<i>2016 figures not available</i>	n/a
<b>2017</b>	0.251	<i>2017 figures not available</i>	n/a
<b>2018</b>	0.252	<i>2018 figures not available</i>	
<b>Rolling 10 year annual average (2003 – 2012)</b>	0.189	8.246	2.34%

<sup>32</sup> SEEAWP Aggregates Monitoring Surveys

<sup>33</sup> Source: Mineral Extraction in Great Britain survey, Table 2 "Sand and Gravel for Construction". Please note that 2014 is the most recent published report.

	<b>Oxfordshire Soft Sand Sales (million tonnes)<sup>32</sup></b>	<b>England Soft Sand Sales (million tonnes)<sup>33</sup></b>	<b>Oxfordshire's sales as a percentage of England's sales.</b>
<b>Rolling 10 year annual average (2004 – 2013)</b>	0.182	7.637	2.38%
<b>Rolling 10 year annual average (2005 – 2014)</b>	0.176	7.018	2.51%
<b>Rolling 10 year annual average (2006 - 2015)</b>	0.179	n/a	n/a
<b>Rolling 10 year annual average (2007 - 2016)</b>	0.184	n/a	n/a
<b>Rolling 10 year annual average (2008 – 2017) *</b>	0.192	n/a	n/a
<b>Rolling 10 year annual average (2009 – 2018)</b>	0.202	n/a	n/a
<b>Average of last 3 years 2014 – 2016</b>	0.230	n/a	n/a
<b>Average of last 3 years 2015 – 2017</b>	0.237	n/a	n/a
<b>Average of last 3 years 2015 - 2019</b>	.243	n/a	n/a

**Sales of Crushed Rock 2003 – 2018 (million tonnes) (Sources: SEEAWP Aggregates Monitoring Surveys, and AMRI Surveys)**

	<b>Oxfordshire Crushed Rock Sales (million tonnes)<sup>34</sup></b>	<b>England Crushed Rock Sales (million tonnes)<sup>35</sup></b>	<b>Oxfordshire's sales as a percentage of England's sales.</b>
<b>2003</b>	0.629	83.957	0.75%
<b>2004</b>	0.557	85.653	0.65%
<b>2005</b>	0.564	80.593	0.70%
<b>2006</b>	0.495	83.722	0.59%

<sup>34</sup> SEEAWP Aggregates Monitoring Surveys

<sup>35</sup> Source: Mineral Extraction in Great Britain Survey. Please note that 2014 is the most recent published report.

	<b>Oxfordshire Crushed Rock Sales (million tonnes)<sup>34</sup></b>	<b>England Crushed Rock Sales (million tonnes)<sup>35</sup></b>	<b>Oxfordshire's sales as a percentage of England's sales.</b>
<b>2007</b>	0.717	82.922	0.86%
<b>2008</b>	0.543	75.179	0.72%
<b>2009</b>	0.363	59.666	0.61%
<b>2010</b>	0.272	50.115	0.54%
<b>2011</b>	0.322	57.744	0.56%
<b>2012</b>	0.242	52.980	0.46%
<b>2013</b>	0.502	53.417	0.94%
<b>2014</b>	1.061	63.835	1.66%
<b>2015</b>	0.914	<i>2015 figures not available</i>	n/a
<b>2016</b>	0.715	<i>2016 figures not available</i>	n/a
<b>2017</b>	0.867	<i>2017 figures not available</i>	n/a
<b>2018</b>	0.751	<i>2018 figures not available</i>	n/a
<b>Rolling 10 year annual average 2003 - 2012</b>	0.470	71.253	0.66%
<b>Rolling 10 year annual average 2004 - 2013</b>	0.458	68.199	0.67%
<b>Rolling 10 year annual average 2005 - 2014</b>	0.508	66.017	0.77%
<b>Rolling 10 year annual average 2006 - 2015</b>	0.543	n/a	n/a
<b>Rolling 10 year annual average 2007 - 2016</b>	0.565	n/a	n/a

	<b>Oxfordshire Crushed Rock Sales (million tonnes)<sup>34</sup></b>	<b>England Crushed Rock Sales (million tonnes)<sup>35</sup></b>	<b>Oxfordshire's sales as a percentage of England's sales.</b>
<b>Rolling 10 year annual average 2008 – 2017</b>	0.580	n/a	n/a
<b>Rolling 10 year annual average 2009 – 2018*</b>	0.601	n/a	n/a
<b>Average of last 3 years 2014 – 2016</b>	0.897	n/a	n/a
<b>Average of last 3 years 2015 – 2017</b>	0.832	n/a	n/a
<b>Average of last 3 years 2016 – 2018</b>	0.778	n/a	n/a

## 8. Appendix 2

### Imports and Exports

**Imports, Exports and Consumption of Primary Aggregates in Oxfordshire 2009 and 2014 (millions of tonnes) (Source: Collation of the Results of the 20109 Aggregates Minerals Survey for England and Wales, DCLG, October 2011 and Collation of the Results of the 2014 Aggregates Minerals Survey for England and Wales, DCLG, October 2016)**

	<b>Sand and Gravel 2009</b>	<b>Crushed Rock 2009</b>	<b>All Primary Aggregates 2009</b>	<b>Sand and Gravel 2014</b>	<b>Crushed Rock 2014</b>	<b>All Primary Aggregates 2014</b>
A. Production / Sales in Oxfordshire	0.628	0.363	0.991	0.869	1.061	1.93
B. Exported out of Oxfordshire	0.140	0.179	0.319	0.221	0.347	0.568
C. Produced and consumed in Oxfordshire (A – B)	0.487	0.184	0.672	0.648	0.714	1.362
D. Imported into Oxfordshire	0.270	0.441	0.711	0.117	0.787	0.904
E. Total Consumption in Oxfordshire (C + D)	0.757	0.625	1.383	0.765	1.501	2.266

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)		2014 Sand and Gravel (including soft sand)	
	Tonnes	%	Tonnes	%
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		2014 Crushed Rock	
	Tonnes	%	Tonnes	%
Oxfordshire	180,867	49.8	663,463	62.56
Berkshire	23,081	6.4	254,223	23.97
Buckinghamshire & Milton Keynes				
Rest of South East & London	0	0	5,755	0.55
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 and Gravel Produced in Oxfordshire 2005, 2009 and 2014 (Source: AM2005, and AM2009, 2014)**

Source MPA	Destination	Sand and gravel (millions of tonnes) 2005	Sand and gravel (millions of tonnes) 2009	Sand and gravel (millions of tonnes) 2014
Oxfordshire	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 (Source: AM2005, AM2009 and AM2014)**

Source MPA	Destination	Crushed rock (millions of tonnes) 2005	Crushed rock (millions of tonnes) 2009	Crushed rock (millions of tonnes) 2014
Oxfordshire	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.

**Sources**

**Sources of sand and gravel consumed in Oxfordshire 2009 (Source: BGS)**

<b>Source</b>	<b>Proportion</b>	<b>Tonnage where known (millions of tonnes)</b>
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)**

<b>Source</b>	<b>Proportion</b>	<b>Tonnage where known (millions of tonnes)</b>
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)**

<b>Source</b>	<b>Proportion</b>	<b>Tonnage where known (millions of tonnes)</b>
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)**

<b>Source</b>	<b>Proportion</b>	<b>Tonnage where known (millions of tonnes)</b>
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

## 9. Appendix 3

### Mineral provision requirements over the Plan period.

#### Sand and Gravel Provision required over plan period 2014 – 2031

(As at Dec 2018)

	Sharp Sand & Gravel (million tonnes)
<b>A. Annual Provision (from policy M2 / LAA)</b>	1.015
<b>B. Requirement 2014 – 2031 (policy M2) (A x 18 years)</b>	18.270
<b>C. Sales in 2014 – 2018 (Oxfordshire)</b>	3.558
<b>D. Remaining requirement (B – C)</b>	14.712
<b>E. Permitted Reserves at end 2018</b>	12.925
<b>F. Estimated permitted reserves available to be worked during remainder of plan period (from beginning 2019 to end 2031)</b>	11.075
<b>G. Remaining requirement to be provided for in Plan (D – F)</b>	<b>3.637</b>

Notes:

1. Permitted Reserves at end 2017 (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. 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 planning application for an extension to Gill Mill Quarry (South) submitted in 2013 and permitted in 2015 is for the working of a total of 7.8 million tonnes of sharp sand and gravel (including 2.8 million tonnes previously permitted and 5.0 million tonnes in the extension area). Information in the application indicates this will be worked over 22 years from 2013, giving an average rate of working of approximately 0.35 million tonnes per annum. Mineral working at Gill Mill Quarry is therefore expected to extend beyond the end of the plan period (2031); of the total of 7.8 million tonnes, it is estimated approximately 6.65 million tonnes will be worked within the plan period and approximately 1.15 million tonnes will remain to be worked after 2031.
3. The planning application for a new quarry at New Barn Farm, Cholsey (South) submitted in 2016 and permitted in 2018 is for the working of a total of 2.5 million tonnes of sharp sand and gravel. Information in the application indicates this will be worked over 18 years from 2019, at an average rate of working of approximately 0.14 million tonnes per annum. Mineral extraction at New Barn Farm is therefore expected to extend beyond the end of the plan period (2031); of the total of 2.5 million tonnes, it is estimated approximately 1.8 million tonnes will be worked within the plan period and approximately 0.7 million tonnes will remain to be worked after 2031.
4. The permitted reserves of sharp sand and gravel available to be worked during the plan period have therefore been reduced by 1.85 million tonnes, from 12.946 million tonnes (row G) to an estimated 11.096 million tonnes (row H).

**Soft Sand provision required over the Plan period 2014-2031**

(Based on three year average - Dec 2018)

	<b>Soft Sand (million tonnes)</b>
<b>A Annual Provision (3-year sales average 2016 – 2018)</b>	0.243 (3-year sales average 2016 – 2018)
<b>B. Requirement 2014 – 2031 (policy M2) (A x 18 years)</b>	4.374
<b>C. Sales in 2014 – 2018</b>	1.193
<b>D. Remaining requirement (B – C)</b>	3.181
<b>E. Permitted Reserves at end 2018</b>	3.091
<b>F. Estimated permitted reserves available to be worked during remainder of plan period (from beginning 2019 to end 2031)</b>	2.54
<b>G. Remaining requirement to be provided for in Plan (D – F)</b>	<b>0.641</b>

## 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); of the total of 0.415 million tonnes, it is estimated approximately 0.365 million tonnes will be worked within the plan period and approximately 0.05 million tonnes will remain to be worked after 2031.
3. The permitted reserves of soft sand available to be worked during the plan period have therefore been reduced by 0.55 million tonnes, from 3.209 million tonnes (row G) to an estimated 2.659 million tonnes (row H).

#### **Crushed Rock provision required over the Plan period 2014-2031**

(Based on three year average - Dec 2018)

	<b>Crushed Rock (million tonnes)</b>
<b>A. Annual Provision (from policy M2 / LAA)</b>	0.778 (3-year sales average 2016 – 2018)
<b>B. Requirement 2014 – 2031 (policy M2) (A x 18 years)</b>	14.004
<b>C. Sales in 2014 – 2018</b>	4.308
<b>D. Remaining requirement (B – C)</b>	9.696
<b>E. Permitted Reserves at end 2018</b>	7.718
<b>F. Estimated permitted reserves available to be worked during remainder of plan period (from beginning 2019 to end 2031)</b>	7.718
<b>G. Remaining requirement to be provided for in Plan (D-F))</b>	<b>1.978</b>

## 10. Appendix 4

### Population

The table below presents the population figures for Oxfordshire for the 10 year baseline period (2009 to 2018).

**Table 1: Oxfordshire population figures for the 10 year baseline period (2009 to 2018)<sup>36</sup>**

Year	Population
2009	643,095
2010	648,688
2011	654,791
2012	660,772
2013	666,100
2014	668,227
2015	675,984
2016	688,410
2017	682,400
2018	687,500

**Population forecasts for Oxfordshire up to 2028<sup>37</sup>**

Year	Population Forecast
2019	723,140
2020	736,150
2021	751, 106
2022	767,637

<sup>36</sup> [http://www.nomisweb.co.uk/reports/lmp/la/1941962886/subreports/pop\\_time\\_series/report.aspx](http://www.nomisweb.co.uk/reports/lmp/la/1941962886/subreports/pop_time_series/report.aspx)  
accessed 30.9.19)

<sup>37</sup> [https://public.tableau.com/views/29thAugustPopulationForecasts/MSOApopulationforecasts?%3Aembed=y&%3Adisplay\\_count=yes&%3AshowTabs=y&%3AshowVizHome=no#1](https://public.tableau.com/views/29thAugustPopulationForecasts/MSOApopulationforecasts?%3Aembed=y&%3Adisplay_count=yes&%3AshowTabs=y&%3AshowVizHome=no#1)

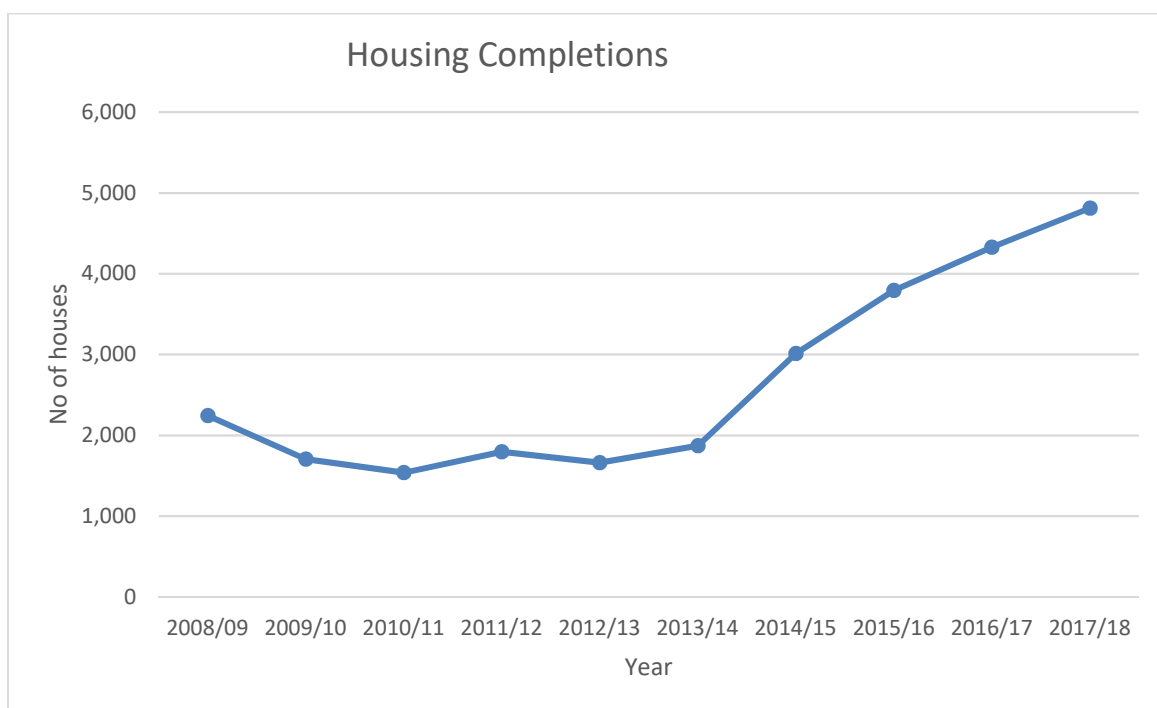
Year	Population Forecast
2023	781,780
2024	794,416
2025	805,078
2026	814,488
2027	822,238

## Housing Completion Figures

### Housing completions by year in Oxfordshire<sup>38</sup>

2006/07	3,194
2007/08	2,807
2008/09	2,246
2009/10	1,708
2010/11	1,539
2011/12	1,799
2012/13	1,661
2013/14	1,873
2014/15	3,013
2015/16	3,795
2016/17	4,330
2017/18	4,812

<sup>38</sup> Oxfordshire County Council and District Monitoring Reports



Oxfordshire housing completions for the baseline period 2008/9 to 2017/18

Division(s): N/A
------------------

## CABINET – 19 NOVEMBER 2019

### FORWARD PLAN AND FUTURE BUSINESS

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

Topic/Decision	Portfolio/Ref
<b>Cabinet, 17 December 2019</b>	
<ul style="list-style-type: none"> <li>▪ <b>Business Management &amp; Monitoring Report - October 2019</b> To note and seek agreement of the report.</li> </ul>	Cabinet, Deputy Leader 2019/102
<b>Joint Responsibility:</b> Deputy Leader of the Council and Cabinet Member for Finance.	
<ul style="list-style-type: none"> <li>▪ <b>Oxfordshire Minerals &amp; Waste Annual Monitoring Report 2019</b> To seek agreement to the Minerals &amp; Waste Annual Monitoring report for 2019, setting out progress on preparation of the Minerals &amp; Waste Local Plan and the results of monitoring of minerals and waste planning policies.</li> </ul>	Cabinet, Environment 2019/089
<ul style="list-style-type: none"> <li>▪ <b>Request for Exemption from Tendering under Contract Procedure Rules in Respect of Delivery of Key Infrastructure</b> A decision required to exempt the County Council from the tendering under Contract Procedure Rules in respect of works at Crab Hill (Kingsgrove Development), Wantage to support delivery of the Wantage Eastern Link Road. This will allow the County Council to use the Developer, rather than our framework contractor to complete the infrastructure works at a better rate.</li> </ul>	Cabinet, Environment 2019/156
<ul style="list-style-type: none"> <li>▪ <b>Capital Programme Monitoring Report - October 2019</b> Financial report on capital spending against budget allocations, including any necessary capital programme approvals.</li> </ul>	Cabinet, Finance 2019/100
<ul style="list-style-type: none"> <li>▪ <b>ICT Strategy, Digital Strategy &amp; Endorsement of Local Digital Declaration</b> To seek adoption of the ICT Strategy and Digital Strategy and the endorsement of the Local Digital Declaration.</li> </ul>	Cabinet, Transformation 2019/158

## **Cabinet Member for Education & Cultural Services, 18 December 2019**

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>▪ <b>Expansion of Longworth Primary School</b><br/>To seek approval of a statutory proposal to expand Longworth Primary School.</li> </ul> | Cabinet Member<br>for Education &<br>Cultural Services,<br>2019/171 |
|---|---|

## **Cabinet Member for Environment, 19 December 2019**

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>▪ <b>Shilton: Hen &amp; Chick Lane - Proposed 40mph Speed Limit and Extension of 30mph Limit</b><br/>To seek approval of the proposal.</li> </ul>   | Cabinet Member<br>for Environment,<br>2019/068 |
| <ul style="list-style-type: none"> <li>▪ <b>North Hinksey: North Hinksey Lane and Lime Road - Proposed Waiting Restrictions</b><br/>To seek approval of the proposals.</li> </ul>  | Cabinet Member<br>for Environment,<br>2019/133 |
| <ul style="list-style-type: none"> <li>▪ <b>Burford: Priory Lane - Proposed Removal of Parking Bays</b><br/>To seek approval of the proposals.</li> </ul>  | Cabinet Member<br>for Environment,<br>2019/154 |
| <ul style="list-style-type: none"> <li>▪ <b>Long Wittenham: High Street - Proposed Pedal Cyclist Bypass at Traffic Calming Build-Out</b><br/>A decision is sought on a proposed pedal cyclist bypass at traffic calming build-out at High Street, Long Wittenham.</li> </ul> | Cabinet Member<br>for Environment,<br>2019/165 |
| <ul style="list-style-type: none"> <li>▪ <b>Brize Norton: Carterton Road and Station Road - Proposed Traffic Calming Measures</b><br/>To seek approval of the proposed traffic calming measures on Carterton Road and Station Road, Brize Norton.</li> </ul>                 | Cabinet Member<br>for Environment,<br>2019/086 |
| <ul style="list-style-type: none"> <li>▪ <b>Oxford: Desborough Crescent - Proposed Waiting Restrictions in Place of Parking Places</b><br/>To seek approval of the proposals.</li> </ul>   | Cabinet Member<br>for Environment,<br>2019/177 |
| <ul style="list-style-type: none"> <li>▪ <b>Brightwell cum Sotwell: A4130 - Proposed 40mph Speed Limit</b><br/>To seek approval of the proposals.</li> </ul>   | Cabinet Member<br>for Environment,<br>2019/178 |
| <ul style="list-style-type: none"> <li>▪ <b>Chilton: Chilton Fields - Proposed 20mph Speed Limit and Waiting Restrictions</b><br/>To seek approval of the proposals.</li> </ul>  | Cabinet Member<br>for Environment,<br>2019/179 |
| <ul style="list-style-type: none"> <li>▪ <b>Bourton: Bishopstone Road - Proposed Traffic Calming Measures</b><br/>To seek approval of the proposals.</li> </ul>  | Cabinet Member<br>for Environment,<br>2019/180 |

<ul style="list-style-type: none"> <li>▪ <b>Grove: Oxford Lane - Proposed Zebra Crossing</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/181
<ul style="list-style-type: none"> <li>▪ <b>Oxford: Kirby Place - Proposed Waiting Restrictions</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/182
<ul style="list-style-type: none"> <li>▪ <b>Oxford/North Hinksey: A420 Botley Road - Proposed Major Improvement Scheme</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/183
<ul style="list-style-type: none"> <li>▪ <b>Bicester/Caversfield: A4421 Buckingham Road - Proposed Toucan Crossing</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/184
<ul style="list-style-type: none"> <li>▪ <b>Oxford: Walton Street - Proposed Experimental Closure</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/185
<ul style="list-style-type: none"> <li>▪ <b>Charlbury: B4437 Forest Road, River Bridge - Proposed Structural Weight Limit</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/186
<ul style="list-style-type: none"> <li>▪ <b>Banbury: A361 Bloxham Road - Proposed 40mph Speed Limit</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/187
<ul style="list-style-type: none"> <li>▪ <b>Abingdon: Northcourt Road - Proposed Revised Traffic Calming Measures</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/173
<ul style="list-style-type: none"> <li>▪ <b>Oxford: Sunderland Avenue - Proposed Amendments to Waiting Restrictions</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/174
<ul style="list-style-type: none"> <li>▪ <b>Steventon: Hanney Road - Proposed Zebra Crossing and Traffic Calming</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2018/175
<ul style="list-style-type: none"> <li>▪ <b>Warborough: A329 Thame Road - Proposed Waiting Restrictions</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/176
<ul style="list-style-type: none"> <li>▪ <b>Eynsham: Wharf Road - Proposed Waiting Restrictions</b> To seek approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/126
<ul style="list-style-type: none"> <li>▪ <b>Oxford: Samphire Road - Proposed Waiting Restrictions and Disabled Persons Parking Place</b> To see approval of the proposals.</li> </ul>	Cabinet Member for Environment, 2019/135

- |  |  |
|--|--|
| <ul style="list-style-type: none"><li>▪       <b>Oxford: Warren Crescent - Proposed Amendment to Parking Bay</b><br/>To seek approval of the proposals.</li><br/><li>▪       <b>Stanford in the Vale: A417 - Proposed Toucan Crossing and Shared Use Cycletrack</b><br/>To seek approval of the proposals.</li></ul> | <p>Cabinet Member<br/>for Environment,<br/>2019/136</p><br><p>Cabinet Member<br/>for Environment,<br/>2019/152</p> |
|--|--|