

Appendix A – Proposed response to East/West Proposal

<p>1) Is the councils' proposal likely to improve local government and service delivery across each area? Specifically, is it likely to improve council services, give greater value for money, generate savings, provide stronger strategic and local leadership, and create more sustainable structures?</p>	<p>Yes – the proposal has been designed to meet the government's criteria and the 'Case for Change' sets that out in detail. East &amp; West gives balanced populations of 465,000 in the east, and 363,000 in the west, which reflects previous ministerial guidance.</p> <p>This proposal will establish two balanced unitary authorities, which will work together in a strategic partnership and ultimately create a strong Combined Authority, with two equal partners.</p> <p>The East and West authorities will be large enough to deliver efficiencies and take a strategic view of services, but local enough to be representative of local people and businesses, and understand their needs and priorities.</p> <p>The proposal is <b>practical and deliverable</b>. Significant savings are possible, giving greater value for money with return on investment in two years. East &amp; West unitaries are of a practical size for efficiency and delivery at scale, whilst respecting the value of place and creating a future stability for both authorities. The East &amp; West model would tackle concerns over York's future sustainability as a small unitary already with financial challenges.</p> <p>The proposal will support us to <b>deliver devolution</b>. Two balanced unitaries will create a fairer, stronger combined authority under a future elected mayor – crucial for delivering effective devolution.</p> <p>It is also <b>better for business</b> and will help to support the <b>post-covid recovery</b>. The new East &amp; 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.</p> <p>This proposal represents a local government structure which is less bureaucratic and has more local decision-making, with more powers and streamlined strategic planning, together with local leadership at a local level. It <b>keeps local government local</b>. Our engagement has told us that many people want to retain "local" councils – with a close connection between local government, local communities and the local economy.</p> <p>The proposal <b>Protects and strengthens local democracy</b>. Our proposal recommends that each councillor would represent between 3,000 and 4,000 electors, which fits comfortably with recent recommendations by the Local Boundary Commission for England. NYCC's proposal would have each councillor representing over 5,000 people.</p>
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	<p>In summary:</p> <ul style="list-style-type: none"> <li>• This proposal will improve local government and service delivery across each area and can be the foundation for levelling up and building back better in North Yorkshire and York.</li> <li>• Including York in reorganisation means that savings and improvements in services would be made for York as well as for the county council and district and borough councils.</li> <li>• East &amp; West offers the best possible option for delivering affordable housing delivery across the whole area. York is the only authority in North Yorkshire that has failed to meet Housing Delivery targets.</li> <li>• Significant savings are possible, with return on investment in two years. This is a quick and realistic payback for council taxpayers.</li> <li>• East &amp; West authorities are of a practical size for efficiency and delivery at scale, whilst respecting the value of place and creating a future stability for both authorities. The East &amp; West model would tackle concerns over York's future sustainability as a small unitary already with financial challenges.</li> <li>• Savings across the whole area are up to £56 million and potentially more.</li> <li>• Our engagement has told us that many people want to retain "local" councils – with a close connection between local government, local communities and the local economy. Our structure of two balanced authorities, eight Locality Committees, a strong role for parish and town councils, and connected communities addresses this.</li> <li>• The proposal protects and strengthens local democracy by ensuring that councillors have a fair and manageable ratio to electors.</li> </ul>
<p>2) Where it is proposed that services will be delivered on a different geographic footprint to currently, or through some form of joint arrangements is this likely to improve those services? Such services may for example be children's services, waste collection and disposal, adult health and</p>	<ul style="list-style-type: none"> <li>• This is a once-in-a-generation opportunity to get change right for York and North Yorkshire. It is important that decisions be made based on the most effective long-term sustainable structures that will improve outcomes for local people, rather than whichever is the quickest to implement.</li> <li>• The proposal <b>unlocks the potential of York</b>. The influence of York is currently limited, but could be extended through joining up the region's major city with the broader area. Businesses are already seeing the opportunities of this in the digital, property and tourism sectors. York has under-delivered on housing and its Local Plan and this could better be addressed by York being an integral part of an East unitary authority.</li> <li>• The proposal provides the best opportunity to improve adult and children's services in York by merging them with the award winning County services. It makes children's services more sustainable in the longer term and provides York with access to greater resources.</li> </ul>

<p>social care, planning, and transport.</p>	<ul style="list-style-type: none"> <li>○ In North Yorkshire, children’s services are already delivered on a locality basis because the County is so large. The opportunity for York to improve from combining services will be valuable.</li> <li>○ Bringing county, unitary and district functions together at a local level, presents opportunities to deliver <b>better people-based services</b>. We acknowledge that there is the potential for some short-term disruption to services, but this is the case with any reorganisation. We will ensure that new arrangements are developed by experts in the field, with responsibility to ensure that there are no negative impacts in the short term to people or their care. This has been done successfully in other areas where the services have been in a poorer condition. We are therefore confident that we can build on the existing strength within the services currently to develop a better service for the whole of York and North Yorkshire.</li> </ul> <ul style="list-style-type: none"> <li>● Local plans will be easier to agree upon for smaller (albeit still very large areas) rather than a massive authority on the North Yorkshire footprint.</li> <li>● Removing repetition and delivering services on a larger scale will provide the scale for services to be delivered more effectively, but at a scale, which is proven and can still be sensitive to local need.</li> <li>● The new East &amp; 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.</li> </ul>
<p>3) Is the councils’ proposal also likely to impact local public services delivered by others, such as police, fire and rescue, and health services?</p>	<ul style="list-style-type: none"> <li>● Other public sector partners including the Police, Fire &amp; Rescue and health have been consulted and support the move to two unitary authorities. They have said that they can work with either of the two unitary proposals which have been put forward.</li> <li>● A Combined Authority would be balanced with two partners of roughly equal population, size and economy. This creates stable conditions for strong partnerships over the long-term.</li> <li>● The proposal would have a positive impact on health services, creating greater integration with public health, and stronger partnerships between leisure and culture, health and wellbeing, and health prevention.</li> <li>● The East &amp; West proposal would make no structural change to the footprint of police and fire services, but would allow stronger integration with those 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.</li> <li>● This model reflects the government’s levelling up agenda by making sure that no area in North Yorkshire is left out with nowhere to grow.</li> </ul>

	<ul style="list-style-type: none"> <li>• This model is the least disruptive of grass-roots services and support and so provides the strongest foundations to build back better following Covid.</li> </ul>
<p>4) Do you support the proposal from the councils?</p>	<ul style="list-style-type: none"> <li>• This is the best possible model for local government reorganisation in North Yorkshire and York. It recognises the needs of people who actually live and work here, and reflects the diversity of the area's communities. It maintains residents' connections to their local councils – vital in terms of democratic representation and local leadership.</li> <li>• The proposal put forward within the East &amp; West model is the result of an objective and transparent analysis carried out by independent experts to evaluate the best option for the future of Local Government in York and North Yorkshire. A number of options were considered, including the alternative bid. This option represents the outcome of that work and was not based on any pre-conceived conclusions or vested interests, looking beyond current administrative boundaries, systems and arrangements to find the best possible model for the future.</li> <li>• The East &amp; West proposal is the only model that meets the criteria as set out by the government in its invitation for submissions.</li> <li>• The proposal is <b>well-supported</b>. It is the most popular unitary model, as shown by three separate polls (our principles research, the independent market research study, and the market research question on our website). This proposal also has the most support amongst elected councillors.</li> </ul>
<p>5) Do the unitary councils proposed by the councils represent a credible geography?</p>	<ul style="list-style-type: none"> <li>• The two unitary authorities in the East &amp; West model are the optimum size. The East will have a population of 465,000 and the West will have 363,000. Crucially, they will still be the optimum size in 20-30 years' time and the longer term.</li> <li>• The East &amp; West model establishes a realistic transport infrastructure footprint that matches how people travel. Especially along key major transport corridors like the A59, A1(M), etc.</li> <li>• Key identities in North Yorkshire centre around smaller units, like the coast, Dales, Moors. Parish identities are extremely important. This proposal recognises this.</li> <li>• These proposals <b>make sense for people and places</b>, with geographies reflecting the way people live, work and travel currently. It balances people of working age across the two authorities; important for financial sustainability.</li> <li>• York City would always maintain its own identity as part of a new authority but its inclusion would also strengthen its contribution to the wider region</li> <li>• The sub-regional brand will be strengthened through an effective and balanced combined authority.</li> </ul>

6) Do you have any other comments with regards to the proposed reorganisation of local government in each area?

- Both bids are made up of two authorities with the same external boundaries. An East & West option is equal in population and size of economy that provides a sound and sustainable basis for the future. The North Yorkshire/York model is unbalanced and represents a more 'quick fix' approach. Both proposals offer savings, however only the East & West model includes York in any savings and improvements. East & West would require a greater level of change in the short term but would provide the sustainable footing of two 'optimum sized' authorities that are large enough to deliver efficiencies and innovation to provide excellent services, a strong local voice and play to the unique strengths of the fantastic assets and communities they represent. These authorities will be in place for this generation and the next and we recognise the need to get change right.
- It is the most popular unitary model, as shown by three separate polls (our principles research, the independent market research study, and the market research question on our website).
- The East & West proposal meets all the tests set out in the government's criteria by:
  - Two new unitary authorities based on credible geographies at the **optimum size and scale**
  - East & West unitaries of a practical size for efficiency and delivery at scale, whilst respecting the value of place and creating a **future stability** for both authorities.
  - Authorities that will **deliver devolution** - Two balanced unitaries will create a fairer, stronger combined authority under a future elected mayor – crucial for delivering effective devolution.
  - This proposal represents a local government structure which is less bureaucratic and has more local decision making, with more powers and streamlined strategic decision making with local leadership at a local level. It **keeps local government local**.
  - The proposal **protects and strengthens local democracy**. Our proposal recommends that each councillor would represent between 3,000 and 4,000 electors
  - The proposal **unlocks the potential of York**: creating a sustainable structure for the future.
  - The proposal is **well-supported**. It is the most popular unitary model, as shown by three separate polls (our principles research, the independent market research study, and the market research question on our website). Also has the most support amongst elected councillors.
  - These proposals **make sense for people and places**, with geographies reflecting the way people live, work and travel currently
  - Police, Fire & Rescue and health have been consulted and support the move to two unitary authorities, they have said that they can work with either of the two unitary proposals which have been put forward.
  - **Supported by business** and will help build back better **supporting post-covid recovery**.

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|  | <ul style="list-style-type: none"><li>○ By bringing county, unitary and districts functions together at a local level, this proposal presents opportunities to deliver <b>better people-based services</b>.</li></ul> |
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Appendix B – Proposed response to North Yorkshire Proposal

Consultation Question	
<p>1) Is the councils' proposal likely to improve local government and service delivery across each area? Specifically, is it likely to improve council services, give greater value for money, generate savings, provide stronger strategic and local leadership, and create more sustainable structures?</p>	<ul style="list-style-type: none"> <li>• This proposal does not provide the best fit against the government criteria for the future of local government in York and North Yorkshire in the long term, neither does it enable us to build back better following Covid in the shorter term.</li> <li>• In particular it does not provide for two balanced unitary authorities – instead it would create a county unitary with a population of c618,000, leaving the City of York as a much smaller unitary with a population of c210,000.</li> <li>• By only focussing on the North Yorkshire County Council geography and ignoring York, this proposal is <u>not</u> likely to improve service delivery across each area.</li> <li>• This proposal produces a local government structure with less connection with local communities and the local economy. Our engagement has told us that many people want to retain “local” councils.</li> <li>• The proposal would not tackle concerns over York’s future sustainability as a small unitary or, that already has financial challenges.</li> <li>• The proposal will not provide two balanced unitary authorities with a governance structure for a fairer, stronger combined authority under a future elected mayor, which will be will crucial for delivering effective devolution.</li> <li>• Local leadership will be reduced by fewer councillors representing more people and therefore diluting the voice of the electorate             <ul style="list-style-type: none"> <li>○ NYCC’s proposed ratio is 5,266 electors per councillor – this is greater than the population of most North Yorkshire towns, and would reduce their voice within such a large authority.</li> <li>○ Despite 73.1% of the population living in rural and rural related areas, the proposal would see the 3<sup>rd</sup> highest councillor-electors ratio in the country, behind the large cities of Leeds and Birmingham. North Yorkshire is significantly more sparsely populated with a population density of only 0.77 persons per hectare compared with 14.38 and 42.64 persons per hectare for Leeds and Birmingham respectively.</li> </ul> </li> <li>• By not including York in reorganisation it means that opportunities for savings in York will not be achieved and opportunities to increase strategic capacity and sustained improvement would not occur.</li> <li>• Fewer people will benefit from the move to unitary authorities than would benefit under the East &amp; West model.</li> <li>• It is preferable to have two balanced authorities, operating with and complementing each other, at the government’s preferred scale and united by a balanced Combined Authority.</li> </ul>

	<ul style="list-style-type: none"> <li>• The NYCC case for change states that “smaller authorities do not have the necessary scale to deliver, commission or procure services and supplies cost effectively”. However the NYCC proposal leaves one authority with 97% of land mass and 75% of the population. The alternative creates two large and balanced unitary authorities which would both be of the necessary scale to deliver, commission or procure services and supplies cost effectively, both serving populations within the government’s preferred scale.</li> <li>• This proposal misses the opportunity for two ‘right sized’ authorities to work together as equal partners, to learn from each other and share resources, skills and services in order to ensure excellent services and opportunities across both areas. This is far more difficult when a partnership is so one sided.</li> </ul>
<p>2) Where it is proposed that services will be delivered on a different geographic footprint to currently, or through some form of joint arrangements is this likely to improve those services? Such services may for example be children’s services, waste collection and disposal, adult health and social care, planning, and transport.</p>	<ul style="list-style-type: none"> <li>• This is a once-in-a-generation opportunity to get change right for York and North Yorkshire. It is important that decisions are made based on the most effective long-term sustainable structures that will improve outcomes for local people, rather than whichever is the quickest to implement.</li> <li>• This proposal does not include opportunities available for York’s service and sustainable growth in the short to long term.</li> <li>• The proposal does not provide the best opportunity to improve adult and children’s services in York by merging them with the award winning County services and providing York with access to greater capacity, resources and opportunities to improve. The proposal is likely to continue to see pressure on York’s children’s services and make them less sustainable in the longer term.</li> <li>• The York geography is too small to be efficient and needs to be considered as part of a larger unitary plan. By not including York, the proposal further constrains the city’s ability to improve.</li> <li>• This proposal will be detrimental to planning – the proposed geography is too large to have a cohesive local plan and will therefore negatively affect the wider geography. York has not managed to agree a Local Plan. Two suitably sized authorities would solve this issue for the whole area.</li> <li>• The strategic functions which will be carried out by a new Combined Authority will be heavily unbalanced, resulting in decisions favouring North Yorkshire. The East &amp; West model would bring parity. District council functions are currently delivered locally, taking into account the individual requirements of the area. Under this proposal these functions would be treated broad-brush over an area too vast, with little regard for local circumstances. The service needs of a coastal town are far removed from the needs of a Dales village or Harrogate with its strategic links to the Leeds City Region.</li> <li>• Existing imbalances highlighted in this response will be exacerbated over time as a result of failing to address York’s geographic and financial restrictions. We feel the only way to effectively address these is the inclusion of York as part of an East Unitary Authority.</li> </ul>



<p>3) Is the councils' proposal also likely to impact local public services delivered by others, such as police, fire and rescue, and health services?</p>	<ul style="list-style-type: none"> <li>• Providers such as health authorities cover York and North Yorkshire in a fairly patchwork manner, and so, as is reflected in the responses, there is support for a model moving to two unitary authorities rather than direct support for the North Yorkshire model.</li> <li>• There is support for “unitary government” from public sector partners in both bids. Much of the support expressed is for the principle of unitary rather than a specific bid, as there will be two unitary authorities in both models.</li> <li>• The Combined Authority in this model would be hugely imbalanced. With no parity, there is a danger that the sub-regional and regional strategic needs of York will not get the voice they need as they could effectively be voted down on all decisions.</li> <li>• This proposal does not maximise the regional significance York currently has or the potential it has to be central to plans as part of a larger authority.</li> <li>• The lack of parity would mean that any future Combined Authority would not effectively reflect the needs of the whole York and North Yorkshire geography and as a result would weaken strategic leadership in the sub-region.</li> </ul>
<p>4) Do you support the proposal from the councils?</p>	<ul style="list-style-type: none"> <li>• Having considered all of the options available to find the best model for the future of Local Government in York and North Yorkshire, this option was independently appraised but was not chosen because it did not score high enough when considering the following factors: <ul style="list-style-type: none"> <li>○ ensuring both authorities have the scale and capacity to invest in improved service delivery</li> <li>○ reflecting functional geographic footprints with clear potential for strong, inclusive and clean growth</li> <li>○ establishing intelligent footprints which maintain the benefits of localism in democratic representation and service delivery</li> <li>○ unlocking the potential of York or allow it to address key challenges around housing delivery, capacity or improve children’s services.</li> <li>○ setting up the Combined Authority for success with two equal partners, working together to bring balance, equity and fairness to the delivery of devolution.</li> </ul> </li> </ul>
<p>5) Do the unitary councils proposed by the councils represent a credible geography?</p>	<ul style="list-style-type: none"> <li>• At over 805,000 hectares in size, we believe the scale is too large to represent a credible geography or be beneficial to service provision. The geography is of unprecedented scale, almost 300,000 hectares larger than the current largest unitary authority geography and only 63k hectares smaller than the two largest combined. It is larger than Bedfordshire, Berkshire, Buckinghamshire, Herefordshire and Oxfordshire combined. The East &amp; West proposal would introduce two authorities at a size proven to be viable, improving council services and giving greater value for money.</li> </ul>

	<ul style="list-style-type: none"> <li>• The geography within this proposal does not have a strong identity, it is made up of lots of smaller, non-complementary, often competing identities e.g. coast, Dales, Moors, major town, rural hinterland.</li> <li>• The East to West road network and connectivity is poor – it takes almost 3 hours to drive from the East to the West of the County (Bentham to Scarborough).It also takes approximately 3 hours to cross the district from East to West by rail. This means the communities the proposal aims to represent are separated, both in terms of the distance, but also the issues they face and the economies on which they depend.</li> <li>• The proposal for local Government in York and North Yorkshire would result in 97% of the land in NYCC unitary authority compared to 3% of the land being covered by City of York Council.</li> <li>• The proposed population is above the maximum recommended limit and is projected to grow to 650,000 by 2042 – this would also leave York still well below the recommended limit by 2042 at around 216,000.</li> </ul>
<p>6) Do you have any other comments with regards to the proposed reorganisation of local government in each area?</p>	<p>Both bids are made up of two authorities with the same external boundaries. An East &amp; West option is equal in population and size of economy that provides a sound and sustainable basis for the future. The North Yorkshire/York model is unbalanced and represents a more ‘quick fix’ approach. The East &amp; West model would require a greater level of change in the short term but would provide the sustainable footing of two ‘optimum sized’ authorities that are large enough to deliver efficiencies and innovation to provide excellent services, a strong local voice and play to the unique strengths of the fantastic assets and communities they represent. These authorities will be in place for this generation and the next and we recognise the need to get change right.</p>