

EAST & WEST IS BEST

Get Change Right for
York and North Yorkshire

get-change-right.com



FOREWORD

In this document we present our proposal to build a better future for residents and businesses across York and North Yorkshire, through the creation of two new unitary councils: **East & West.**

Our priority is to get change right. Right for our residents, right for our businesses, and right for our partners. To do that, we have come together across six district and borough councils, and across political parties, to build on what is best in our area and further unleash its economic and social potential.

The East & West model of local government reorganisation is the strongest possible option for levelling-up, and driving future recovery and growth in York and North Yorkshire.

It is a rational and practical solution, that can be implemented by 2023, to unlock benefits for our communities, our economy and our future, and preserve local democracy.

It aligns with the government's optimal population guidelines for unitary authorities and will strengthen the contribution of York to the wider sub-region.

Our knowledge and experience of delivering essential council services, and our local leadership in areas such as COVID-19 response, community support and infrastructure development means we already have a wealth of experience in creating the conditions for local people, places and businesses to thrive and prosper.

We have the vision and ability to build on this success, by creating a local government structure that is clearer, more accountable and more cost-effective for the public.

Through a strong, strategic East & West model, we will deliver exemplary services, improved health and social care, and enhanced local environments so that local communities and economies can thrive.

We will protect the local relationships, responsiveness and democratic representation that our residents and businesses value and expect. We will unlock the social and economic potential of York, enabling key challenges in housing and vital services to be addressed, and allowing the city's strengths to be maximised, for the benefit of the whole area.

Our proposition is based on extensive consultation. It has been developed through listening to our residents, businesses, community groups, charities and partners, and it has their needs at its heart. We know it already commands a great deal of grass-roots support.

The East & West model makes sense to our **communities** – more so than any other model – because it reflects existing geographies and respects the identity and character of our unique places. It ensures that our communities are represented by councillors who know their area and understand their needs.

The East & West model makes sense to our **businesses**. It reflects the economic footprints of the area, providing great potential for strong, inclusive and clean growth, and recovery from the COVID-19 pandemic through localised regeneration development. It enhances our ability to support businesses by strengthening infrastructure improvements across two larger, more strategic footprints.

And crucially, it protects those local connections between councils and businesses which have proved so vital during the pandemic, and which will be the bedrock for future recovery and growth.

We are strongly committed to devolution, and the opportunity it provides to put funding and decision-making in the hands of local people, who know our places and communities best. For that reason, the East & West proposal has been purposefully designed to provide the best foundation for a transformative devolution deal.

The East & West model is the only proposal that delivers two **equal partners** to sit within a Mayoral Combined Authority. Through a balanced, fair and equitable Combined Authority, an elected Mayor will be better able to drive economic growth at the pace and scale that government (and our area) wants to see.

We recognise that, through this change to local government, **we have a once-in-a-generation opportunity** to improve services and create the best possible future for the area. Through our East & West proposal, we are taking that opportunity to get change right.

Cllr Richard Foster

Leader, Craven District Council

Cllr Richard Cooper

Leader, Harrogate Borough Council

Cllr Angie Dale

Leader, Richmondshire Borough Council

Cllr Keane Duncan

Leader, Ryedale District Council

Cllr Steve Siddons

Leader, Scarborough Borough Council

Cllr Mark Crane

Leader, Selby District Council



EAST & WEST VISION AND PROPOSAL

Our vision captures a clear ambition for successful local government reorganisation – to get change right and build the best future for the whole of York and North Yorkshire.

We will provide strong, equal representation for everyone in York and North Yorkshire , building upon what we do best. We will respond to the needs of local people, create clean and inclusive economic growth and deliver value for money.

Our proposal is to create two new authorities, set up to succeed for the long-term prosperity of York and North Yorkshire, one in the East, and one in the West. Each unitary authority will provide all services to the citizens of each area.

- The **East unitary** will cover the areas of Ryedale, Scarborough, Selby and York. This area includes the North Yorkshire Moors National Park, the coast, and key historical towns and cities, along with a range of market towns and villages.
- The **West unitary** will cover the areas of Craven, Hambleton, Harrogate and Richmondshire. This area includes the Yorkshire Dales National Park, cultural and historic attractions within major towns, a strong agricultural centre and the largest British army base in Europe at Catterick Garrison.

METRIC	EAST	WEST
Population	465,375	363,297
Size (Hectares)	320.63k	511.79k
Total GVA in millions	£10,039	£8,356

This proposal meets the requirements of the five tests for local government reorganisation by:

- Harnessing the best of all of the councils across York and North Yorkshire so we can achieve even more in the future, in line with our devolution aims, our Local Industrial Strategy, and our climate change commitments
- Ensuring that citizens can drive the agenda through accessible and accountable democratic representation, at levels appropriate to our population and geography
- Giving residents and businesses more say than ever before, through powerful Locality Committees, networks of connected communities and enhanced town and parish councils
- Working strategically across the partnership landscape, so that delivery is joined-up, effective and affordable, and reflects our places

THE DEVELOPMENT OF THE EAST & WEST MODEL

The government invited councils in York and North Yorkshire to put forward proposals to reorganise and simplify local government in the area, on a unitary (one-tier) basis.

Our guiding principle was to get change right for our communities and economies, and to do that we took a “blank canvas” approach. This meant recognising the unique character and assets across our geography such as:

- the scale of the region (North Yorkshire alone is five and a half times the size of Greater London, and larger than Bedfordshire, Berkshire, Buckinghamshire, Hertfordshire and Oxfordshire combined; travelling from the western-most town of Benthams to Scarborough on the east coast takes three hours - longer than it would take to travel to Glasgow in Scotland)

- the strategic and economic potential of the city of York, together with a network of market towns, each with their own strong identities and community culture
- the challenges of delivering services across a vast rural geography, with sparse populations

Our approach has also acknowledged the positive aspects of existing local government structures that are already delivering in this context, whilst looking beyond current administrative boundaries, systems and arrangements to find the best possible model for the future.

In summer 2020, and without any preconceived conclusions, we commissioned independent experts at KPMG to identify the best way of reorganising local government to serve residents and businesses across York and North Yorkshire.

KPMG examined a range of evidence and applied a consistent and transparent method to evaluate a longlist of possible local government models. The details of this can be found in Appendix 2 of the Case for Change.

Two options (East & West and North & South) were prioritised for detailed analysis, with one further option (York and North Yorkshire) identified for comparison purposes.



EAST & WEST



NORTH & SOUTH



YORK & NORTH YORKSHIRE



	EAST & WEST		NORTH & SOUTH		YORK & NORTH YORKSHIRE	
Key options analysed	West	East	North	South	North Yorkshire	York
Population	363,297	465,375	309,461	519,211	618,054	210,618



KPMG worked with us to agree and weight the evaluation criteria. KPMG then applied the criteria and scored the three models.

The East & West model ranked first for impact on service delivery; financial sustainability, benefits and payback period; democratic representation and facilitating the aims of devolution.

The East & West model was then further interrogated against the criteria below, to ensure that it was the best possible model for local government reorganisation in York and North Yorkshire:

- **GVA – the value of the economy**
- **Working age population**
- **Rural/urban ratios**
- **Deprivation levels**
- **Unemployment rates**
- **Skills and qualifications**
- **Key industries**
- **House prices**
- **Carbon emissions**
- **Democratic representation**

Our approach to reaching the best solution was open-minded, evidence-led and analytical. Through this approach, the East & West model emerged as a clear winner, offering two balanced unitary authorities, large enough to achieve economy of scale, but local enough to stay connected, and built to achieve excellence and accelerate outcomes in service delivery, partnership working, and economic recovery and growth.

It also proved to be the most balanced of all models examined, with the best opportunity to support a fair, equitable and effective Combined Authority, able to drive devolution and ensure its benefits are felt across the entire geography.

KPMG's full report is our **Case for Change**, submitted to Government with this document.

EAST & WEST IS BEST: OVERVIEW OF BENEFITS

• THE PROPOSAL MEETS THE CRITERIA SET OUT BY THE GOVERNMENT FOR UNITARY AUTHORITY PROPOSALS

Our model, based on a credible geography, will improve services across the whole area, give greater value for money, enable stronger strategic and local leadership, and provide a sustainable framework for the future. This model has a good deal of local support, evidenced in our submission and on our website.

• EAST & WEST IS BEST FOR PEOPLE, PLACES AND COMMUNITIES

Our model covers a credible geography with populations, size and economic power as balanced as possible; it is big enough to achieve economies of scale, but small enough to be responsive to local needs, whilst preserving the local identities that our communities hold dear. East & West is the most popular choice for residents, with 66% in favour in a market research study and 75% in favour in an online survey, and wide support from a range of key local businesses, parish councils and other influential local organisations.

• EAST & WEST IS BEST FOR BUSINESS AND ECONOMY

The East & West model reflects the economic footprints that already exist in our sub-region, and maximises the growth opportunities along the major corridors formed by the A1(M) and the A64. The model enables investment to be more evenly distributed, and retains the close connections between local government and businesses, ensuring businesses continue to have a strong voice.

• EAST & WEST IS BEST FOR LOCAL DEMOCRACY

The East & West model establishes effective, fair and truly local representation that will reflect the differing needs of our communities across the area, built on partnership working with parish and town councils. It is the only option that would create a fair and balanced Combined Authority with two councils that have parity under a devolution deal, enabling the levelling up agenda to deliver, thrive and prosper.

• EAST & WEST IS BEST FOR EXCELLENT, EFFICIENT LOCAL SERVICES

This model establishes two unitary authorities, large enough to deliver efficiencies and strategic vision, but local enough to stay connected and meet the needs and priorities of local people and businesses. Services such as planning, waste and housing, that are delivered by district and borough councils and the City of York Council, will be streamlined for economies of scale, and integrated to improve service delivery, without losing the grass-roots connection that people value and need. Services such as adult social care and children's services, that are currently delivered by North Yorkshire County Council across the whole of North Yorkshire, will continue to be delivered by their locality teams with opportunities taken to maximise whole-systems thinking through integrated delivery with district services and with other public and voluntary and community sector organisations.

• EAST & WEST IS BEST FINANCIALLY

The East & West model has a great potential for long-term efficiencies, estimated to be £56m per year. These savings can be reinvested back into the frontline services that matter to communities and businesses, which means better value for money for the taxpayer. Including York in the East & West model is also important for its financial security of York.

• EAST & WEST IS DELIVERABLE

Our model is realistic and deliverable by 2023, with limited disruption for residents and businesses.

These authorities will be in place for this generation and the next – so we recognise the need to get change right.



EAST & WEST IS BEST FOR BUSINESS AND ECONOMY

THE EAST & WEST MODEL DELIVERS

- A geography with balanced populations, demography, and economic power
- Inclusive growth opportunities along economic footprints
- Fair and balanced economies in a Combined Authority, delivering the aims of devolution
- Catalyst to drive investment to meet local needs
- Unlocks the potential of York
- Attracts investment and levels up the area's economy
- Place-shaping at the heart of future development

BALANCED POPULATIONS, DEMOGRAPHY AND ECONOMIC POWER

The East & West model produces two unitary authorities with populations within the government's ideal range of 300,000 to 600,000 people, and close to the government-cited optimum size of 400,000. It is the only model that achieves this.

The proposed East Unitary Authority has a population of 465,000 with an area covering over 320,000 hectares. The proposed West Unitary Authority has a population of 363,000 with an area covering over 511,000 hectares.

The areas have similar population sizes, Gross Value Added (GVA) per head, total GVA and tax base ratios. This ensures a balance of economies between East and West, which will maximise future economic potential. This is reflected in the summary table below:

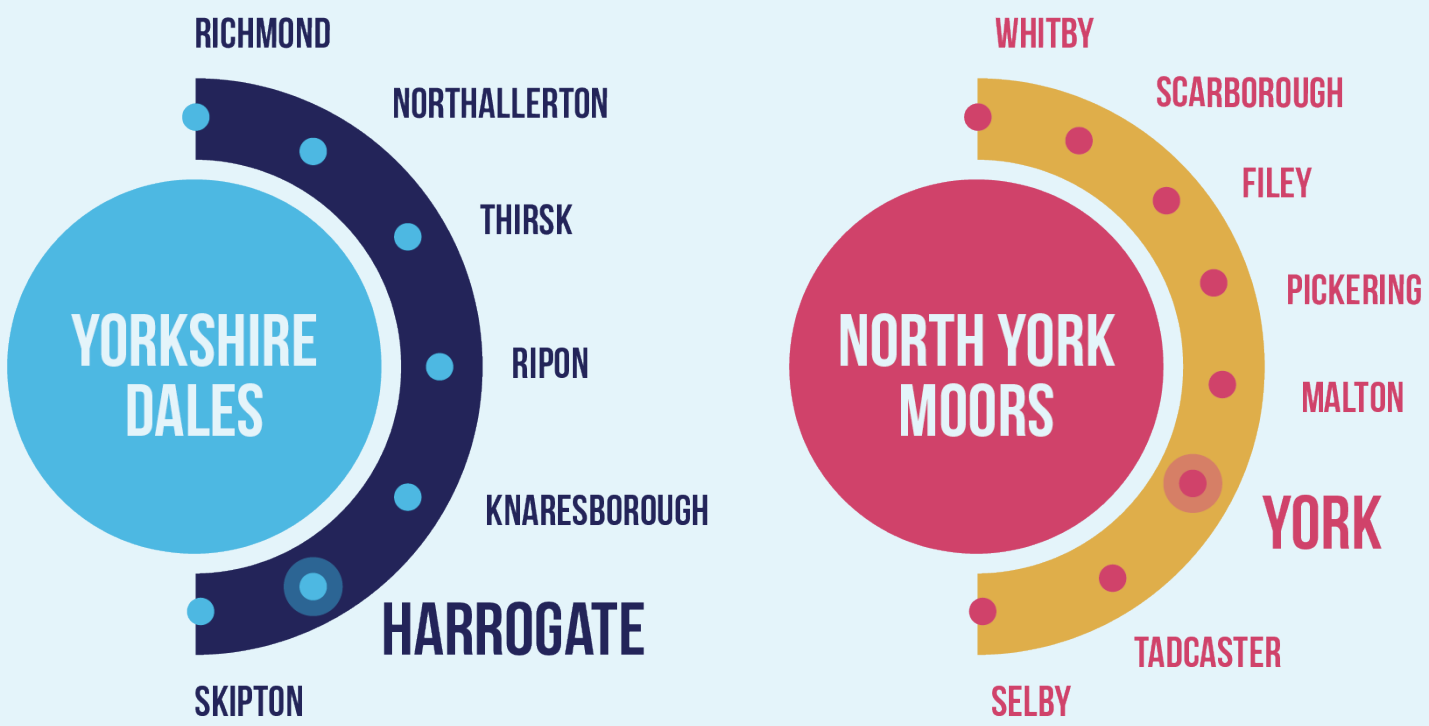
METRIC	EAST	WEST
Population	465,375	363,297
Size (hectares)	320.63k	511.79k
Population density (people per hectare)	1.45	0.71
GVA per head	£21,999	£23,080
Tax base ratio	1.1 houses in the East for every 1 in the West	
Total GVA (Millions)	£10,039	£8,356

East & West unitaries would create a balanced proportion of working age people and people over 65. This demographic balance will help to provide a robust economic base for service provision, so we can develop affordable, sustainable long-term service plans. It would help mitigate the financial strain of adult social care in North Yorkshire, which has a significant imbalance between the working-age and over-65 populations.

AGE	EAST	WEST
0-15 yrs	17%	16%
16-64 yrs	59%	62%
65+ yrs	24%	22%

BOTH AREAS HAVE SIMILAR BROAD FEATURES SPANNING RURAL AND URBAN:

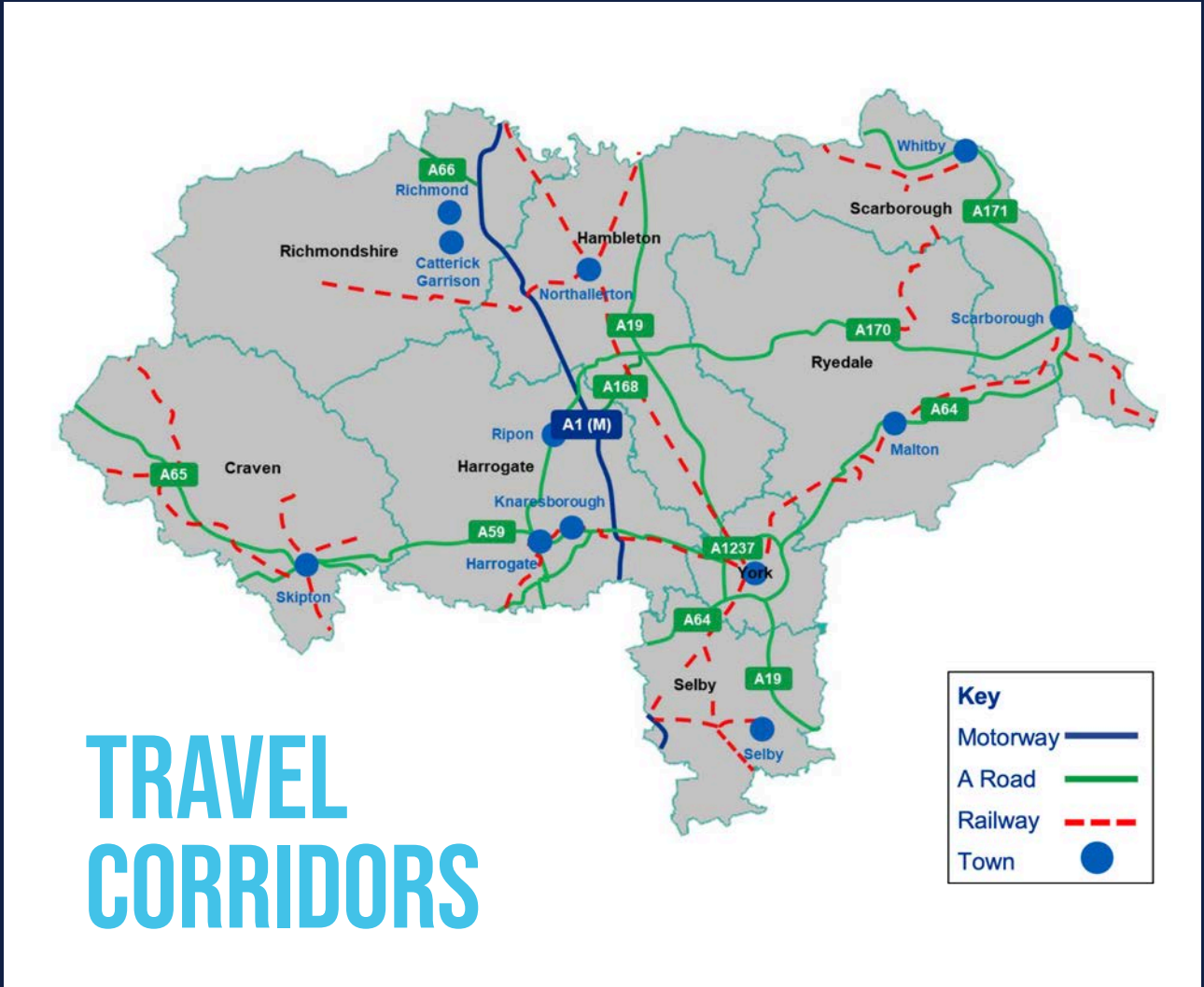
- A significant remote, rural national park (North York Moors and Yorkshire Dales)
- A major economic centre in each (York and Harrogate)
- Well-connected principal settlements (Selby, Malton, Scarborough, Pickering, Whitby and Filey in the East; Skipton, Ripon, Northallerton, Thirsk, Richmond, Knaresborough and Catterick Garrison in the West)



This naturally balanced geography in East and West gives us a platform to deliver investment and spread opportunities for jobs and skills across both “sides” of the region.

MAXIMISES GROWTH OPPORTUNITIES BUILDING ON EXISTING ECONOMIC FOOTPRINTS

We are committed to driving economic growth to level up and improve quality of life. The East & West model reflects the economic footprints that already exist in our sub-region, and will allow the two new unitaries to maximise the growth opportunities along the major corridors formed by the primary A1(M) artery in the West and primary A64 artery in the East. It will provide the opportunity to push for improvements to key routes such as the A59, A61, A19, A170, A171, A65, A172 and A66.



The East & West model reflects the way that residents move and work, and allows each unitary footprint to build on well-established connections and capitalise on current transport infrastructure. Travel to work data shows East & West best reflects where people work, with just 8% of within-county commuters crossing between the two unitaries. East & West creates opportunities for the two unitary authorities to improve transport solutions focused along the major corridors, including investment in smart, green transport solutions, whilst also securing investment in better quality digital infrastructure.

The area of York and North Yorkshire has diverse and thriving economies, with strong business survival rates, strong job creation numbers and high skill levels.

The East & West model gives us the opportunity to build on our strong track record of engaging and supporting our local businesses, promoting our area to potential investors, and stimulating economic growth. It also presents an opportunity to use the distinct but complementary spheres to build the profile of the area as a visitor destination on an international scale.

We will ensure the success of our residents and businesses, whether that is through unlocking existing potential, seizing the opportunities presented by devolution, or identifying and facilitating new areas of growth for our sub-region.

DELIVERS DEVOLUTION

The vision for the York and North Yorkshire devolution is:
‘To become England’s first carbon negative economy, by better connecting the capability within and around our distinctive places. In doing so, we will harness the potential in our highly skilled resident base and provide productivity growth that levels up local wages.’

The aims of devolution in North Yorkshire and York recognise the urgent need to tackle climate change, while supporting economic growth in the sub-region. Delivering these aims, along with a strong recovery from the impact of COVID-19 is vitally important for our future prosperity, and it will need councils that can maintain close connections between local government, businesses and the LEPs.

The equal geography and economic potential of the East & West unitary authorities will retain these relationships and build on them to work within a strong Combined Authority, drawing on the ability to work at scale whilst retaining local identity.

For real change to happen, these relationships will be maintained and developed even further, with a whole-system approach that progresses partnership working. The East & West model is the only model that presents a balanced Combined Authority, so has the strongest foundation for delivering the aims of devolution.

The East & West model will allow us to:

- Create a well-balanced and effective future Combined Authority
- Identify opportunities at a local and sub-regional level for new, clean growth, building on our strengths of low carbon technologies and our local bio-economy
- Develop places and communities that rise to the challenges of climate change, delivering energy-efficient, eco-friendly housing, business and transport opportunities

- Invest in our local businesses and the growing self-employment sector, to help them develop and thrive in a post-Covid world
- Support strong, inclusive growth and the ‘levelling up’ agenda, attracting and retaining a younger workforce and expanding our strong skills base
- Deliver transformational digital infrastructure, building on our existing partnerships to improve the quality of local broadband access to support existing business needs, and the growth in home-working

SUPPORTS COVID-19 RECOVERY

Our economy will face the biggest challenge since the Second World War following the COVID-19 pandemic. The East & West model will be close enough to local communities to deliver localised solutions and delivery structures to support businesses, and enable them to adapt, rethink and thrive once again. This intensive business engagement and activity is best rooted in the functional economic geographies that exist, and on which the East & West model has been built.

UNLOCKS THE POTENTIAL OF YORK

York is a vital economic centre in North Yorkshire with the potential to drive the growth of the sub-regional economy. Its inclusion in the East unitary area strengthens its links with Selby, Ryedale and Scarborough. Co-ordination of strategies, investment and the delivery of growth led transport initiatives will enhance business growth in York and its surrounding areas, and be of benefit to the region as a whole. It will also allow specific issues around housing to be addressed through an agreed Local Plan.

ATTRACTS INVESTMENT TO BUILD ON OUR STRENGTHS

The new East & West authorities will help drive the ‘levelling up’ of the Northern Economy. We already have a strong track record in bringing forward major economic development schemes for the benefit of our communities. Over the last five years, there has been nearly £900 million worth of investment projects delivered in the area. Working with planners, landowners, public and private sector as well as local LEPs, we have progressed major projects with multiple funding sources including external funding, private sponsorship, local growth funding and local authority funding.

Our proposal is designed to facilitate investment and grow our businesses in a way that enhances our distinctive places and accelerates the recovery of our town centres and local economies from the COVID-19 pandemic. This is not just on a York and North Yorkshire level but also at a local level to make sure businesses and the economy can prosper in all areas, whether rural or urban, village, town or city. These new East & West authorities will have the size, expertise and local knowledge to do this, and integrating York’s recovery will enable all parts of the area to build back stronger, together.

STRENGTHS OF OUR ECONOMY

- ✔ Visitor economy
- ✔ Manufacturing sector
- ✔ Professional
- ✔ Scientific
- ✔ Technical
- ✔ Transport & Storage
- ✔ Education
- ✔ Agriculture
- ✔ Finance
- ✔ Public sector
- ✔ Defence

OPPORTUNITIES FOR GROWTH

- ✔ Helping the visitor economy and hospitality industry to recover from COVID-19
- ✔ Growing the value of the tourism industry post-recovery
- ✔ Supporting growth of manufacturing, professional, scientific, financial and technical industries
- ✔ Ensuring enough employment land for new and growing businesses
- ✔ Encouraging the growth of future economies through skills development and the education sector
- ✔ Improving digital infrastructure to support our economy, our communities, and particularly the growth of home-working
- ✔ Encouraging young people to live and work in the area to combat ageing workforces of sectors such as agriculture
- ✔ Maximising green economy opportunities with a focus on clean growth



HAS PLACE-SHAPING AT ITS HEART

The new authorities will be designed to shape and facilitate growth in a way that reflects what matters to a place and its people.

Building on the expertise that already exists in our current structures, the new unitary councils will use their influence, powers, resources and assets to enable and deliver 'good growth' - the right quality and quantity of homes and jobs - to create a more sustainable future for the area.

This will support better strategic engagement with investors and developers to deliver jobs and housing at scale and volume across the York and North Yorkshire footprint, working closely with the Combined Authority.

KEY BENEFITS OF THE PROPOSED APPROACH:

- A common vision to deliver high quality sustainable economic growth
- Proactive development and delivery of key corporate strategies and plans (including Economic Growth Strategy, Local Plan, Town Centre Masterplans, Transport Plans)
- Delivery of major capital projects and unlocking strategic growth sites
- Proactive focus on external funding and investment, partnership working and investor/developer relationships
- Provision of land and property assets that support growth priorities
- Local accountability, engagement and touchpoints with town and parish councils

BUILDING ON OUR EXPERIENCE
CREATING A CARBON NEGATIVE, CIRCULAR ECONOMY

The ambition at the heart of York and North Yorkshire’s devolution proposals is for the region to become England’s first carbon negative, high value, circular economy.

We are already working to achieve this through the Circular Malton and Norton initiative – a pilot project which brings together businesses, Ryedale District Council, the Local Enterprise Partnership, and communities to test circular economy approaches at a local scale, with potential benefits for the whole of Ryedale and beyond.

This productive partnership is already showing benefits. A feasibility study for a community-based anaerobic digester plant, which will use local food and agricultural waste to create heat and energy for Malton and Norton, is near completion.

Through the project, local businesses now have access to a simple-to-use tool to work out their carbon footprint, helping them to prioritise areas for improvement.

Through the East & West model, we will be able to extend the learning and benefits of initiatives such as Circular Malton and Norton across a wider geography, ensuring that we spread innovative practice, and maximise return on investment.

BUILDING ON OUR EXPERIENCE
INVESTING IN CULTURAL ASSETS

Skipton Town Hall is a Grade II listed building, owned by Craven District Council, and home to Craven Museum, an Exhibition Gallery, a historic Concert Hall and a visitor information service.

The Council is currently redeveloping the space as a new 21st century cultural hub for the benefit of Craven residents and visitors, contributing to the local economy and serving its community.

Funding was secured from National Lottery Heritage Fund (£1.5m) and the High Street Heritage Action Zone (£183k) which was added to Craven District Council’s own investment (£3m) for the £4.7m project to completely redesign Craven Museum and the Exhibition Gallery, restore the historic Concert Hall and create a new extension to house an education room, research office, museum store and additional facilities, including an accessible Changing Places toilet.

Capital Grant (£250k) to support the upgrade of performance infrastructure in the Concert Hall, which will allow for live streaming when the venue reopens in spring 2021.

Throughout redevelopment, the Cultural Team has used strong community links to deliver a programme of activities, performances and workshops, engaging over 12,500 people across Craven.

Culture is at the heart of what makes our areas distinctive. We will continue our long history of working collaboratively to identify and establish a shared ambition and strategic objectives for development of culture and tourism for the two new unitary authorities.

BUILDING ON OUR EXPERIENCE
REGENERATING OUR INFRASTRUCTURE THROUGH PARTNERSHIP

Improving key infrastructure assets takes significant investment, matched to a local knowledge of place.

As district and borough councils, we have experience in working in partnership with public and private sector investors and developers to ensure that local communities derive the best possible benefits.

In Selby, Selby District Council secured £17.5m of funding through the Transforming Cities Fund for regeneration of the Selby station area, with the council allocating a further £2.5m. The station and adjacent bus station and their facilities will be enhanced and sites released for commercial development adjacent to a remodelled station frontage.

Harrogate Borough Council is leading the efforts to regenerate the Station Parade area of Harrogate, working with private developers and other public sector partners. £7.9m of funding from the Transforming Cities Fund will enable regeneration of the area around the train and bus station and improve active travel provision.

BUILDING ON OUR EXPERIENCE
DEVELOPING PARTNERSHIPS TO CREATE SKILLS AND JOBS

Access to a skilled workforce is essential for the sectoral growth. However, the construction industry has reported issues with recruiting skilled construction workers, which threatens to constrain progress on vital residential schemes.

In Scarborough, residential property developers Keepmoat and Kebble faced recruitment issues on the Middle Deepdale housing scheme – the largest housing development in Yorkshire.

To tackle the issue, Scarborough Borough Council pioneered a Skills Village project, working in partnership with the developers and Northern Regeneration, a social enterprise.

Craven District Council is implementing a multi-million pound scheme to improve employment and housing in the Skipton area, with £5 million funding from the York and North Yorkshire Local Enterprise Partnership. This includes upgrading and improving roads and transport links, improving pedestrian routes from Skipton Railway Station to key destinations, and supporting the redevelopment of the area around the station, which is also the subject of a Transforming Cities Fund scheme.

We will use our experience of infrastructure development projects in the East & West unitary authorities, ensuring that each authority works strategically to deliver local benefits that fully realise public investment.

The council funded the capital costs of the Skills Village, and worked with a number of education partners to help them to promote construction careers in schools, and upskill local people through apprenticeships and traineeships. Not only is this solving the present skills issue, it is helping local people to establish careers in the construction industry for the future.

The Locality Committees and localised action plans in the East & West model will utilise our experience in practical problem-solving to the needs of businesses and the community.



EAST & WEST IS BEST FOR EXCELLENT, EFFICIENT LOCAL SERVICES

THE EAST & WEST MODEL DELIVERS:

- A model building on the best of current service delivery
- Responsiveness to local need, reflecting identity and place in service delivery
- An optimum scale to provide greater capacity and resilience
- Opportunities for place-based transformation
- Acceleration of integrated delivery across public sector and voluntary and community sector bodies
- Better outcomes
- Effective partner collaboration and greater local accountability via Locality Committees

Our model will facilitate and accelerate partnerships to address local needs and improve outcomes. It will achieve greater accountability via Locality Committees, as described in our Democracy and Decision-making chapter.

THE RIGHT SCALE FOR EFFECTIVE DELIVERY

The East & West model strikes the right balance between economies of scale, local responsiveness and accountability.

Each unitary is of the right size to operate at a manageable scale, and capitalise on the benefits of efficiency, greater capacity and resilience that scale can bring. Each is also of a size to retain close links with the population, and the distinct needs of each area.

Localism is embedded in existing service delivery structures and the East & West model will build on this knowledge and strength in creating larger, manageable footprints for services. Where it makes sense to do so, redesign and integration will take place. At all stages, staff, service-users, customers and partners will be invited to take part, so we continue to get change right throughout the implementation process.

We have selected a number of examples, which demonstrate how the East & West model could improve services across York and North Yorkshire.

IMPROVING SERVICES: ADULT SOCIAL CARE, CHILDREN'S SERVICES AND PUBLIC HEALTH

In the documents supporting this proposal you can read a detailed examination of how these services will be scaled, and how outcomes for individuals and communities will be improved by building on the best of what is already being delivered across the nine current authorities.

This work clearly shows that by bringing together York and NYCC's children's services, adult social care and public health spend and expertise with the local delivery and understanding of the district and borough councils, outcomes can be improved for local people, places and communities.

The East & West unitary councils will build on existing strong performance to deliver two stronger adult social care and children's services departments. They will utilise existing expertise and share the best of both the county and City of York models.

A single public health function across the new Combined Authority footprint will help to drive integrated ways of working across North Yorkshire and York, encouraging a joined-up approach to other key council and partner services, including those to be delivered through the future Combined Authority.

IMPROVING SERVICES: HIGHWAYS AND STRATEGIC TRANSPORT

North Yorkshire is one of the largest road networks in the country, covering an area of 805,000 hectares with over 5,500 miles of road. A Local Highway Authority closer to the population it serves is more in tune with the local needs of an area.

The East & West model will give residents the coherent local transport planning they crave, with budgets allocated according to the needs of their area.

Unitary authorities will ensure that the challenges of both urban and rural areas are prioritised and addressed, with a focus on issues such as congestion and road maintenance.

Integrating highways and strategic transport functions more closely with economic development functions will enable the delivery of greener, more efficient transport solutions.

The East & West unitaries are of a size to facilitate a greater understanding of local requirements, and the drive to develop large-scale infrastructure projects which address transport issues holistically.

IMPROVING SERVICES: HOUSING

Housing is already an area of strong collaboration amongst councils. Specialist resources are already shared in areas such as housing strategy, housing delivery, energy efficiency and IT systems. We already understand that local needs vary across the area and therefore specific locality-based working and decision-making has been crucial to successful collaboration.

The East & West model will be a catalyst to accelerate the housing provision across the whole of York and North Yorkshire to match housing growth with projected economic growth and low carbon ambitions across the area by:

- Integrating planning, economic, housing and transport development.
- A Local Plan on a deliverable scale.
- Greater buying power for shared purchases and increased collaboration on energy efficiency initiatives.
- Facilitating a solution to York's constrained land supply by enabling planning to take place over a wider footprint. This would support the delivery of housing in the area.

- Collaboration across the whole county with innovative and financially efficient delivery on a local level to meet the growing housing need.
- Enhancing even further the strong relationship with Homes England by having a strategic focus across a wider unitary area.
- Teams that have already proven that the days of councils building houses are back and could be expanded across the East & West area to deliver much-needed housing in the right places.
- A strategic and commercial approach to increase the affordable housing supply and generate income for the council to support services.
- Pooling resources to have the scale and capacity to invest in improved service delivery to make a real difference to people's lives e.g. bringing more empty homes back into use for local families, teams working together to drive up living standards in privately rented homes.
- Integration of homelessness and housing support as part of a place-based approach to tackle rough sleeping and find long-term, holistic solutions to housing problems.
- Both authorities will have access to highly skilled people, the capacity to achieve resilience and the scale to invest in improved and more efficient services.



BUILDING ON OUR EXPERIENCE SAFEGUARDING COMMUNITIES THROUGH WORKING TOGETHER

For the past six years Scarborough has had a Community Impact Team – a multi-agency team which prevents and tackles community issues by drawing on the collective expertise of personnel in the borough council, county council, police and fire services and other relevant partners. The Team is jointly led by the council's community safety and safeguarding manager, and a North Yorkshire Police Inspector.

Practical experience on the ground has shown that some individuals face multi-dimensional issues e.g. substance abuse, mental health issues, homelessness and exploitation, and that these can contribute to community issues such as anti-social behaviour and criminal activity.

By working together, the Community Impact Team is able to share relevant information across agencies, and take a visible, co-ordinated and person-centred approach to solving problems. Not only has this helped to prevent community issues, it has also resulted in increased trust and confidence between agencies and local people.

This successful method is also being used to identify and support vulnerable young people and adults at risk from "county lines" exploitation.

We would use our experience of working strategically and operationally with the police and others in the East & West structures, to ensure that communities continue to be protected and that vulnerable individuals are supported and safeguarded.

BUILDING ON OUR EXPERIENCE AN ENTREPRENEURIAL APPROACH TO CREATING AFFORDABLE HOMES

Lack of affordable housing is a national issue. To address it locally, Harrogate Borough Council has created Bracewell Homes.

In a little over five years, 72 social rented homes have been provided at a total cost of £9.72m, plus a 19-bed temporary housing facility which is expected to cost £2.25m when completed in February 2021. These developments bring largely redundant land back into productive use.

With financial backing from Harrogate Borough Council, Bracewell Homes has also supported both the General Fund

and Housing Revenue Account to acquire 59 Shared Ownership Homes at a total cost of £6.92m, generating an operating profit of £191k, and benefit to the council of £34k.

There is scope to increase profits in the future, and buy larger sites on which to build.

We will bring our experience of local planning and housing provision to the strategic scale of the East & West unitaries, ensuring that the need for affordable housing is tackled effectively, and that local people can afford high quality housing in the places they want to live and work.

IMPROVING SERVICES: PARTNERSHIP WORKING

After a decade of austerity and in response to the global pandemic, partnerships and collaboration are even more important.

We have a long history of partnership working with public, private and voluntary sector partners. We also have successful shared working arrangements between existing councils.

The creation of two balanced unitaries will be used as a platform for wider public service reform, such as:

- Greater integration with public health, creating stronger partnerships between leisure and culture, health and wellbeing, and health prevention.
- Stronger integration with police and fire services, in particular building on North Yorkshire Police's ambition to design an operating model that takes into account the rural, coastal and urban diversity of the area.
- The opportunity to develop a more comprehensive locality-based service model with genuine integration across organisational boundaries – not just co-location.
- The opportunity to build greater community capability, capacity and participation – a 'virtual public service' in its own right.
- The opportunity to unlock the physical assets and resources of the combined entity so that they can be made available and used by the community.

At a strategic level, the East & West model provides the strongest framework for effective collaboration with strategic partners. Reducing the number of councils from nine to two, and aligning county and district functions into two clearly balanced and resourced unitary authorities, gives a much clearer picture of who partners should deal with. It ensures equitable strategic capacity within each authority to enable participation in both strategic partnerships and whole systems leadership.

We will create organisations that want to work with others and that others want to work with. Each unitary will be a partner that organisations can trust to deliver and work collaboratively with on mutually agreed agendas. That includes stronger relationships and leadership on delivering government priorities such as levelling-up, carbon neutrality and delivering homes.

"BLUE LIGHT" SERVICES

Police and fire services for the entire area of York and North Yorkshire are collected under the Police, Crime and Fire Commissioner. The whole region is covered by the Yorkshire Ambulance Service NHS Trust. The East & West proposal would make no structural change to the footprint of these services.

Currently, liaison between those organisations and localities is complicated by a two-tier system of government, duplication of county and district ward councillors, county and district scrutiny committees, and the issue of county, district, ward and parish boundaries.

The East & West model will simplify points of contact for the Office of the Police, Fire and Crime Commissioner, North Yorkshire Police, North Yorkshire Fire and Rescue Service and Yorkshire Ambulance Service NHS Trust.

Current Police neighbourhood areas are based on ward localities, so officers would retain established links to neighbourhoods, with further links into Locality Committees.

NATIONAL PARKS

Building authorities on an East & West footprint connects each of the National Park Authorities to single-tier new unitary authorities, bringing simplicity and efficiency of governance for those Authorities. The Yorkshire Dales National Park Authority sits within the 'West' footprint and the North York Moors is predominantly in the 'East' footprint. This would support the National Park Authorities' desire for a closer cooperation with the local authorities, and would seek to protect and enhance their functions through the reorganisation and devolution process.

LOCAL ENTERPRISE PARTNERSHIPS

There has been a strong history of partnership working between councils and the York and North Yorkshire LEP through a constructive focus on regeneration initiatives and economic development at a local place level. The East & West proposal aligns with the current LEP geography, as each authority is contained within its boundaries. We can build on this relationship even further within the new unitary authorities to shape and drive our local growth and place-shaping ambitions.

HEALTHCARE

Generally the boundaries between health and local authorities do not align in their current form or through the move to unitary structures. Indeed, no proposal for unitary local government can fully reflect this geography, given that the footprint of many

of the health bodies transcends the borders of York and North Yorkshire. The formation of two unitary authorities on an East & West basis will provide an opportunity to have a strong focus on place across a sensible geography. The level of local knowledge from these geographies will provide commissioners with strong local intelligence and an understanding of both people and locality. It will also provide the platform for opportunities to work strategically and collaboratively to strengthen targeted intervention at a local level through place-based commissioning.

From a provider perspective there will be opportunities to build on the good work that has already been undertaken at a local level to bring together social care and community health services, whilst also adding district functions to the multi-disciplinary teams to improve health inequalities and life chances for people in York and North Yorkshire.

We recognise that there will be changes to health structures in the near future, with the possibility of mergers of CCGs (Clinical Commissioning Groups) and the strengthening of commissioning within Integrated Care Systems.

We also recognise future opportunities to strengthen the focus at local place level through devolution to local area Primary Care Networks, utilising council and VCS (Voluntary and Community Sector) support to unlock prevention opportunities to support primary care and community health. The East & West model will allow both authorities to be responsive to the outcomes of these changes.

EAST & WEST IS BEST FOR PEOPLE AND COMMUNITIES

THE EAST & WEST MODEL DELIVERS:

- A model built on engagement, that “makes sense” to our citizens and delivery partners
- Strong support from residents and businesses
- Unitary authorities that understand the needs of our people, places and communities

A MODEL BUILT ON ENGAGEMENT

We recognise that any new unitary area must make sense to local people, so we have reached out to citizens, businesses, community and voluntary groups, parish and town councils, and delivery partners to ask what they want from a new model of local government.



DEDICATED WEBSITE AND
EMAIL FOR FEEDBACK



MEDIA ARTICLES AND
BROADCAST INTERVIEWS ACROSS
YORK AND NORTH YORKSHIRE



INDEPENDENT MARKET
RESEARCH SURVEY



TWO CONSUMER POLLS



SOCIAL MEDIA



TWO BUSINESS SEMINARS
IN ASSOCIATION WITH CHAMBER
OF COMMERCE AND IOD



ONE PARISH AND TOWN
COUNCIL SURVEY



ENGAGEMENT SESSION
WITH COMMUNITY AND
VOLUNTARY PARTNERS



MEETINGS WITH
KEY STAKEHOLDERS



NINE ONLINE ENGAGEMENT
SESSION FOR RESIDENTS
AND LOCAL BUSINESSES



THOUSANDS OF LETTERS
TO BUSINESSES

RESEARCH SHOWS STRONG SUPPORT FOR THE EAST & WEST MODEL

The results of our market research to date indicates that East & West is the most popular model of local government reorganisation.

ENGAGEMENT FEEDBACK

- An independent market research survey, conducted via a demographically balanced consumer panel of 557 people, showed a preference for the East & West model of local government reorganisation. Compared to a North Yorkshire & York model by a ratio of 2:1
- Every district expressed a strong preference for East & West. In York the mood was more mixed, but even there 46% of those polled expressed a preference for the East & West proposal.
- When asked to rate the options 0-10, the mean response from York respondents was higher for East & West (6.2/10) compared with North Yorkshire & York (5.2/10)
- An additional online survey with 751 respondents indicated a preference for the East & West model compared to a North Yorkshire & York model by 74% to 26%

The feedback we received from our engagement programme highlighted these three key priorities. We have used this feedback to develop our model for democracy and decision-making that is explained more fully in that section of this document.

WHAT PEOPLE SAID	HOW WE'VE RESPONDED
Identity: Our area is vast and diverse. We need to recognise and retain the distinct identities of our places.	A minimum of eight Locality Committees (four in each of the two unitaries) to keep decision-making and delivery local and responsive to our diverse areas. At least initially, these will be on district and City of York footprints.
Connection: Local government should have strong local connections, and understand/address local issues. Residents across the whole geography should be able to have their voice heard.	A practical and proportionate ratio of councillors to electors, to keep connections strong. Locality Committees able to analyse local need and create place-based plans, backed by a budget and developed with local input. These will ensure activity is focused on what really matters to communities, and that targeted interventions can be made to address inequalities and concerns. As the budget will be based on population and need, each area will have the resources it needs to thrive, ensuring fairness of resource allocation.
Service quality: To avoid disruption to services, local government needs to retain high quality staff who understand the needs of their service users.	Carefully managed implementation plan, including shadow arrangements, implemented over a realistic time frame.



UNDERSTANDING THE NEEDS OF OUR PEOPLE, PLACES AND COMMUNITIES

Our residents expect and deserve efficient and responsive person-based services – across all locations, and throughout all the stages of life. They also care deeply about the places in which they live and work.

Many people identify with their village, town or city, while there is also a strong rural identity, which is vital to preserve and build upon. There is a need to attract and retain more young people and families to our area, and protect local services. A great deal of work is already underway to achieve this. Culture and heritage is important to our residents as well as our visitor economy, both in terms of identity and health and wellbeing, and this is a vital element in bringing younger people to the area.

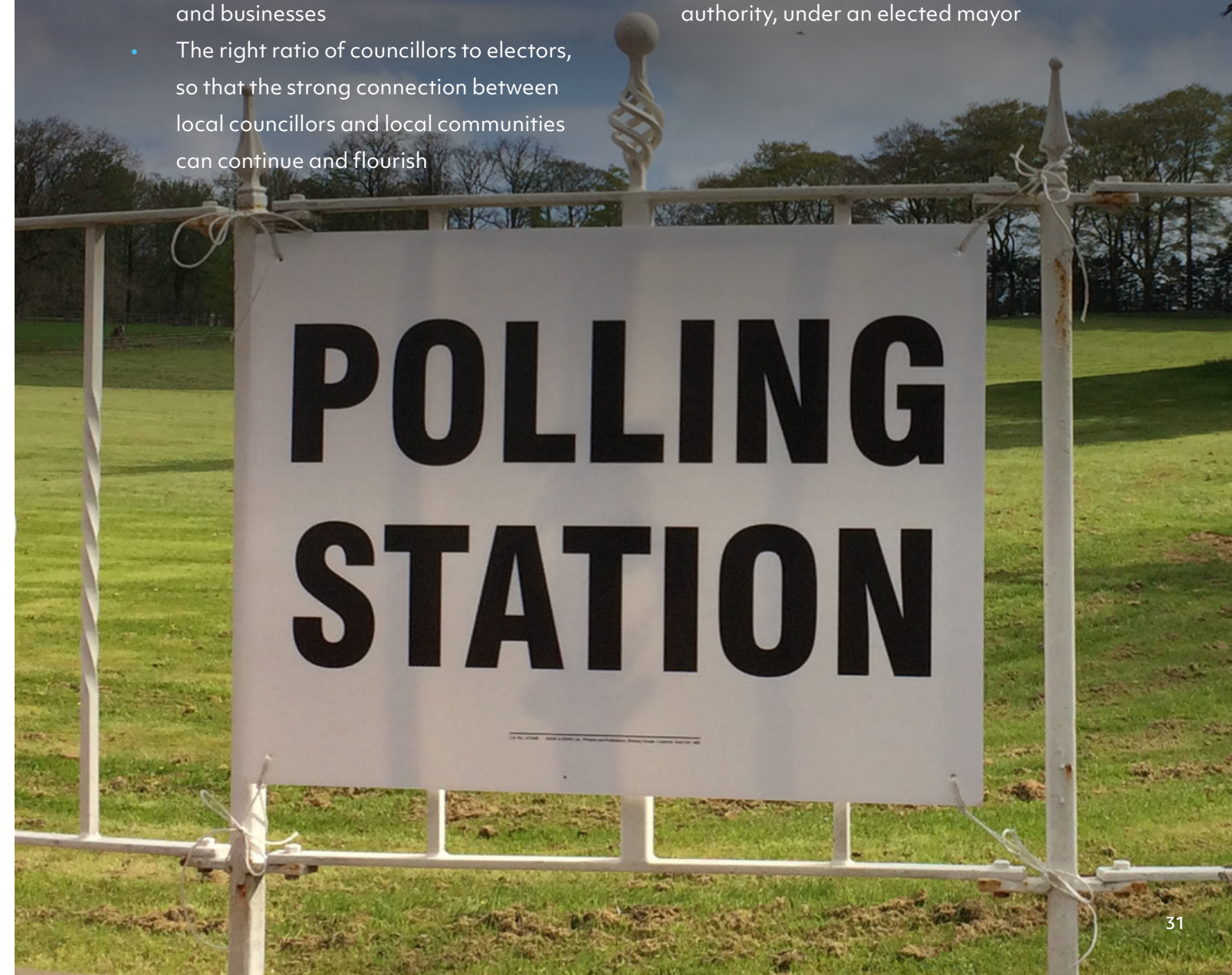
Our collective experience, together with our most recent engagement work, means we have a strong understanding of how our residents identify with their places and communities, and their key priorities for the future. We will continue to develop and deliver this through the Locality Committees, networks of connected communities and relationships with grass-roots delivery partners, including the community and voluntary sector.



EAST & WEST IS BEST FOR DEMOCRACY AND DECISION-MAKING

THE EAST & WEST MODEL DELIVERS:

- A simpler, joined-up model of local government which is easier for people to understand
- Accessibility and accountability at every level, with more say for citizens and businesses
- The right ratio of councillors to electors, so that the strong connection between local councillors and local communities can continue and flourish
- Opportunities for parish and town councils to do more, if they want to
- The continuation of long-established ceremonial positions
- A balanced basis for a future combined authority, under an elected mayor



THE OPPORTUNITY

The current system of local government across York and North Yorkshire is a complex mixture of different structures: a county council, five district councils, two borough councils, a unitary council, 450 town and parish councils and 129 parish meetings.

There are currently 276 councillors in North Yorkshire's district and borough councils, 72 county councillors and 47 councillors in York (total 395).

There is overlap between district/borough and county council geographies, although the boundaries differ in places.

Through local government reorganisation, we have an opportunity to simplify the structure, strengthen local representation, increase accountability and re-engage with citizens, businesses and partners on the issues that most matter to them.

THE EAST & WEST UNITARY AUTHORITIES

In our East & West model, each of these unitary authorities will provide leadership and will have the capacity to take responsibility for delivery of strategic services (e.g. strategic planning, transport, housing, social care, economic and cultural development). The East & West authorities will also collaborate with each other as needed.

The unitary authorities serve as the link between the combined authority and local structures. Each unitary authority will have a proportionate number of elected members, which takes into account the principles of the Local Government Boundary Commission for England (i.e. how many councillors are

needed to fulfil the responsibilities of strategic direction, scrutiny, regulatory requirements, partnerships and community leadership).

Depending on the modelling we use, the number of councillors in the East unitary is expected to be between 85 and 109 councillors. The number of councillors in the West unitary is expected to be between 69 and 88 councillors. Each councillor will likely represent between 3,000 and 4,000 electors. This fits comfortably with recent recommendations by the Local Boundary Commission for England, where the average number of electors per councillor is around 3,200.

THE LOCAL DEMOCRACY MODEL



GETTING IT RIGHT: RATIO OF COUNCILLORS TO ELECTORS

Our proposal recommends between 154 and 197 councillors across the two unitaries. If that number were reduced to 90 councillors, as has been proposed elsewhere, there would be one councillor for every 5,266 electors. This ratio of electors per councillor places huge demands on elected councillors and could potentially damage effective democratic representation, indeed this figure is bigger than many of North Yorkshire's key towns (e.g. Tadcaster, Thirsk, Malton and Easingwold). If a 90-councillor model were implemented, rural areas with their own identities would be absorbed by their nearest town for the sake of meeting a stringent ratio.

The East & West model will increase efficiency and accountability as a result of a reduced number of councillors. But it will still have sufficient councillors, in a proportionate ratio, to reflect the diversity and rurality of our places, allow councillors to have manageable workloads, and be the true voice of their electorate.

To get the East & West democratic model off to the right start, we will make sure a boundary review takes place before the unitary councils are created, so that councillors are representing their electorate in the new wards.



THE LOCALITY COMMITTEES

Each councillor will serve on the Locality Committee for their area, working with representatives from town and parish councils and connected communities.

Each unitary will have a minimum of four Locality Committees initially – that means a minimum of eight Committees across both East and West authorities. The Locality Committees are likely to reflect the current district and City of York boundaries, as these are the units within which key services are already delivered.

The Locality Committee will have the authority and budget to make decisions at a local level (e.g. local planning, licensing, highways), so decision-making is kept as close as possible to communities, and is responsive to local needs.

Each Locality Committee will work with others to create and invest in place-based plans to tackle local issues and deliver improvements that make a positive difference to people's lives. The Committees will have the budget and authority to make these plans happen at pace.

Locality Committees will also influence decisions at unitary level and provide scrutiny of local issues.

Through each Locality Committee, we will retain and build upon the close connections with local communities and businesses that have been a feature of the district and borough council structure.



ENGAGEMENT FINDINGS:

92% of respondents agreed that local people and businesses should have easy access to a councillor who knows their area, and can speak up for them on important matters when needed.

TOWN AND PARISH COUNCILS

Town and parish councils will have a strong voice into the Locality Committee. They will help to shape local action plans, and make sure they meet local needs.

They will maintain civic and ceremonial functions, and support the development of new towns and city councils where appropriate.

If they want to, town and parish councils will have the option to take on responsibility for local assets and services.

In our engagement for this proposal, we invited town and parish councils to indicate which assets or services – if any – they would like to take on (or do more of). The research confirmed that whilst there is limited appetite for taking on assets, there is stronger support for delivering some services.

TOP FIVE SERVICES THAT TOWN/ PARISH COUNCILS WISHED TO TAKE ON

- Street cleaning
- Street naming
- Tourism services
- Health and well-being initiatives
- Library services

The research also confirmed that each town and parish council is different, so we will take an individual and flexible approach so that each council can choose what is right for them.



CONNECTED COMMUNITIES

Communities are made up of a spectrum of individuals, groups, volunteers, voluntary and community sector partnerships, interest groups, town and parish councils, Business Improvement Districts, resident groups and existing networks, partnerships and alliances with a range of different views and interests to help improve where they live or work – they are complex.

Connected communities are our answer to what is missing in the current model. Our experience of COVID-19 response and recovery has taught us that enabling communities to ‘get on and do’ has been an effective way to get support to where it is needed quickly and effectively. There are other examples across the county that have shown community groups can effect real change when supported to do so.

The aim of the connected communities concept, embedded into our structure for decision-making, is to bring these people and ideas together to deliver real improvements in people’s lives. Well-supported connected communities can support the development of place-based plans.

RESPECT FOR TRADITIONS

We recognise the importance of some long-established ceremonial positions to their area’s local customs and traditions.

Under our model, long-established ceremonial positions will remain. This will allow, for example, York’s Lord Mayor (a position that has existed since 1389) to continue, as an ongoing symbol of an open society and an ambassador for the city.

We will also be open to creating new town councils (e.g. in Harrogate or Scarborough) to preserve historic and civic functions, if that is what local people want.

A BALANCED COMBINED AUTHORITY

Our vision is that the two balanced unitaries of East & West will come together as a combined authority under an elected mayor.

Crucially, as the East & West unitaries are of broadly equal size, with two largest population hubs (York and Harrogate) split between them, power and influence within the combined authority will be evenly distributed.

The East & West model offers the best opportunity to build a fair and strong combined authority, capable of delivering economic growth and ensuring opportunities for our citizens are created across our whole geography.

BUILDING ON OUR EXPERIENCE CREATING PRODUCTIVE COMMUNITY NETWORKS

Tackling the challenges of COVID-19 has required a joined-up response across the whole community, voluntary and public sector landscape.

Ryedale District Council is ensuring that response and recovery is joined up at grass-roots level through the Ryedale Community Connect Partnership.

The Partnership brings together the council, town and parish councils, and the county council, as well as emergency services, charities and volunteer networks.

Together, the Partnership is planning and delivering hyper-local action on the key issues facing local people as a result of COVID-19: poverty and person debt, mental health and well-being, community volunteering, the

sustainability of voluntary and community organisations, community tensions, and the safe reopening of towns and villages.

By combining grass-roots understanding of communities with practical ability, the Partnership was able to identify and support Ryedale residents at risk of food poverty who would not otherwise have received assistance. The Partnership is now developing new approaches to intelligence gathering, to enhance place-based working.

We will be able to take our knowledge and experience of convening and energising hyper-local networks such as this into the “connected communities” networks that we will set up in each East & West unitary council.

BUILDING ON OUR EXPERIENCE PLACE-MAKING TO CREATE TOMORROW’S SUSTAINABLE COMMUNITIES

Catterick Garrison is currently the largest British army base in Europe, and is set to become a “super garrison” as part of the MoD Defence Estate Optimisation Programme. Once the final moves have been completed in 2031, an additional 5,000 military personnel and their families will be stationed at Catterick, and the garrison area will become the fourth largest town in North Yorkshire.

Richmondshire District Council has led on the master plan for this project, working in partnership with Yorkshire Water and the North Yorkshire Clinical Commissioning Group.

The council has produced a new design and place-making guide for the town, to make sure that the needs of communities are kept at the heart of the project, and that the garrison

town centre will be reshaped to become a viable and desirable environment for the new service staff and their families, and also the local civilian population.

As well as new utilities, housing and healthcare, the council is working with the Ministry of Defence, the Defence Infrastructure Organisation and Local Enterprise Partnership to explore opportunities for green transport initiatives, to link housing, retail and employment centres across the garrison footprint.

We will take our knowledge of local neighbourhoods and expertise in place-making into the East & West unitaries, ensuring that we have vibrant and sustainable communities for the future.

EAST & WEST IS BEST FINANCIALLY

THE EAST & WEST MODEL DELIVERS:

- Significant long-term financial efficiencies - £33m to £56m and beyond
- Limited reorganisation costs and complexity, with the costs repaid within two years
- Financial sustainability for both future authorities
- Two authorities with the potential to transform

The long-term financial sustainability of local government has been in the spotlight for some time and this has been further emphasised through the recent COVID-19 crisis.

The financial sustainability of any new model of local government will be critical to our future success and our proposal grasps the opportunity to ensure that efficiencies are realised.

The East & West model ensures that future authorities are financially secure and sustainable and that they are equipped to meet the challenges ahead. This model has the greatest potential for savings and sustainability, meaning we can ensure the continued security and standard of service delivery for residents and businesses.

DELIVERS SIGNIFICANT LONG-TERM FINANCIAL EFFICIENCIES

Local government reorganisation that incorporates all of the councils across York and North Yorkshire has the greatest potential for long-term efficiencies, removing duplication of costs. Annual efficiencies for an 'East & West' model are estimated to be c£33m to £56m and potentially beyond, which can be used to support front-line services. This is achievable through both future unitary authorities having the potential to operate at scale. We have ensured that implementation time and cost is reasonable, and significant savings will be available immediately, with the reduction of senior management costs as we move from nine councils to two.



LIMITS REORGANISATION COSTS AND COMPLEXITY

The reorganisation costs for East & West have been estimated at between £29m -£39m. Any form of local government reorganisation will be complex, but given the level of efficiencies achievable from this model, the payback period for council taxpayers is expected to be within two years.

DELIVERS FINANCIAL SUSTAINABILITY FOR BOTH FUTURE AUTHORITIES

Reorganisation and the ability to operate at greater scale provides opportunities to realise challenging savings targets and opportunities to raise additional revenue.

We will have the capacity to tackle challenges such as pressures on social care with a holistic approach, integrating prevention services more fully.

PRODUCES TWO AUTHORITIES WITH THE POTENTIAL TO TRANSFORM

Following reorganisation, each authority will have the potential to achieve significantly greater efficiencies through transformation and service redesign to respond to customer feedback and need.

The two future East & West authorities will have decisions to make regarding their level of transformation ambition. Investment is likely to be made in IT platforms and digital enablement.

Following reorganisation, each authority will have the potential to achieve significantly greater efficiencies through transformation and service redesign to respond to customer feedback and need.

POTENTIAL AREAS OF TRANSFORMATION INCLUDE:

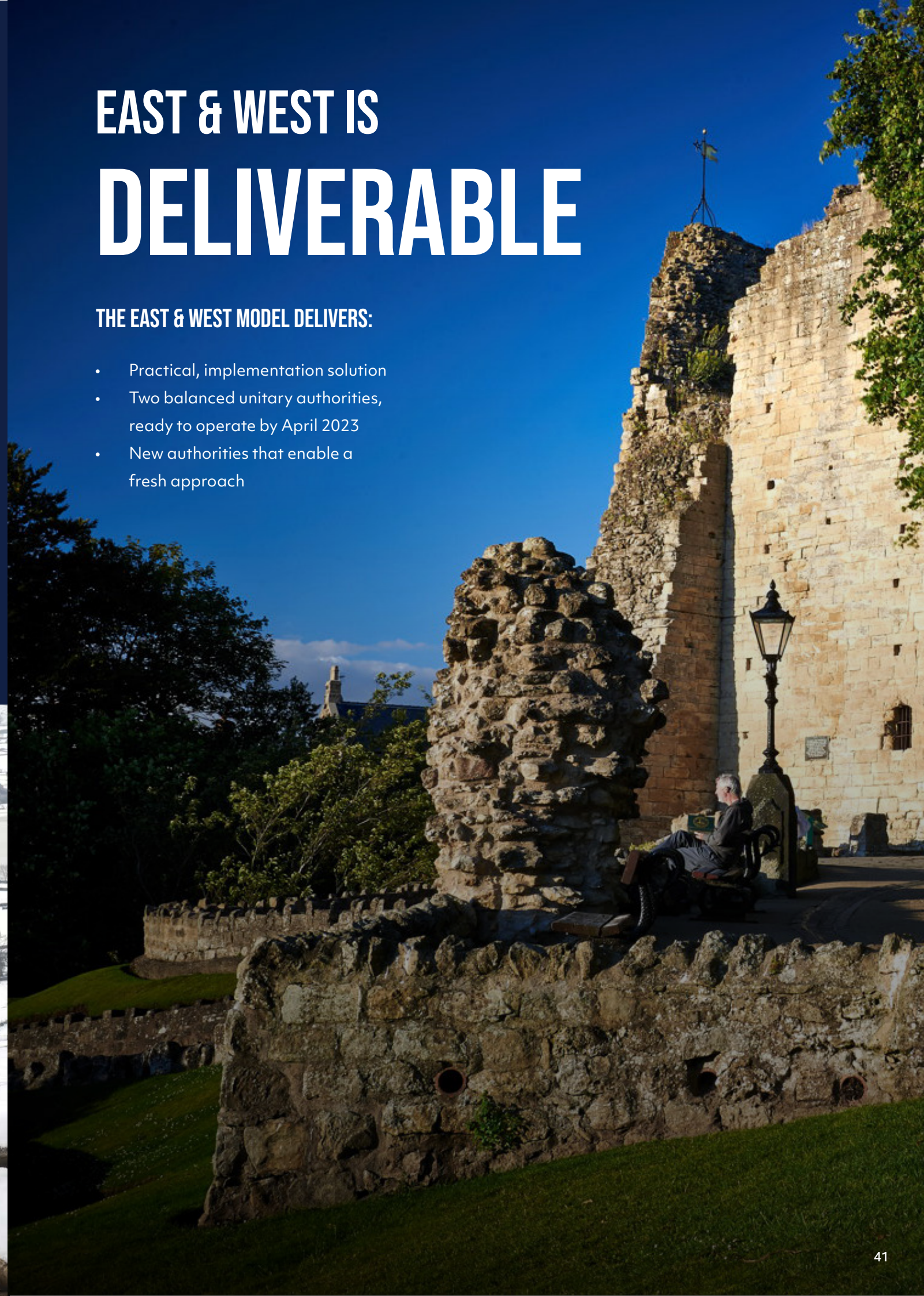
- Reviews of customer contact, service delivery, back office functions, IT and data strategy, organisation development and estates.
- Detailed review of existing contracts and third party spends focussing on consolidating and rationalising spend.
- Consolidation of fees and charges.
- Alignment of pay, terms and conditions
- Ongoing change management and communications.

With the right additional investment, efficiencies achieved could significantly exceed stated estimates.

EAST & WEST IS DELIVERABLE

THE EAST & WEST MODEL DELIVERS:

- Practical, implementation solution
- Two balanced unitary authorities, ready to operate by April 2023
- New authorities that enable a fresh approach



We have carried out additional work on implementation of the 'East and West' model with support from our advisors, to ensure that our plan will be safe, legal and ready to operate by April 2023. A summary of our implementation planning forms an appendix to our submission. Our implementation plan is underpinned by the fundamental tenet that we need to get change right, based on the principles below:



This is a realistic and achievable implementation plan, which will form the basis for future detailed planning to be carried out jointly between all partners across York and North Yorkshire.

Under the East & West model, none of the new authorities follows the footprint of an existing authority. Therefore residents, partners, local authority staff and councillors will have the change to foster and embed a new culture, that is responsive, ambitious and open. This is a key part of our aim to get change right.

HOW EAST & WEST MEETS AND SURPASSES ALL KEY GOVERNMENT TESTS

IMPROVES LOCAL GOVERNMENT AND SERVICE DELIVERY ACROSS YORK AND NORTH YORKSHIRE

- ✓ Delivers clearer, stronger and more accountable leadership, reducing a complex landscape of nine local authorities to two
- ✓ Creates two equal authorities large enough to be efficient, with scale and capacity to invest in services and provide strategic leadership
- ✓ Creates authorities small enough to be connected to our communities and respond to their needs: maintains strong democratic representation and local leadership
- ✓ Builds on the very best aspects of current service delivery, responding to local need and reflecting place in service delivery, while taking a whole system approach
- ✓ Unlocks the potential of York, addressing key challenges including housing delivery and affordability
- ✓ Sets a future Combined Authority up for successful devolution, with two unitary authorities of parity acting as key partners

DELIVERS GREATER VALUE FOR MONEY AND GENERATES SAVINGS

- ✓ Achieves significant savings of up to £56m and potentially beyond
- ✓ Creates two authorities, both with the scale to leverage financial efficiencies to invest into services or pass on to the taxpayer
- ✓ Achieves a payback for council taxpayers within two years

COMMANDS A GOOD DEAL OF LOCAL SUPPORT

- ✓ Backed by residents, business and partners from across the locality, and based on their feedback
- ✓ Independent market research shows two thirds of people in York and North Yorkshire prefer our model
- ✓ Backed by MPs Julian Sturdy (York Outer) and Andrew Jones (Harrogate and Knaresborough)
- ✓ The chief constable, chief fire officer and NHS partners have been consulted on our model, and support moving to a unitary system in principle

BASED ON A CREDIBLE GEOGRAPHY WITH POPULATION FIGURES WITHIN THE RANGE OF 300,000 AND 600,000 PEOPLE

- ✓ The two new unitary authorities consist of an East authority with a population of 465,000, and a West authority with a population of 363,000
- ✓ Best reflects the diversity of York and North Yorkshire's economy and communities
- ✓ Reflects the primary infrastructure corridors and travel to work patterns
- ✓ Understands and balances the needs of our people, places and communities

SUPPORT FOR A UNITARY AUTHORITIES MODEL

CC LISA WINWARD

Chief Constable, North Yorkshire Police

The future policing model in North Yorkshire is focused upon prevention and early intervention, and a place-based approach to delivery of services. The development of close partnership working within a unitary council model would facilitate the development of co-commissioning and more joined-up services and better outcomes from pooled resources across North Yorkshire and the City of York. I support the model for two unitary authorities.

ANDREW BRODIE

Chief Fire Officer, North Yorkshire Fire & Rescue

As Chief Fire Officer I support the principle of a unitary system of government for York and North Yorkshire that is coterminous with the geographical area covered by North Yorkshire Fire and Rescue Service. Creating a unitary arrangement would simplify the governance system in which we operate and provide greater flexibility in structuring my internal management structure. These benefits could be realized through the proposal set out in the East & West proposal.

SUPPORT FOR EAST & WEST

JULIAN STURDY MP

Member of Parliament for York Outer

Since the creation of the City of York unitary authority in 1996, the council has seen a change in political control at every single election. This has been to the detriment of long-term decision-making, resulting in uncertainty around the council's commitment to ongoing local infrastructure projects and delays to the submission of an agreeable Local Plan. Our adult social care and children's services, already under pressure, will benefit from the additional scale and capacity that a unitary authority will bring. Fundamentally, I believe the East-West model is the only solution that will get the balance right between creating authorities that have the scale and capacity to invest in improved services, whilst being small enough to remain accountable to local people.

IAN ASHTON

Managing Director, World of James Herriott. Visitor attraction in Thirsk

The split 'east and west' would be my recommendation due to their manageable sizes, and the better control and support that could be achieved for all local businesses. I wish you every success in your efforts.

BEN HUDSON

Managing Director, Hudson Moody, York

City of York is not large enough to fulfil its full potential. While the Centre for Cities commends York in so many areas, it also highlights it as a problem for affordable homes. I would be happy to support an East & West bid. I hope that it would ensure we would finally see a strategic plan moving forward for the city.

COLIN SPEAKMAN

Friends of DalesBus, Community Interest Company providing weekend bus services in the rural Dales

What is really clear from my analysis of the public transport networks, is how they split decisively, each side of the A1/East Coast Main Line. North Yorkshire is already split east and west. Transport links follow natural desire lines and economic influence. I want to offer support for the East & West proposal.

ANDREW JONES MP

Member of Parliament for Harrogate and Knaresborough

I believe that the East & West proposal you outline is the correct one for York and North Yorkshire.

It combines the advantages of unitary government with a population size in each unitary which allows an optimal scale of service delivery, as defined by MHCLG. It will present an incoming devo-mayor with two balanced authorities in the York and North Yorkshire devolved area. The proposal addresses the necessity for local government to be close to the people it serves through area-based groups, removing the remoteness that many feel currently exists with the functions provided by North Yorkshire County Council. The identified savings are, in my view, achievable and the opportunity to improve services and increase capacity in the York area are to be welcomed.

SUTTON-IN-CRAVEN PARISH COUNCIL

We believe that the proposal for one mega council covering all North Yorkshire is not in the best interests of our parishes and the residents who reside in them. Local democracy will go and the voice of little villages will be lost. Councils should be centred on workable geographies. The proposed East & West model will serve communities better. It will maintain closer links to communities and ensure residents and businesses still have a local voice. Local community knowledge has proven vital, time after time.

COLBURN TOWN COUNCIL

A single authority with many layers of committees will severely dilute the power of the resident, with less elected councillors who will represent larger areas and number of electorate. Democracy is far better served with a more equal split in size of residents, giving better local accountability, so the voice of elected councillors will be heard and still have some influence.

BRANCH SECRETARIES

UNISON, Harrogate, Scarborough and Ryedale

We feel that the East & West proposal offers a better balance and more even split in relation to both geography and population. It will create two unitary authorities of more equal size that will be better positioned to deliver services to the communities that they serve. It will create better opportunities for our members.

ALAN EVANS

Chairman, Next Steps, Norton mental health resource centre

The trustees are unanimous in their view that there should be an East and West division. The trustees generally feel that this East & West division wins economically, organisationally and democratically by providing a sense of identity.

PROFESSOR JOHN LATHAM CBE

Vice-Chancellor and CEO, Coventry University, Scarborough campus

We feel the East & West proposal offers residents a fair split in terms of the economy, population and similar urban centres. Whilst I recognise that the East & West model represents a structural change, it does also keep at heart the need for residents to have locality. As a strong civically-engaged university, we are very aware of the importance of place and community.

NICK BROWN

Managing Director, Browns of York. Iconic high-end department stores

As the owner of a chain of four flagship department stores, with the first opening in York in 1890, I believe the East & West model makes the most sense for retail and the future prosperity of the city centre and North Yorkshire market towns. The East & West model can provide clear and effective leadership, with greater focus on our economic objectives and responsiveness to business needs. I believe the East & West model gives us a chance to truly level-up both urban and rural areas, driving growth across the York region.

NICKY BURTON

Partner, Maxwells of Northallerton. Award-winning independent electricals retailer

The business base differs throughout North Yorkshire and there is no "one size fits all" solution to supporting and boosting the local economy. A distinctive retail offer gives a town like Northallerton its identity, and encourages the growth of hospitality and leisure centres around it. It must be nurtured. I do not feel confident that one huge unitary across North Yorkshire best serves the needs of business. I would therefore support the East & West approach.

SIMON THOMAS

General Manager, Thomas the Baker. 30 bakery shops in and around Yorkshire

We regard the fact that we know individuals in the council to be of great benefit to us as a business. We would be disappointed if this were to become a central operation where we lose this connection. The East & West model would be our preference.

ANTONY CHAPMAN

Managing Director, Arc Workwear and PPE, Sherburn in Elmet, Selby

I fully support the proposal for the East & West model. Coronavirus is going to leave a devastating effect across the county and businesses will need more support, help and guidance than ever before. By North Yorkshire moving into an East & West model, businesses will have a closer network of support, and people who know the area and know how to boost local business communities and local economy. I am confident with this approach our local economy will grow quicker and help get people back to work.

ANGUS ASHWORTH

Owner, Ryedale Auctioneers, Kirkbymoorside. North Yorkshire auctioneer with international audience and TV antiques expert

Across North Yorkshire, the differences are vast in terms of wealth, business and the needs of each community. I cannot see how a North Yorkshire unitary approach can fairly represent proportionally those differences. In fact, one authority risks causing divisions across the region. Two authorities, east/west, can best represent those local issues so all of North Yorkshire is fairly represented on a more local level. Having two authorities doesn't mean that those two can't have a good relationship with commons aims, so this approach gives the best of both worlds: fair, local representation and the growth and promotion of North Yorkshire as a wider region.

MARTYN HARRISON

Chairman, S Harrison Developments, York. Property developer, with a portfolio encompassing every sector of the UK property market

The size and geographical spread of an authority covering the whole of North Yorkshire concerns me. I see much more sense in the East and West proposition, particularly as this incorporates York. I can see the merit in using the high profile of the city of York to the benefit of the wider area whilst giving the city itself more financial firepower. To me it feels that the scale of the two entities (East & West) is manageable, and has the benefit of maintaining a high degree of localism and hopefully minimized bureaucracy – a crucial factor for the business community in particular.

ROBERT DALGLIESH

Chief Agent to the Fitzwilliam Estates, Malton. Extensive retail and commercial property profile

A single unitary council covering the whole area would be blatantly absurd in practical geographical terms. The number of residents would considerably exceed levels seen as being prudent and beyond the capability of delivering services effectively. Recent events have clearly demonstrated that local business and community involvement has much to offer and excessive centralisation would be counter-productive.

DAVID CUTTER

Chief Executive, Skipton Building Society. The UK's fourth largest building society

I favour the East & West proposal. It gives Skipton Building Society a strong voice in a smaller geographical area. A unitary authority covering the whole county would be too large, making it difficult for businesses like ours, based near the border, to engage and be represented.

SEBASTIAN FATTORINI

Lord of the Honour, Skipton Castle, historic visitor attraction

I am writing to express my organisation's support for the East & West model of two balanced unitary councils. We firmly believe that the East/West model is the most effective way to reorganise local government in North Yorkshire, and presents the best option for residents and businesses.

ANDREW PERN

Michelin-starred chef and owner of restaurants in Harome, York and Whitby

I would like to offer my support for the East & West proposal. The "East" region reflects the locations of my own businesses and seems a great solution for providing assistance to a large, impersonal authority which could not be expected to have the same understanding of all of our region. I feel that merging of the current local authority arrangements into an "East" council will work well and is the optimum size.

PETER BANKS

Managing director, Rudding Park, Harrogate. National award-winning independent hotel, spa and conference

Without doubt, the current system of two tier government is inefficient and confusing for the general public and businesses. Therefore there does need to be some rationalisation and centralization. The demands of the coastal towns in North Yorkshire are very different to those in Harrogate and in a single mega unitary authority balancing those differing demands so that each community was properly served could be very difficult, if not impossible. The obvious compromise option is the East/West model.

SHIRLEY SMITH

Chair, Scarborough Hospitality Association, Scarborough. Representing the hospitality industry in Scarborough

In our view the East/West model partnering with York and Ryedale would give us the greatest opportunity to have more involvement, be heard and partner on initiatives that support growing the visitor economy. The transport corridor taking in York, Ryedale and Scarborough, together with the new transport initiatives will provide us with a fantastic opportunity to partner together to drive more visitors across the area.

NICK HILL

Museum Manager, Eden Camp Modern History Theme Museum, Malton. Visitor attraction and learning destination for the Children's University

North Yorkshire is simply too large for one single council to oversee and administer it fairly and effectively. The East & West model would allow for a combined co-ordinated promotion of tourism, highlighting the distinctive and diverse tourism businesses, experiences and opportunities that each area has to offer. It would allow for a more effective and targeted promotion of the two areas on a national and international scale. East & West proposal will also be more beneficial to York. Within the world of tourism, it goes without saying that York acts as a beacon in terms of bringing national and international tourists into the North Yorkshire area.

MICHAEL BOWER

Director, Springfield Farm Business Park, Harrogate. Office accommodation for micro-businesses and SMEs

Our investment relies very much on the area and region being successful in governance and strategic future planning. We absolutely support the proposed East & West solution.

CAROLINE ROUTH AND PAUL ROBINSON

Joint Chief Executives, Stephen Joseph Theatre. First theatre in the round in Britain

We feel that, as a cultural organisation with local, national and international significance, we have benefitted greatly from operating within a smaller footprint. We believe that the links created along the York corridor by the East & West proposal will strengthen the overall and unique cultural offer of the region, something we feel is critical in building a diversified tourism strategy.

CARL MORSE

General Manager, Marshall Advanced Composites, Appleton-le-Moors. Multi-national advanced manufacturing serving the aerospace and other hi-tech industries

We believe centralization does not best serve the community. It is important that the local authorities retain close contact with communities to provide the best support through local engagement. I would like to offer our support for ensuring that North Yorkshire does not have a centralized operating model, with the region divided East & West instead.

ANDREW TURNER

Manager, SEA LIFE Scarborough and the York Dungeon. Visitor attractions

North Yorkshire is an extremely diverse county with many unique issues therefore, in my opinion, the East & West model would be the most effective model for our area. Working closely with York, a tourism city with lots of heritage, culture and synergies, would provide an opportunity to further develop city/coast packages for both leisure visitors and business travellers. This will help to drive and grow the visitor economy. Furthermore, the transport corridor along York, Ryedale and Scarborough provides an ideal opportunity for strong economic growth.

ANDREW KEEBLE

Owner and Manager, HECK, Bedale. Branded food manufacturer

I believe the East & West proposal will enable re-investment into services that I support, including improved bus services and cycle lanes. It will potentially help improve transport facilities in the local area, which in turn will open new recruitment opportunities to people without transport.

KEVIN TOWERS

MCEO, Techbuyer, Harrogate. Global leader in the provision of data centre equipment

We are a high growth employer, planning to add another 100 jobs in the next three years. We believe the East & West model will offer many advantages to local communities and the business sector. It will enable more place-based local government and joined-up thinking on planning, transport and development that will help promote and support sustainable growth. Our experience of developing new business units in a number of different countries suggests that this is the best route to success.

MIKE FRAINE

Head of UK and Ireland Froneri. World's second largest ice cream factory, based in Leeming Bar. International fast growth ice-cream manufacturing company

As a growing business and a large employer located on the A1(M) we believe the East & West model would provide the strongest approach to unlocking devolution. It is important that we choose a model of local government reorganisation that would deliver efficiencies, financial savings and reinvestment into community and local services. We believe the East & West model would provide this.

MARK JOHNSTON

*Johnston Racing, Middleham.
One of Britain's leading racehorse trainers*

I employ 125+ people in our horse training businesses here in Middleham and my company operates throughout the UK and internationally. It is vital to us that horseracing continues to thrive across North Yorkshire and that the part it plays in the UK economy and the local economy is recognised at national and local government level. While I recognise the benefit of economies of scale, it is also vitally important to retain the "hands-on" service and local knowledge available in our current local government structure. Of the proposals for local government reorganisation that have been put forward, I believe the East & West proposal would best serve our industry on a county level, and my business on a local level.

NIGEL PULLING

Chief Executive, Yorkshire Agricultural Society. Organiser of the Great Yorkshire Show. Organisation promoting agriculture, rural and allied industries

We have been following the proposed re-organisation of local government closely and are fully supportive of the change to a unitary authority. As an organisation that represents the whole of Yorkshire we would, of course, work with either of the proposed solution. But our conclusion is that the proposed East & West model of local government is better for our own organisation and the region as a whole.

CLARE MORROW

Chair of the Board, Bettys and Taylors Group. Renowned chain of tearooms and manufacturer of Yorkshire Tea

We are keen to ensure that any changes to the way North Yorkshire is governed give equal weight to the two key centres of York and Harrogate, which are so important in driving the economic growth of the county. On balance we think the more proportionate split of the county that the East/West model offers is more likely to enable a balanced approach to be taken, provided sufficient investment and support is given to the two new authorities to enable them to develop quickly so that they can operate at the right level to unlock the potential of each area.

JOE WILLIS

Editor, Richmondshire Today. Local news website and magazine

There's a worry that the area will come off even worse if a huge unitary authority was formed. It is vital that issues can be raised in the community and responded to locally.

ANTONY CHILTON-MURPHY

Business Development Director, Signature Rail. York-based technology firm behind the world's rail timetables

It makes sense to harness the ambition that exists within the City of York, leveraging investment and maybe take an ambitious, broader view by making the footprint larger and having York as an exciting and engaging tech gateway.

RICHARD FAHEY

Racehorse trainer, Richard Fahey Racing. One of the UK's top racehorse trainers

I am 100% behind the 'east/west' proposal as it is the common sense solution. One authority for all of North Yorkshire is just too big to work effectively. Anyone can see that.

BRANNAN COADY

Chief Executive Officer, Netsells Group. Rapidly growing digital developers in York

Competition with other northern cities is fierce, so it is vital we can achieve a competitive edge in York. I believe the east/west model will give the clout we need to allow us to best capitalise on our strengths. It will ensure a stronger, louder voice for the city.

MARK DAWE

CEO, The Skills Network Limited

Through two balanced areas of population and physical area, we believe there would be much greater opportunity to meet the levelling up agenda and help drive the skills needs for both the East and the West. The alternative option leads to an authority of an unprecedented scale. At the same time, the much smaller City of York Council would remain untouched and unable to realise its full potential.

GARRY PLANT

Managing Director, Harrogate Town AFC. League Two association football club

It is apparent that east/west offers residents a fair split in terms of the economy, population and similar urban centres. The potential £2 billion plus investment the model will entice is the safeguard business needs to flourish in what will hopefully soon be a post-Covid world.

SIMON J COTTON

Managing Director, HRH Group. Hotels, restaurants and pubs in York and Harrogate

I believe the east/west model provides a far more balanced option in our county and will offer many advantages to local communities and the business sector while providing more efficient services.

MICHAEL MULLIGAN

*Director, Kebbell Development Limited.
National residential builder*

The east/west model makes perfect sense and will streamline the efficiency of the local government. This will bring together the areas and ensure a more global approach instead of internal prioritisation of local matters whilst maintaining a manageable region.

PAUL SPENCER

Managing Director, London Ebor Developments. Housing developer based in York and London

It makes a lot of sense. York on its own becomes too insular, and I do think it needs to open up and have some external views and contribution. Making it part of a larger focal and administrative group, I do think will help.

SUE ANDERSON BROWN JP

Centre Manager, Brunswick Centre. Shopping centre in Scarborough

The merging of the current local authority arrangements into an east council is, in my opinion, the preferred solution, both in terms of service delivery and management effectiveness.

SHARON CANAVAR

CEO, Harrogate International Festivals

Following consideration of the proposals and past experience of the various models of delivery, I believe that the East/West model is the most effective way to reorganise local government in North Yorkshire, ensuring the best and most equitable option for residents and businesses. My focus in my working life, in addition to sitting on several Boards both as a Non-Executive Director and Trustee is in areas of culture, young people, education and tourism.

FIONA MOVERLEY

Chairman, Harrogate International Festivals

Harrogate International Festivals has enjoyed a long and fruitful partnership with Harrogate Borough Council and recognises the understanding of local government meaning 'local', with a clear understanding of the assets and outputs of organisations like ours. Following the Board of Trustees meeting on Monday 7th, there was a vote to support the East-West model. In particular the opportunity for this model to attract investment vs understanding the place and community in which we work.

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