

Report to: **Overview and Scrutiny (External) Committee**

Date: **15 March 2016**

Title: **OUR PLAN REVIEW**

Portfolio Areas: **Our Plan – Cllr Sanders
Local Plan – Cllr Parker**

Wards Affected: **All**

Relevant Scrutiny Committee: **Overview and Scrutiny (External) Committee**

Urgent Decision: **N** Approval and clearance obtained: **Y**

Date next steps can be taken:
(e.g. referral on of recommendation or implementation of substantive decision) **Hub Committee and Council**

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RECOMMENDATIONS

That the Panel RECOMMEND to the Hub Committee that it RECOMMEND to Council to:-

- (1) Note progress on the 15/16 Our Plan; Annual Activity Programme (appendix 1) and**
- (2) Adopt and publish *West Devon Our Plan* (as presented at Appendix 2) for the 16/17 Financial year as a document that**
 - Recognises *West Devon Our Plan* as the single comprehensive Council Plan**
 - Restates the Council's corporate Vision and Objectives**
 - Establishes the common basis for the Councils Financial Plan, Asset Management Plan, Local Plan and all other Plans and Strategies**
 - Establishes priorities for delivery including a delivery plan commencing in 2016/17**
 - Establishes mechanisms for delivery**
 - Establishes engagement, monitoring and review procedures**
 - Provides context for subsequent incorporation of the Local Plan element currently subject to separate preparation**

Subject to any amendments which are to be delegated to Lead Specialist – Place and Strategy, in consultation with the Leader and Hub Lead for Strategic Planning.

- (3) Establish a joint member working group to agree scope and details of the Economic Development work; and**
- (4) Undertake further work to identify *Key Measures* for the 8 Our Plan themes that are clear expressions of the Councils intentions and which can be measured and readily promoted. Agreement of these to be delegated to Lead Specialist – Place and Strategy, in consultation with the Leader and Hub Lead for Strategic Planning.**

1. Executive summary

- 1.1 The Council has made clear its vision to enhance the quality of life for West Devon individuals and communities. *West Devon Our Plan* is the comprehensive, overarching plan that delivers this vision.
- 1,2 *West Devon Our Plan* sets out the themes and objectives that underpin this vision and draws together the mechanisms at the Councils disposal to ensure delivery. This includes use of the Councils finances, staff, Members, assets, partnerships and development & legislative powers.
- 1.3 Members have previously agreed that *West Devon Our Plan* should take stock of the work to date and focus afresh on restating the vision and objectives alongside a prioritised delivery plan. Publication of a refreshed version of Our Plan builds on work undertaken previously. The proposed republication of *West Devon Our Plan* should also provide a context for the Local Plan and allow the statutory Local Plan element to be incorporated once its formal legal process is completed.
- 1.4 This item takes stock of the existing 15/16 Annual Activity Plan. It records significant progress and successful outcomes against the actions in what has clearly been a challenging year. Some actions are completed, others are on track and need to carry forward whilst others now better lend themselves to being recognised as enduring work streams and become part of business as usual.
- 1.5 The item also proposes a refreshed delivery plan incorporating some existing actions and a series of new activities that have emerged from work with members. This Delivery Plan sets a longer horizon rather than a single year as previously. Members are asked to consider the proposed version of Our Plan and the delivery plan

2. Background

2.1 At Overview and Scrutiny on November 17 2015, Members considered a report relating to Our Plan. The report proposed republication of Our Plan for the start of the 16/17 year as a plan that:-

- Recognises West Devon *Our Plan* as the single comprehensive Council Plan
- Restates the Council's corporate Vision and Objectives
- Establishes the common basis for the Councils Financial Plan, Asset Management Plan, Local Plan and all other Plans and Strategies
- Establishes priorities for delivery including a delivery plan commencing in 2016/17
- Establishes mechanisms for delivery
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2.2 Members supported this approach and this item presents the outcome of work that has taken place since November. Members are being asked to consider the work presented and consider promoting it for formal adoption.

2.3 Members are referred to the 17 November report for further background information.

2.4 In presenting this work there is a need to review the progress against the 15/16 Annual Delivery Plan. Appendix 1 presents an updated version of the Annual Activity Plan and identifies outcomes as follows

	Completed (or to be completed by end of the financial year)
	On target for completion with work to be carried forward
	Commenced but behind timescale
	Not commenced

2.5 Appendix 1 also identifies those targets that have become core and enduring activity. In these cases the work will migrate to "business as usual" and not be highlighted as a further distinct action.

2.6 It must also be recognised that much of West Devon Borough Council area lies within Dartmoor National Park. This generates a close working relationship between the two authorities that is carried into the West Devon Our Plan. Our Plan will stand alongside, and support, the Dartmoor National Park Management Plan.

2.7 In the general provision of services, for example waste collection, WDBC provides a direct service to residents within the DNPA boundary and thus some elements of Our Plan will have direct impacts within the DNPA area. In terms of strategic planning and production of the Local Plan both DNPA and WDBC are working closely together and are joint signatories to the Devon wide "Duty to Co-operate" that governs working relationships for Local Plans. WDBC and DNPA will be producing aligned Local Plans for the shared Housing Market Area within South West Devon.

3. What outcomes are required?

3.1 Production of a single comprehensive Our Plan and supporting Delivery Plan.

3.2 A proposed version of Our Plan is presented at Appendix 2. This incorporates the following elements set out in the November recommendation.

Recognising West Devon *Our Plan* as the single comprehensive Council Plan

3.3 This will be covered in the Our Plan Introduction.

Restates the Council's corporate Vision and Objectives

3.4 These were established through public consultation and are carried forward from the previous "Regulation 19" version of Our Plan. They are presented with only limited editing and amended context in order to retain continuity with previous work. It is suggested that the single word areas of work identified be referred to as themes.

3.5 During its stages of publication and consultation the list of themes has been refined to cover.

- Wellbeing
- Communities
- Homes
- Economy
- Infrastructure
- Environment
- Heritage
- Resources

3.6 When these were presented in Our Plan they were accompanied by a list of objectives. The draft version at Appendix 2 now also includes a summary outcome for each theme. Members are asked to consider the suitability of these.

3.7 All previous consultations have highlighted the importance of delivery through partnership. This forms a key strand to delivery across the Plan and was strongly supported. This is reflected in the draft version.

Establishes the common basis for the Councils Financial Plan, Asset Management Plan, Local Plan and all other Plans and Strategies

3.8 This role of Our Plan is set out in Appendix 2. The Regulation 19 version of Our Plan established the key role of the Financial Plans and Local Plan. Other significant plans and strategies will be referenced. An example of how this will be presented in Appendix 3 and this will be completed prior to publication.

Establishes priorities for delivery including a delivery plan commencing in 2016/17

3.9 The previous version of the Annual Activity Plan included a prioritisation of actions – and concluded four priorities around Homes, Jobs, Natural Environment and Excellent Customer Services. For monitoring purposes (as at Appendix 1) the actions have been placed under the 8 Themes. In the new Delivery Plan it is suggested that actions appear under the 8 themes to better imbed the use and understanding of these.

3.10 Members sought prioritisation and a member workshop was held at Woolwell in early January. Members were invited to prioritise the 8 themes and this resulted in three distinct bandings – with Economy at the forefront.

- High Priority. Economy and Homes
- Medium. Infrastructure, Communities, Wellbeing, Environment
- Reduced Priority. Resources and Heritage

3.11 This prioritisation has been used to provide structure to the draft Delivery Plan presented at Appendix 4. Members are asked to consider this Delivery Plan and the following matters that have informed production

- The Delivery Plan is the community facing expression of the additional activities the Council proposes. It needs to talk to, and deliver for, community groups, businesses, stakeholders and individuals. It does not include T18, or LACC activities and nor does it include baseline “business as usual” activity.
- Proposed actions included in the plan are generated from elements of work we need to do and some that we might want to do including:-
 - Legal or statutory requirements to undertake specific activities;
 - Contract, tender or partnership requirements for time specific activities;

- Non statutory activities that the Council undertakes
 - Other activities proposed by members
- There is a significantly reduced range of actions. These actions seek to identify and focus on an outcome rather than merely require a process or procedure to be put in place. This introduces the use of tangible *Key Measures* for assessing progress against delivery.
 - The Delivery Plan needs to have a longer time horizon and be a living document that can flex and adapt under the steer of Members. A three year horizon is suggested initially.
- 3.12 The Delivery Plan is intended to be simple and a balance needs to be struck about providing enough detail but retaining clarity. Member's views are sought on this – in particular whether the Delivery Plan format allows clear measurement and subsequent monitoring.
- 3.13 Fundamental to success of this Delivery Plan is identification of Key Measures. Historically "progress" has been measured more generally rather than setting specific quantity or quality outcomes. If Members agree the format of the Delivery Plan and the actions within it then it is recommended that further work takes place to identify and agree clear and unambiguous *Key Measures*. These might, for example, seek to identify numbers of houses constructed, jobs supported or measures of environmental quality. Members gave some initial observations at the workshop but more work is needed to come up with ambitious measures which are directly relevant to our communities and against which we are prepared to be judged.
- 3.14 It is suggested that this work to identify *Key Measures*, and fine tune the Delivery Plan, take place with immediate effect to allow Key Measures to be included in the Delivery Plan.
- 3.15 In relation to Economy it is necessary to reflect that there is significant expectation but much of both existing and potential additional work is non statutory. Members are asked to work with officers to agree a targeted approach to Economic Development that focusses on areas of greatest impact within the context of available resources.
- 3.16 For Housing there is far more extensive existing statutory work already underway. The proposal is to look to enhance this work (see also potential housing related work in the Income Generation item) and to promote this as a strong and coherent Housing Delivery Programme.

Establishes mechanisms for delivery

- 3.17 The Draft version of Our Plan at Appendix 2 includes a section on how the Council intends to deliver on actions.

3.18 Actions in the draft Delivery Plan will be delivered through a range of mechanisms. These will be deployed to ensure most effective approach once the actions are agreed. They include

- Direct delivery
- Use of funding and Grants
- Members involvement
- Enforcing Legislation and powers
- Partnership working
- Liaison and influence
- Asset Management
- Locality

Establishes engagement, monitoring and review procedures

3.19 The attached draft version of Our Plan establishes a core role for Overview and Scrutiny to oversee regular monitoring and recognises the existing ability for O&S to seek review if needed.

3.20 The draft Our Plan builds in a commitment for an annual review and refresh of the Delivery Plan.

Provides context for subsequent incorporation of the Local Plan element currently subject to separate preparation

3.21 The text in the draft version seeks to clarify how this proposed publication relates to the previous version that was issued for formal consultation under Regulation 19. This proposed version seeks to step forward and re-establish the corporate context whilst allowing the Local Plan element to progress on its separately agreed process towards a Joint Local Plan. This version of Our Plan needs to strengthen the context, recognise the alternative route that the Local Plan is travelling on and retain the intention to nest the Local Plan element within Our Plan when its formal adoption is completed.

4. What are the options?

4.1 The decision to refresh and publish Our Plan in the proposed format has already been agreed. The options before members are to consider the precise scope, presentation and level of detail to be included. To inform this draft versions of Our Plan, the Delivery Plan and supporting Plans and Strategies have been produced. Issues members may want to consider when reviewing these include:

- Is this a reasonable approach to the scope, form and presentation of Our Plan for publication?
- Are the themes and objectives adequately expressed and prioritised?
- Is the Delivery Plan in an acceptable format?
- Are the Actions in the Delivery Plan appropriate?
- Do we need to better understand costs, benefits and monitoring? If so how do we do this proportionately?

5. Summary and conclusions

5.1 This item follows through previous decisions to republish Our Plan. There is clear opportunity to refocus and pick up momentum.

6. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance	Y	<p>Our Plan is governed by a range of statutory requirements which include the following:</p> <ul style="list-style-type: none"> • Localism Act 2011 (Section 1 – Powers of General Competence). • Town and Country Planning (Local Planning) (England) Regulations 2012 • National Planning Policy Framework 2012 • The Planning and Compulsory Purchase Act (2004) • Environmental Assessment of Plans and Programmes Regulations 2004 <p>Overview & Scrutiny have a responsibility to assist the Council in the development of its Policy Framework and to make any necessary recommendations to the Hub Committee and Council.</p> <p>The Council is required to publish any changes to the Annual Delivery Plan</p>
Financial	Y	<p>The agreement of Our Plan and Delivery Plan will need to consider financial implications. Actions included within the plan for 16/17 are funded and budgeted for at current service delivery level – but enhanced actions may bring resource pressures. Activity for 17/18 onwards will need to be reviewed as delivery commences.</p>
Risk	Y	<p>A failure to review Our Plan and re-issue a renewed approach to the overarching plan could lead to</p> <ul style="list-style-type: none"> • Lack of coherent policy and delivery • Reputational harm • Ineffective use of resources • Poor quality service to those in need of support • Inequality of delivery across the Borough • Failure to comply with statutory requirements and potential risk of challenge <p>These risks are mitigated by</p> <ul style="list-style-type: none"> • Review of Our Plan

		<ul style="list-style-type: none"> • Renewed Delivery Plan • Identification of resources to support delivery • Scope to integrate Local Plan as appropriate • Scope of opportunities for efficiencies through joint approach with SHDC
Comprehensive Impact Assessment Implications		
Equality and Diversity	Y	Our Plan approach and policies imbed equal opportunities and help prevent discrimination in our communities. Equalities Impact Assessment has been undertaken and some minor issues raised about delivery of some actions. Outcomes will be fed into Delivery Plan as it progresses to Hub and Council for adoption.
Safeguarding	Y	Our Plan approach and policies imbed safeguarding measures where necessary.
Community Safety, Crime and Disorder	Y	Our Plan approach and policies support community safety and partnerships to support this
Health, Safety and Wellbeing	Y	Our Plan approach and policies include Health, Safety and Wellbeing. A health impact assessment will be undertaken of Local Plan
Other implications		None identified

Supporting Information - Appendices:

- Appendix 1. 2015/16 Annual Activity Plan Review
- Appendix 2 . West Devon Our Plan 2016/17. Draft.
- Appendix 3. Significant Plans and Strategies. Draft
- Appendix 4. Delivery Plan 2016/17. Draft

Background Papers:

None