



Service Quality

LOCAL AND REGIONAL  
GOVERNMENT RESEARCH  
PROGRAMME



# Research Summary

## A Review of Local Authority Statutory and Non Statutory Service and Policy Planning Requirements

Lauren Woodhouse, Local and Regional Government Research Unit

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### Introduction

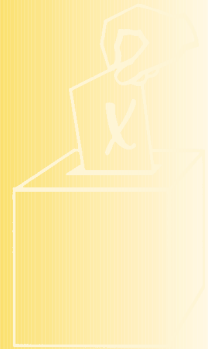
Across both central and local government, plans are widely used to provide a framework to implement desired targets, standards and outcomes. Whilst they differ markedly in structure, detail and size, they all share one primary function: to set out intended outcomes and how they will be achieved. In reviewing the value of such tools for local authorities, however, the current numbers of planning requirements placed upon local authorities by the centre, as well as the complexity and prescription of those planning structures, has raised concerns about the appropriateness of them. Recent policy emphasis upon joined-up working, driven in part by the introduction of community planning and Local Strategic Partnerships has added further fuel to the debate about the number, nature and extent of centrally required plans and strategies.

The Department's Local and Regional Government Research Unit was commissioned in January 2000 to undertake a review of current and proposed local authority (statutory and non-statutory) service and policy planning requirements,

assessing the scope for, and implications of, streamlining. The research comprised three stages:

- Stage 1 – an extensive desk-based examination of the aims and scope of local authority service and policy plans, and processes of production, as outlined in legislation and guidance through an in-depth documentary review;
- Stage 2 – detailed interviews across government departments focusing upon perceptions of the purpose and utility of individual plans; and
- Stage 3 – detailed interviews with eight case study authorities<sup>1</sup>, in part selected due to their progress in reviewing their plan arrangements. The case study interviews focused on the opportunities and implications for streamlining the plans and provided examples of innovative lessons from the local level.

<sup>1</sup> The case study authorities were: Arun District Council, Liverpool City Council, Cambridgeshire County Council, Telford and Wrekin Council, Wiltshire County Council, London Borough of Newham, Bradford City Council and Plymouth City Council.



Participation



Finance



Management



Regions

# Overview of Current Planning Requirements

## Number of plans

A total of 51 plans were included in the research, although another 7 existing and 8 new plans were identified during the study bringing the total number of plans to 66 (see the Annex for a list of planning requirements). However, this does not represent the totality of local authority plan requirements: local authorities may produce other plans that are discretionary or otherwise fall outside of the gift of this research. Furthermore, plans are not single entities: they may consist of, or be underpinned by, a series of other plans or requirements such as statistical returns or audits. Thus, the total plan 'burden' extends beyond 'merely' the total number of plans, and reflects both the magnitude of individual requirements and the frequency with which they need to be submitted.

## Statutory nature of plans

Of the 51 plans included in the research project, 53% of the plans are of a statutory nature (27) with the remainder (24) non-statutory. In practice, however, the statutory basis of plans is a spectrum rather than a dichotomy. Furthermore, the statutory basis of the plans is fluid with a number of changes identified during the course of the research.

## Administrative tiers with responsibility for producing plans

There is very little distinction in the amount of plans produced by different administrative tiers, with the exception that the fewest number of plans (21) are required of district councils. This, in part, reflects the fact that they do not have responsibility for education and social services, both of which involve a large number of discrete plans. All other types of local authority are required to produce approximately 44–48 plans.

## Time-scale for production

Almost all plans (80%) have a fixed time-scale during which they have to be produced, most commonly an annual or triennial reporting cycle. These fixed time schedules have been introduced, in part, to ensure that the required plan information is received by government departments for their performance monitoring purposes or for funding allocation processes.

## Central government 'sponsorship' of plans

The requirement to produce plans has generally originated from individual central government departments, who have 'sponsorship' responsibility for individual policy areas in which local government operates. In terms of the responsibility of the plans at central government level, the plans span across eight different departments and three agencies. Department for Transport, Local Government and the Regions (DTLR) and Department of Health (DH) have formal responsibility for the largest number of plans, though care needs to be taken in the interpretation of this data, since they only relate to the number of individual plans. The figures do not show the extent of burden attached to each of the different plans as a result of multiple planning or reporting requirements.

## Value of planning

It is possible to identify three main groups for whom the process, and outcome, of local authority planning would be beneficial: central government; local government, and the wider community. The centre can, *potentially*, benefit from using plans as a mechanism for monitoring and driving performance, promoting co-ordination and providing information to support policy development. For local authorities, the value principally relates to business management purposes, and the addressing (or championing) of issues or activities. For the wider public, plans are a means of delivering improved service outcomes and providing greater transparency and accountability.

## Use of plans by central government

Central government uses the information from plans for a number of purposes, though local authorities were generally unclear about what the use was. The majority of the plans are used, in some way, for ensuring compliance with national standards or policy objectives (34 plans) or for monitoring levels of activity (21). Other uses include as 'evidence' for the allocation of funding or for information purposes. The majority of the plans (41) need to be sent to one or more sections of central government, ranging from Government Offices for the Regions (GOs), central government departments or a specific quango organisation or inspectorate. Ten plans, of which six are statutory, are not normally required to be sent to any part of central government or its agencies.

## Central government reviews of plans

Central government has sought at various intervals to reconsider or review existing planning requirements.

The majority of plans (63%) are currently undergoing, or have previously undergone, some form of review though most are relatively small-scale and focus upon specific aspects of the content or processes for individual plans. Few departments had looked – or propose to look – at the appropriateness of using a plan-based approach or the costs of preparing the plans. Some departments are undertaking a wider cross-departmental approach, notably the review of children’s services plans by DH, and the rationalising plans project by Department for Education and Skills (DfES). These reviews involve an in-depth study focusing on the degree of integration between the plans and the potential for streamlining.

## Mapping the Relationship between Plans

### **Mapping the relationship between plans**

An important element of developing more streamlined planning processes is the need to gain a better understanding of existing plan requirements. Most authorities had attempted to map out their plans through a variety of approaches. These include developing frameworks to illustrate the integration, setting up working groups or using a centralised service unit to bring parties together to identify the linkages. All of the authorities highlight the importance of having a corporate framework of objectives and targets in place to ensure a consistent approach within different service department planning processes as aspirations and commitment may vary across the council.

## The Need, and Scope, for Change to Planning Requirements

### **Timetable for production of plans**

The short-term nature of the planning cycle was regarded by local authorities as overly restrictive, preventing them adequately developing the necessary inter-linkages between plans and requiring more of their time to be committed to the production of plans than their implementation. Furthermore, there was concern about the conflicting time frameworks imposed on related plans which prevent (or, at best, do not help) joining-up of planning processes. Concern was also expressed over the prescribed time frameworks for stakeholder consultation.

### **Provision and review of resources**

Though findings were mixed, many local authorities saw the process of producing plans as resource intensive with the bureaucracy involved having an adverse impact upon service delivery. Government officials indicated that there had been very little consideration of the costs of producing plans although there is an *implicit* assumption that plans enable local authorities to be more cost-effective.

### **Duplication with, and beyond, planning processes**

The level of overlap between the plans was one of the main concerns amongst authorities. Respondents identified the need for greater integration to address the issue of duplicative processes and outcomes across different plans. There was a general feeling across authorities that a wider approach should be taken in considering the extent of duplication, looking at other related processes, notably inspection regimes.

### **Flexibility of the plans**

Concerns were expressed about the extent to which guidance is overly prescriptive. The case studies argued that there is not sufficient local discretion, notably around the timing of submissions, requirements for data and consultation and presentation of the plans. It was felt that too much effort is generally devoted to writing plans due to the level of prescription required. Thus, there needs to be a balance between the delivery and planning stages. At present it was felt that the process is skewed towards planning. In addition, a number of authorities expressed concern about the relatively narrow scope of many plans, and the need for them to be widened out to focus upon related issues and activities of other agencies.

### **The role of central government**

The ‘silo’ nature of central departments was considered a key difficulty in the better integration of plans. There is currently a degree of confusion between different departments, with duplicative or contradictory guidance issued. Similarly, different funding regimes and planning cycles make streamlining problematic. The comprehensive reviews being undertaken by DH and DfES are designed, in part, to address this.

### **Developing frameworks for rationalising plans**

A number of local authorities are seeking to develop methods to try and streamline their planning arrangements. The potential for the Community

Strategy to act as a rationalising tool was recognised, though few authorities are yet using it in any systematic way to try and do so. Rather the strategy has tended to be used to aid integration by setting out the wider strategic objectives and ‘maps’ of more specific plans that fit within it. In a similar way, single planning frameworks are being explored as part of the DH and DfES reviews to bring together related plans into clearer relationships.

## Recommendations

A number of key recommendations for central government emerge from this research as set out below:

- Central government needs to better monitor the nature of existing planning requirements placed upon local authorities. It needs to view plans collectively, not as individual silos. All existing plan requirements should be reviewed prior to the introduction of any future plan or strategy including the exploration of other possible methods such as the use of Performance Indicators.
- In examining the scope for streamlining, it is essential to look at the real planning burden placed on local authorities in terms of the whole range of plans required of them alongside their associated requirements or processes.
- Opportunities for streamlining requirements should be actively sought. There is an overall need to reduce the current number and level of planning requirements. Use of section 6 of the Local Government Act 2000 should be made where possible.
- There is scope for more use to be made by central government of the information within plans through more joined-up working across departments to pool knowledge. This should reduce the number of additional requests made to local authorities for information, provide integrated evidence for the plethora of different inspection regimes, and be the basis for dissemination of good practice lessons.
- Monitoring of plans should have an increased focus upon outcomes rather than being process-driven.
- There needs to be a greater awareness and transparency at the local level about the use and purpose of plans for central government.
- The requirements and guidance for the plans should be less prescriptive to provide greater flexibility to local authorities for developing the plans. In particular, there should be a greater awareness of conflicting time frameworks in the development, and review, of plan requirements.
- Local authorities should have more discretion to enable them to integrate planning processes. The Community Strategy may provide a useful rationalising tool in this respect.

# Annex – List of Local Authority Planning Requirements

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>Department for Transport, Local Government and the Regions (DTLR)</b>	Asset Management Plan	NS	Asset Management of Local Authority Land and Buildings – Good Practice Guidelines, DETR. Single Capital Pot Guidance Part 1, consultation paper 5 February 2001, DETR. Single Capital Pot Guidance Part 1, final version 22 March 2001, DETR. Single Capital Pot Guidance Part 2: Allocation of the Discretionary 5%, consultation paper 10 May 2001, DETR. Single Capital Pot Guidance Part 2: Allocation of the Discretionary 5%, final version 9 August 2001, DETR.	All tiers.	Reports on corporate asset management in the local authority, setting out procedures put in place and planned further improvements. Local authorities will earn additional capital allocations from the Single Capital Pot for good quality plans.
<b>DTLR</b>	Best Value Performance Plan	S	DTLR Circular 10/99; Local Government Act 1999 Part I Best Value (Performance Indicator information).	All tiers – best value authorities in England and police & fire authorities in Wales, and forthcoming bodies within the GLA Act, 1999.	Process by which local authorities are held to account for the efficiency and effectiveness of their services and proposed actions.
<b>DTLR</b>	Capital Strategy	NS	Guidance is included in the White Paper – Modern Local Government In Touch with the People, and within various central government correspondence and consultation papers under the umbrella of the Single Capital Pot. Guidance issued by DETR 31.3.2000. Single Capital Pot Guidance Part 1, consultation paper 5 February 2001, DETR. Single Capital Pot Guidance Part 1, final version 22 March 2001, DETR. Single Capital Pot Guidance Part 2: Allocation of the Discretionary 5%, consultation paper 10 May 2001, DETR. Single Capital Pot Guidance Part 2: Allocation of the Discretionary 5%, final version 9 August 2001, DETR.	All tiers.	To set out the Local Authority's overarching, cross-service, corporate aims and objectives alongside details of the capital programme which underpins them. Forms a role in central government assessment criteria for allocating capital expenditure.
<b>DTLR</b>	Community Strategy	S	Preparing Community Strategies Guidance, December 2000, DETR.	All tiers (not parish councils).	To provide a strategic planning framework, setting out the priorities and objectives at a community-wide level.
<b>DTLR</b>	Implementing Electronic Government	NS	Local Government On-line, February 2001, DETR.	All tiers.	To set out how authorities aim to take advantage of Electronic Service Delivery (EDS), in particular meeting the 100% ESD by 2005.

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>DTLR</b>	Homelessness Strategy	Under review	Homelessness Bill 2001.	All local housing authorities – all unitary, district, metropolitan and London borough authorities.	To set out details of existing provision and support available in the area for homeless people and specify preventative future action to be undertaken (Homes Bill, section 18 (1)).
<b>DTLR</b>	Housing Strategy	NS	Housing Investment Programme (HIP) Guidance Notes for Local Authorities (produced each year) and Local Housing Strategy Guidance, May 1998, DTLR.	All local housing authorities – all unitary, district, metropolitan and London borough authorities.	To set out the housing needs of the area and long term strategic framework for addressing these needs and for delivering high quality housing services. This feeds into the assessment process for allocating housing capital resources.
<b>DTLR</b>	Housing Business Plan	NS	A New Financial Framework for Local Authority Housing – Guidance on Business Plans, June 2000, DETR.	All local housing authorities – all unitary, district, metropolitan and London borough authorities.	Options appraisal to assist in policy and investment decisions relating to the local authority's housing stock in the long term. To set out mission statement of the authority, objectives and standards, action to achieve these, monitoring arrangements and to communicate this information with central government and key stakeholders (Guidance, p 17).
<b>DTLR</b>	Local Agenda 21 Strategy	NS	Sustainable Local Communities for the 21st Century Why and How to Prepare an Effective Local Agenda 21 Strategy, DETR/Local Government Association, Local Government Management Board, January 1998.	All tiers.	To identify local priorities for sustainability and act a catalyst to delivering them as part of the wider LA 21 process which has global and long term implications.
<b>DTLR</b>	Development Plans: Local Plan	S	Town & Country Planning Act, 1990; Planning & Compensation Act, 1991; Town & Country Planning (Development Plan) (England) Regulations, 1999; Planning Policy Guidance (PPG): Development Plans (1999).	District councils, some unitary authorities and national park authorities.	Sets out detailed policies and specific proposals for the development and use of land, and provides the framework for development control. The plans cover the whole of a local authority area and may include detailed proposals for specific sites.
<b>DTLR</b>	Local Neighbourhood Renewal Strategy	NS	A New Commitment to Neighbourhood Renewal: National Strategy Action Plan, January 2001, Cabinet Office.	All local authorities and their partners wishing to receive an allocation from the Neighbourhood Renewal Fund (NRF).	A strategy to set out the priorities and action for the receipt of NRF allocations in the aim of narrowing the gap between the most deprived neighbourhoods and the rest of the England.

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>DTLR</b>	Local Transport Plan	S	Guidance on full Local Transport Plans (March 2000), DETR.	To be produced by highway authorities – county councils, unitary and metropolitan districts (jointly with PTAs (Passenger Transport Authorities)).	To set out an integrated strategy to address the co-ordination and improvement of all forms of transport including proposals for future investment and the implementation of specific initiatives. Resources for local transport capital expenditure are determined upon assessment of the plan.
<b>DTLR</b>	Development Plans: Minerals Local Plan (in non UDP areas)	S	Town & Country Planning Act, 1990. Planning & Compensation Act, 1991; Minerals Policy Guidance Notes 1-11.	Minerals planning authorities (county councils; unitary authorities & national park authorities).	Sets out policies for the supply of minerals and ensuring required environmental protection associated with their development, (para. 8, Annex A, PPG12). May also set out development criteria for minerals applications.
<b>DTLR</b>	Development Plans: Structure Plan	S	Town & Country Planning Act, 1990; Planning and Compensation Act 1991; Town & Country Planning (Development Plan) (England) Regulations, 1999; PPG12: Development Plans (1999).	County councils, some unitary authorities and national park authorities (often on a joint basis).	Sets strategic policy framework concerning scale and patterns of land use, ensures provision for development is realistic and consistent with national and regional policy, and secures consistency between local plans for neighbouring areas.
<b>DTLR</b>	Supporting People Strategy	NS	Supporting People Policy into Practice, January 2001, DETR.	Responsibility of district and county councils. May be undertaken at individual district level to feed into a larger agreed county wide plan or done at a county level.	To set out what support is required to develop and to develop factual information on the services currently being provided.
<b>DTLR</b>	Development Plans: Unitary Development Plan	S	Town & Country Planning Act, 1990; Planning and Compensation Act 1991; Town & Country Planning (Development Plan) (England) Regulations, 1999; PPG12: Development Plans (1999).	Metropolitan authorities and some non-metropolitan unitary authorities.	Sets both the strategic land-use policy framework for plan area and the detailed proposals for use and development of land, having regard to national and regional planning policies.
<b>DTLR</b>	Development Plans: Waste Local Plan (in non UDP areas)	S	Town & Country Planning Act, 1990, Planning & Compensation Act, 1991; PPG Note 10: Planning & Waste Management.	County planning authorities; some non-metropolitan unitary authorities & national park authorities.	Provides planning policy framework (in alignment with structure plan) for determining planning applications for deposit, treatment, storage, processing and disposal of refuse or waste (except mineral waste).

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>Department of Environment, Food and Rural Affairs (DEFRA)</b>	Local Air Quality Action Plan	S	Environment Act 1995 (section 84), and the statutory guidance for authorities issued under section 88, including: Local Authority Quality Management Guidance 1(00) – “framework for review and assessment of air quality”, and LAQM.G2(00) – “Developing Local Air Quality Action Plans and Strategies – the main considerations”, both published by DETR in March 2000.	All tiers.	To set out the measures for improving the air quality within the designated Air Quality Management Areas, in pursuit of the national objectives prescribed by the Air Quality Regulations 2000.
<b>DEFRA</b>	Biodiversity Action Plan	NS	Guidance for Local Biodiversity Action Plans Notes 1-5 (produced by UK Local Issues Advisory Group on behalf of the Local Agenda 21 Steering Group/UK Biodiversity Group). Guidance Note 6 – Education to Awareness – produced by the Council for Environmental Education on behalf of the England Biodiversity Group.	All tiers.	“To focus resources to conserve and enhance biodiversity by means of local partnerships, taking account of both national and local priorities” (G1, P5).
<b>DEFRA</b>	Home Energy Conservation Report	S	Home Energy Conservation Act (HECA) 1995 and Housing Investment Programme (HIP) Assessment Guidance 2000.	All local housing authorities – all unitary, district, metropolitan and London borough authorities.	To set out the authority’s energy conservation measures, which it considers practicable, cost-effective and likely to significantly improve the energy efficiency of all residential accommodation (including all ownership and tenure) within the area (HECA 1995, section 2), and to report progress on implementation of report.
<b>DEFRA</b>	Municipal Waste Management Strategy	NS (S forthcoming)	Guidance on Municipal Waste Management Strategies, March 2001, DETR.	All tiers.	To set out the authority’s proposals and implementation measures for municipal waste management projects and facilities.
<b>DEFRA</b>	Rights of Way Improvement Plan	S	Section 60, Countryside and Rights of Way Act 2000.	To be produced by highways authorities – metropolitan, unitary, district and county councils.	Strategic focus on rights of way network with aim of improvement and to better reflect modern patterns of demand and land use.
<b>DEFRA</b>	Strategy to Identify Contaminated Land	S	Contaminated Land, Chapter 3, statutory guidance on the identification of contaminated land	District, unitary authorities, metropolitan, London boroughs and some county councils in areas where there is no district council.	To set out the authority’s working arrangements relating to the identification of contaminated land.

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<b>DEFRA</b>	Waste Recycling Plan	S	Environmental Protection Act 1990, Part II, Section 49 and Waste Policy Guidance: Preparing and Revising Local Authority Recycling Strategies and Recycling Plans.	All district, unitary, metropolitan and London borough councils.	To set out the current and proposed arrangements of the authority and other persons for dealing with waste through separating, baling or packaging for the purposes of recycling (EPA, para. 1).
<b>Children and Young People's Unit (CYPU)</b>	Children's Fund Proposal	NS	Children's Fund Guidance, 2001, DfES.	Children's Fund partnerships (includes representatives from local authorities, the voluntary sector, community and faith groups, parents, children and young people).	To apply for funding from the Children's Fund. Has no wider purpose in local government.
<b>Department of Health DH)</b>	Area Child Protection Committee (ACPC) Business Plan	NS	Working Together To Safeguard Children, 1999, DH.	Local authorities with social service departments.	To set out the work programme of the ACPC for the forthcoming year and report upon the progress made in the previous year (para. 4.4).
<b>DH</b>	Better Care, Higher Standards Charter	NS	Better Care, Higher Standards, A Charter for Long Term Care, December 1999, DH and Guidance for Local Housing, Health and Social Services, December 1999, DH.	Local authorities with social service departments working in partnership with health and housing authorities.	Sets out the services available (and local standards) for health, housing and social services and information about the organisations which provide them (Better Care, Higher Standards – National Charter, para. 32) drawn up in consultation with users and carers and other stakeholders.
<b>DH</b>	Carer's Grant Plan (Prevention Special Grant)	NS	DH Local Authority Circular (LAC) (2000) 6, DH LAC (1999) 13.	Local authorities with social service departments.	To set out details of, and improvements for the provision of community care service to prevent/delay loss of independence for whom they may provide community care services (Annex C, LAC 99/13, para. 2).
<b>DH</b>	Child and Adolescent Mental Health Services Development Strategy	NS	DH LAC (1999) 22.	Local authorities with social service departments.	To deliver the national objectives outlined in the joint Health and Social Services National Priorities Guidance (NPG) at the local level (p3).

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>DH</b>	Children's Services Plan	NS	Part III Children Act 1989, (Amendment) Children Planning Order 1996, DH Local Authority Social Services Letter (2000) 3.	Local authorities with social service departments.	To set out a plan for developing service provision for children in need (in regards to Children Act 1989), and progress the planning discipline developed through the Quality Protects Management Action Plans, through which local and health authorities present their Joint Investment Plans to improve the health and social care of children. In addition, have a wider purpose of serving as a vehicle for rationalising planning requirements, and to ensure consistency of objectives and intended outcomes for all plans, concerning vulnerable children, as well as demonstrating integration to meet shared targets (Guidance letter, 12/4/00/Summary p3).
<b>DH</b>	Community Care Plan	S	National Health and Community Care Act 1990, Chapter 19, Section 46.	Local authorities with social service departments.	To set out how the authority proposes to meet the community care needs of the local population (LAC(94)12, Guidance, para 4).
<b>DH</b>	HIV/AIDS Support Grant Plan	NS	DH LAC (2001) 3.	Local authorities with social service departments.	To set out the authority's proposals for commissioning social care for people living with HIV/AIDS based on local population needs assessments.
<b>DH</b>	Health Improvement and Modernisation Plan	S	Health Act 1999, Section 28 and DH LAC (1998) 23.	Health authorities with all local authority tiers required to be involved in the process.	To set out a strategic framework to improve and develop health services and reduce inequalities (LAC 98/23, p3). Presents the local contribution to meeting the national targets and objectives set out in the National Priorities Guidance (NPG), the NHS Plan, the National Service Frameworks and the Cancer Plan.
<b>DH</b>	Local Information Plan	NS	LAC (2001) 9 Capital Grant for Improving Information Management – Implementing Information for Social Care. Information for Social Care Local Information Planning Guidance Notes 2001, DH.	Local authorities with social service departments.	To set out an information strategy for the next three years with supporting capital investment plans.

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<b>DH</b>	Joint Investment Plan (JIP) for Older People/National Service Framework for Older People	NS	JIP Guidance for Older People including those who have mental health problems, March 2000, DH.	Local authorities with social service departments.	To set out detailed resource information reflecting the priorities of the Health Improvement and Modernisation Plan to achieve national aims outlined in the NPG and National Service Framework (NSF). Plan is intended to create greater integration between service providers, increased the transparency of investment, and improve service provision and outcomes for older people, including those with mental health problems (General JIP Guidance, para 3).
<b>DH</b>	Joint Investment Plan (JIP) for People with Learning Disabilities	NS	DH Guidance for JIP for People with Learning Disabilities/General JIP Guidance <sup>1</sup> , March 2000/ LAC (2001) 23/ NSFs/ NPG and White Paper Valuing People.	Local authorities with social service departments.	To set out detailed resource information reflecting the priorities of the Health Improvement and Modernisation Plan to achieve national aims outlined in the NPG and NSF. Plan is intended to create greater integration between service providers, increased the transparency of investment, and improve service provision and outcomes for adults with learning disabilities (General JIP Guidance, para 3).
<b>DH</b>	Joint Investment Plan – Welfare to Work for Disabled People	NS	DH Guidance for JIP on Welfare to Work for Disabled People/General JIP Guidance 1.	Health authorities with local authorities with social service departments.	To set out detailed resource information reflecting the priorities of the Health Improvement and Modernisation Plan to achieve national aims outlined in the NPG. Plan is intended to create greater integration between service providers, increased the transparency of investment, and improve service provision and outcomes for disabled people (of working age) (General JIP Guidance, para 3).

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DH	Joint Investment for Adults with Mental Health Problems Plan	NS	DH Guidance for JIP for Adults with Mental Health Problems and JIP General Guidance 1, March 2000.	Local authorities with social service departments.	To set out detailed resource information reflecting the priorities of the Health Improvement and Modernisation Plan to achieve national aims outlined in the NPG and NSF. Plan is intended to create greater integration between service providers, increased the transparency of investment, and improve service provision and outcomes for adults with mental health problems (General JIP Guidance, para 3).
DH	Local Teenage Pregnancies Strategy	NS	Social Exclusion Unit (SEU) Report on Teenage Pregnancy, July 1999.	Jointly developed by health authorities and top tier local authorities (unitary, county and London boroughs).	To develop a local strategy to respond to the two main goals of the SEU report: (i) to halve the rate of conceptions among under 18 year olds in England by 2010, and set a firmly established downward trend in the conception rates for under 16s by 2010 (ii) achieve a reduction in the risk of long term social exclusion for teenage parents and their children.
DH	Local Implementation Plan for National Service Framework for Mental Health	NS	National Service Framework for Mental Health Modern Standards and Service Models for Mental Health DH LAC (1999) 34.	Local authorities with social service departments.	To set out the local response to deliver national standards and service models for adult mental health services (LAC 99/34, p2).
DH	Promoting Independence Grant	NS	DH LAC (2000) 6 and DH LAC (1999) 14.	Local authorities with social service departments – all county, unitary, metropolitan and London borough councils with the agreement of health authorities.	To foster partnership between health and social services in promoting independence as an objective of adult services. The emphasis is on using the grant to promote new patterns of service providing care closer to home.
DH	Quality Protects Management Action Plan	S	DH LAC (1999) 33 Quality Protects Programme: Transforming Children's Services 2000/1.	Local authorities with social service departments and health authorities (and Primary Care Groups and Trusts).	To set out a local project plan for modernising children's services and basis for monitoring progress in implementing Quality Protects (para. 7.1). The plan also provides the assessment criteria for allocating a special grant as well as a source of data to inform decisions regarding regional or central activity.

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<b>DH</b>	Training/Human Resources Plan	S	DH LAC (2001) 7.	Local authorities with social service departments.	One of the purposes is to inform the local authority's decision making about the training that is to be undertaken by social services staff.
<b>DH</b>	Vulnerable Adults Strategy	NS	No Secrets: Guidance on Developing and Implementing Multi-Agency Policies and Procedures to Protect Vulnerable Adults from Abuse, March 2000, DH.	Social services and health authorities with Chief Police Constables.	To protect vulnerable adults.
<b>DH</b>	Whole Systems Capacity Plan	NS	HSC 2001/014 & LAC(2001) 17.	Health authorities working in partnership with social services departments, NHS Trust, Primary Care Groups/Trusts, voluntary sector and the independent sector	The circular sets out arrangements for health and social care communities to plot activity and service provision all year round with a special emphasis on the winter months.
<b>Health and Safety Executive (HSE)</b>	Off Site Emergency Plan	S	Control of Major Accident Hazard (COMAH) Regulations, 1999.	All county councils.	To set out a plan to secure objectives of: containing/controlling incidents; implementing measures to protect persons and the environment from major accidents; communicating with the public, emergency services and authorities; and providing restoration/clean-up services after a major accident (Schedule 5, Part 1, 1-4).
<b>HSE</b>	Pipeline Safety Emergency Plan	S	Pipeline Safety Regulations, 1996, no 825.	All county councils.	To provide details of how an emergency relating to a major accident in its area will be managed (para 25. (1)).
<b>Lord Chancellor's Department (LCD)</b>	Community Legal Service Partnership Strategy	NS	Community Legal Service Partnerships (CLSP) Draft Consultation Paper/Performance Indicators Paper, April 2000, Legal Services Commission.	All tiers. Outside London, CLSPs should be based on a shire county area and/or one or more unitary local authority area/s. In London, a CLSP will normally cover one or more boroughs. In exceptional circumstances, where a different format is adopted, strong justification is required (Draft Guidance, Annex A).	To identify the current position of funding and providing local legal and advice services, and set out a series of steps to achieve a 'desirable' position (Draft Guidance, chapter 5, para.5).

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>Home Office (HO)</b>	Drugs Action Team (DAT) Strategy	NS	Drugs Action Team Template Guidance, October 1999, UKADCU.	County, metropolitan, unitary and London borough councils. Drugs Action Teams (consists of 5 agencies: health authorities; local authority social services; probation service; police and prison services.	The annual plan is to assist the DAT in planning, setting out the DATs targets in line with national and local priorities. The annual report sets out the progress achieved within the previous year (p3).
<b>HO</b>	Crime and Disorder Reduction Strategy	S	Chapter 37, Part 1 (sections 5-7), Crime and Disorder Act 1998, Guidance on Statutory Crime and Disorder Partnerships Crime and Disorder Act 1998, July 1998, Home Office.	Each district, unitary and borough council (Guidance, para.1.23). In two tier areas, the county council will be involved at all stages of the process on an equal basis alongside the police and each non-unitary local authority within the area. Some county councils may have to contribute to a number of district strategies (Ibid. para.1.24). Similarly, health authorities, the police and probation services may be involved in developing strategies within different district areas (Ibid. para.1.25).	To set out the measures required to address the priorities identified within the crime audit, alongside a series of performance criteria to monitor progress, in order to reduce the level of crime and disorder within an area (Crime and Disorder Act 1998, chp 37, part 1, 6 (1)).
<b>HO</b>	Youth Justice Plan	S	Crime and Disorder Act 1998 (section 40).	All tiers.	To set out details on the provision of youth justice services and structure of Youth Offending Teams (YOTs) in the area (Crime and Disorder Act 1998, Introductory Guide – Youth Justice, p2).
<b>Cabinet Office (CO)</b>	Civil Defence Plan	S	Civil Defence (General Local Authority Functions) Regulations 1993.	Unitary, metropolitan, London borough, county councils and districts (in metropolitan areas).	To set out the establishment of civil protection procedures for the maintenance of services during any emergency including a local planning capability in the event of a hostile attack (Civil Defence).

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>Department of Culture, Media and Sport (DCMS)</b>	Annual Library Plan	S	Public Libraries and Museums Act 1964 and Annual Library Plans – Guidelines for the Preparation of Plans in 1999, February 2000, DCMS.	Unitary, county, metropolitan and London borough councils.	Sets out the local authority's commitments in regards to the development of the authority's library service (Guidelines Para 1.11). Means of reporting on performance against library standards.
<b>DCMS</b>	Local Cultural Strategy	NS	'Creating Opportunities' Guidance for the Development of Local Cultural Strategies in England, December 2000, DCMS.	All tiers. Should be led (although not exclusively) by the local authority (Guidance, exhibit 1).	Overarching strategy setting out the authority's vision, values and policy framework for the provision of cultural services in the area (Planning Across Boundaries, para. 2.1).
<b>Department for Education and Skills (DfES)</b>	Accessibility Strategy	S	Section 14 and 15 of the Special Educational Needs (SEN) and Disability Act 2001.	Local education authorities – unitary, county, metropolitan and London borough councils.	To increase the accessibility of schools to children with disabilities. This contributes to the Government's commitment to equal opportunities for disabled people and supports the policy on inclusion of children with special educational needs in mainstream education.
<b>DfES</b>	Asset Management Plan – Education	NS	Guidance on Education Asset Management Plans, section 1 – Framework, April 2000, DfES.	Local education authorities.	To provide: an agreed basis for local decisions on spending priorities and link with other local authority plans; to help governors and headteachers to develop plans, providing a clear and fair process for funding decisions; to aid the production of partnership projects; and to assure stakeholders that capital projects are sound and present value for money (Value for Money) (para. 8–11).

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>DfES</b>	Behaviour Support Plan	S	Section 527A, Education Act 1996 (as inserted through Section 9 Education Act 1997), DfES Circular 1/1998.	Local education authorities.	To set out a comprehensive set of arrangements, made or proposed by the local education authority for dealing with the education of pupils children with behavioural difficulties and tackling discipline problems (Section 527A, Education Act 1996 (1)/Circular 1/98, para. 5). Intended to act as a catalyst for LEAs to review current provision, developing a strategic plan, to ensure effective use of resources and co-ordination between agencies, and awareness of support available from the LEA (ibid. para. 4).
<b>DfES</b>	Class Sizes Plan	S	Chapter 31, Section 2, Schools Standard and Framework Act 1998, Education (Plans for Reducing Infant Class Sizes) (England) Regulations 1998, Guidance for LEAs On Preparing Statements About Reducing The Size Of Infant Classes, (no date provided), DfES.	Local education authorities.	To set out the arrangements that the authority proposes to ensure statutory compliance in relation to limiting the size of infant classes within schools (SS&FA, section 2 (1)).
<b>DfES</b>	Connexions Plan	NS	Connexions Service Prospectus and Specification, May 2000.	Connexions Partnership – a small strategic body consisting of local authorities, health authorities, chief officers of police and police authorities, probation committees, Primary Care Trusts and YOTs as set out in the Learning and Skills Bill (para. 3.9).	To set out the partnership's approach to implementing the Connexions Service in an area, raising aspiration and achievement for young people and improving service provision (Annex 2).
<b>DfES</b>	Early Years Development and Childcare Plan	S	School Standards and Framework Act 1998, Section 120/121 and Early Years Development and Childcare Partnership Planning Guidance 2000–2001, DfES.	Local education authorities.	To set out a statement of proposals and detailed annexes, in order to comply with the LEAs duty of securing nursery provision for four year olds, under section 118 of the SSFA 1998 (Section 120 (2)/ Guidance, para. 3.1).

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>DfES</b>	Education Development Plan	S	School Standards and Framework Act 1998, Part 1, Sections 6/7 and Guidance for LEAs on Education Development Plans, September 1998, DfES.	Local education authorities.	Strategic plan setting out all the activities funded and managed by the LEA aimed at improving education provision in the area, and ensuring performance targets for pupil achievement are met (Guidance, para. 1).
<b>DfES</b>	ICT Development Plan (Information, Communication and Technology)	NS	DfES Education Circular 16/1999.	Local education authorities.	To provide a structured framework for implementing the National Grid for Learning (NGfL) policies in schools, as part of the bidding process for receipt of the NGfL Standards Fund Grant.
<b>DfES</b>	Local Authority Adult Learning Plan	NS	Application for funding and Adult Learning Plan from April 2001 Guidance to local education authorities, July 2000.	Local education authorities.	To set out their statutory responsibilities to secure the provision of adult education and describe how the local authority will use the grant available to develop new adult learning provision initiatives (para. 3/25). Primary aim is to support the development of new activity leading to wider participation in learning (para. 25).
<b>DfES</b>	Office For Standards in Education and Teaching (OFSTED) Action Plan	S	Section 39 (2), Education Act 1997.	Local education authorities.	To ensure that statutory purposes are met; that the LEA has a clear programme of action in response to OFSTED's recommendations; and all stakeholders are aware how the proposed actions will contribute to continuous learning and improvement within the LEA and its schools.
<b>DfES</b>	School Organisation Plan.	S	Schools Standards and Framework Act 1998, Section 26 and Education (School Organisation Plans) (England) Regulations 1999.	Local education authorities.	Contextual plan which sets out the LEAs proposals on meeting the area's provision for primary and secondary education. Plan provides an understanding of the future need for school places and a basis for which the Schools Organisation Committee can consider proposals for changes to schools (Guidance, p1).

Government Department	Plan title	Stat/ Non-Stat	Legislation/Guidance	Tiers/orgns with responsibility for plan	Purpose of the plan
<b>Food Standards Agency (FSA)</b>	Food Law Enforcement Plan	NS	FSA Food law accountability framework issued for consultation April 2000. Consultation package including service planning guidance to be finalised and issued September 2000 for operation from April 2001.	All tiers.	To ensure that national food safety priorities and standards are addressed and delivered at the local level (Framework, p4).

**Please note:**

- 'All tiers' includes district, county, unitary, metropolitan and London boroughs
- Whilst the DH non-statutory plans listed have been issued under section 7 of the Local Authority Social Services Act 1970, they do not have the full force of statute, but nevertheless are required (except where local circumstances justify a variation).

**Further information**

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