

# THE BAY



**Full proposal for establishing a new  
unitary authority for Barrow, Lancaster  
and South Lakeland**

**December 2020**

## Foreword

Dear Secretary of State,

Our proposals for unitary local government in the Bay would build on existing momentum and the excellent working relationships already in place across the three district Councils in the Bay area. Together, we can help you deliver a sustainable and resilient local government solution in this area that delivers priority services and empowers communities.

In line with your invitation, and statutory guidance, we are submitting a Type C proposal for the Bay area which comprises the geographies of Barrow, Lancaster and South Lakeland councils and the respective areas of the county councils of Cumbria and Lancashire. This is a credible geography, home to nearly 320,000 people, most of whom live and work in the area we represent.

Having taken into account the impact of our proposal on other local boundaries and geographies, we believe creating the Bay Council makes a unitary local settlement for the remainder of Cumbria more viable and supports consideration of future options in Lancashire.

Partners, particularly the health service would welcome alignment with their footprint and even stronger partnership working. Initial discussions with the Police and Crime Commissioners, Chief Officers and lead member for Fire and Rescue did not identify any insurmountable barriers, whilst recognising the need for further negotiation. Our public engagement shows stronger support for a unitary local authority representing the Bay area over any alternative.

Our vision for the Bay is real and already shaping the agenda that we are delivering. We have a joint committee and excellent working arrangements between relevant authorities to make it happen. We have the ideas and inspiration to align reform with reorganisation and make a real difference to people's lives.

As a leadership team, on behalf of everyone in the Bay area, we ask that if you agree to any reorganisation proposals for Cumbria that the Bay Council be the solution for this area.



**Cllr Ann Thomson**  
Leader of the Council  
Barrow Borough Council



**Sam Plum**  
Chief Executive  
Barrow Borough Council



**Cllr Dr Erica Lewis**  
Leader of the Council  
Lancaster City Council



**Kieran Keane**  
Chief Executive  
Lancaster City Council



**Cllr Giles Archibald**  
Leader of the Council  
South Lakeland Council



**Lawrence Conway**  
Chief Executive  
South Lakeland Council

# Proposal on a page

**Will it be better than today or potential alternatives?**

**YES**

We will combine reform and reorganisation to drive recovery and build a better future.

**Do we command local support?**

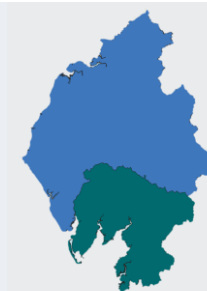
**YES**

Public surveys, opinion polls and partners say they support the Bay.

**Is this a credible geography?**

**YES**

for the 320,000 people in the Bay, and the 325,000 in North Cumbria



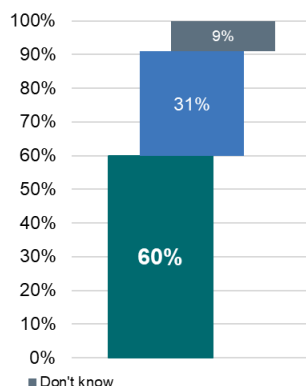
## We meet the MHCLG tests because we will

- improve local government and service delivery
- give greater value for money by investing in reform alongside reorganisation to change our long term costs and improve outcomes
- generate savings of £50m over five years in the Bay with potential for £100m if North Cumbria also becomes a unitary
- provide stronger strategic leadership by being aligned to how public services are actually delivered for communities in the Bay area
- be a more sustainable structure, not a race to the bottom claiming the biggest short term savings but a race to the future by building organisational and system resilience.

## The increased scope and population across the Bay and North Cumbria makes unitaries viable

- The Bay and a North Cumbria unitary would both have total net service expenditure of £500m+ creating a balanced settlement.
- future unitaries in Lancashire would be better placed
- Cumbria's fire and policing authorities could benefit from the scale of others and would also be more balanced

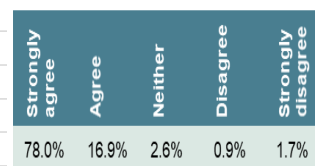
The Morecambe Bay area would be best served by...



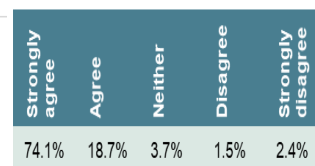
■ A whole county unitary for Cumbria and separate arrangements for Lancashire  
■ A unitary council for Morecambe Bay based on the geographies of Barrow, Lancaster and South Lakeland districts

Independent telephone poll of 1012 adults living in the Bay area, conducted by Survation 13-19 November 2020

Local people should be represented by people that are close to the community and democratically accountable to local people...



Local services should be decided and delivered close to where people live and work...



Local survey with over 2700 responses open 10-30 November 2020 plus a series of ten community and stakeholder events

**Key partner organisations** support the Bay agenda and recognise any challenges can be overcome to create a resilient council for the future.

## The Bay and North Cumbria are credible

This is a footprint where the natural geography influences how systems operate. The creation of Cumbria brought together areas around the mountains but operationally there remain distinct areas within the geography, and a particular distinction between north and south.

Public service responsibilities and accountabilities delivered by Cumbria wide organisations typically organise on a geographic rather than service basis.

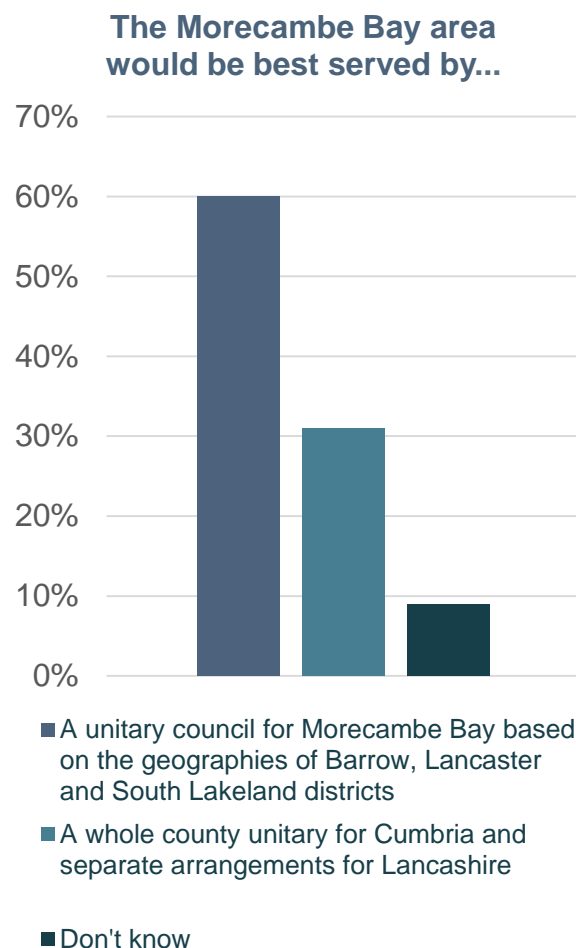
Those organisations see no barrier to the operational delivery of services on a North Cumbria and Bay Council footprint.

For the Bay there is a coherent functional economic area that we organise around and 96% of people live and work in the area.

The Bay and North Cumbria solution results in two unitary authorities that have the ability and resilience to be financially viable, represent a significant population and can provide a platform for wider regional co-operation and unitary solutions.

## Top-line results from local consultation and engagement

An independent telephone poll of 1,012 adults living in the Bay area, was conducted by Survation 13-19 November 2020



A local survey with 2,796 responses was open 10-30 November 2020

**Local people should be represented by people that are close to the community and democratically accountable to local people...**

	All agree	All Disagree	Neither
Barrow	86%	10%	4%
Lancaster	93%	5%	2%
South Lakeland	76%	19%	4%

We held community and stakeholder events involving employers, community groups, parish councils and young people

“The format of the Bay is very good...There is a massive opportunity to create prosperity for the north and set ambitious targets”

“From an NHS perspective it would make total sense to align the council with the NHS footprint which is pan Morecambe Bay”

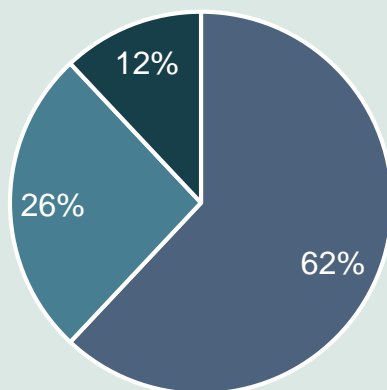
“I’m very happy to express the views of many parish councillors who have spoken to me and we are almost universally in favour of The Bay proposal”

“I believe that the merger with Barrow, Lancaster and South Lakes would be in all our best interests.”

## Opinion Polling

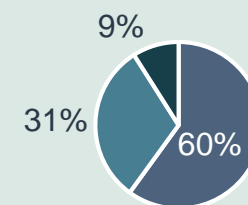
- Survation conducted a telephone survey of 1012 adults across the three districts of the Bay between 13 and 19 November 2020.
- The results show strong support for a Bay unitary, with a belief that this would deliver better services and concern that a county unitary would make it harder for local voices to be heard.
- These results are consistent across demographic groups and between all three districts
- Full data tables are available here: <https://cdn.surveon.com/wp-content/uploads/2020/12/02090636/Morecambe-Bay-Tables.xlsx>

### What option would be most likely to improve the quality of services provided by councils?



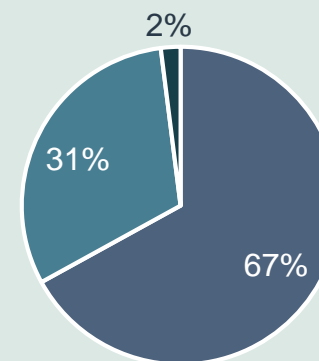
■ Morecambe Bay unitary ■ A county level unitary ■ Don't know

### The Morecambe Bay Area would be best served by...



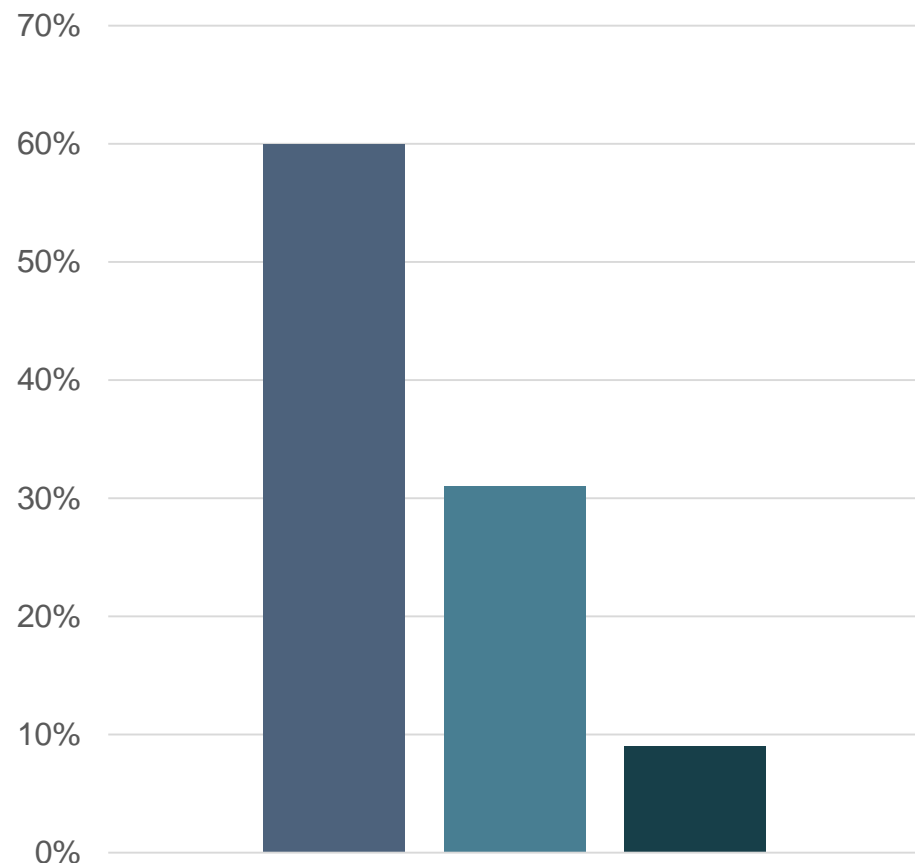
- A unitary council for Morecambe Bay based on the geographies of Barrow, Lancaster and South Lakeland districts
- A whole county unitary for Cumbria and separate arrangements in Lancashire
- Don't know

### Would you be concerned that if your local area was overseen by a single council at a county wide level, your voice may not be heard on local issues?

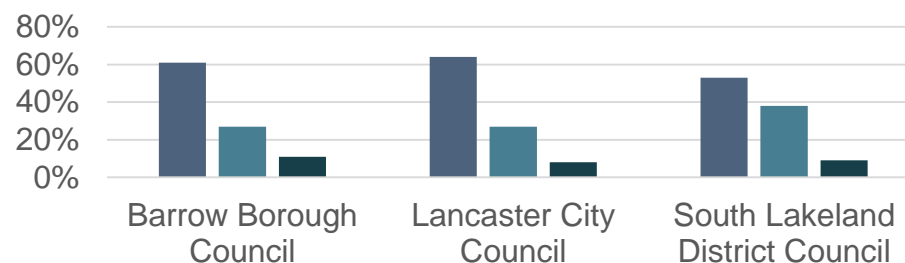
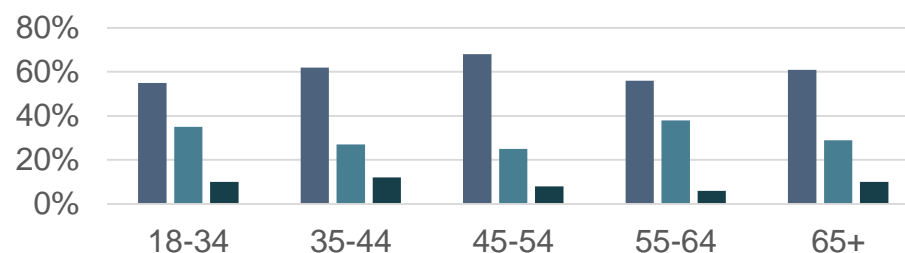
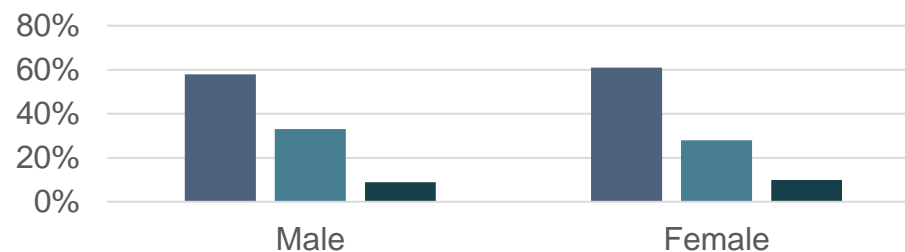


■ All concerned ■ All not concerned ■ Don't know

## Q1. Which of the following statements best reflects your view? The Morecambe Bay area would be best served by...

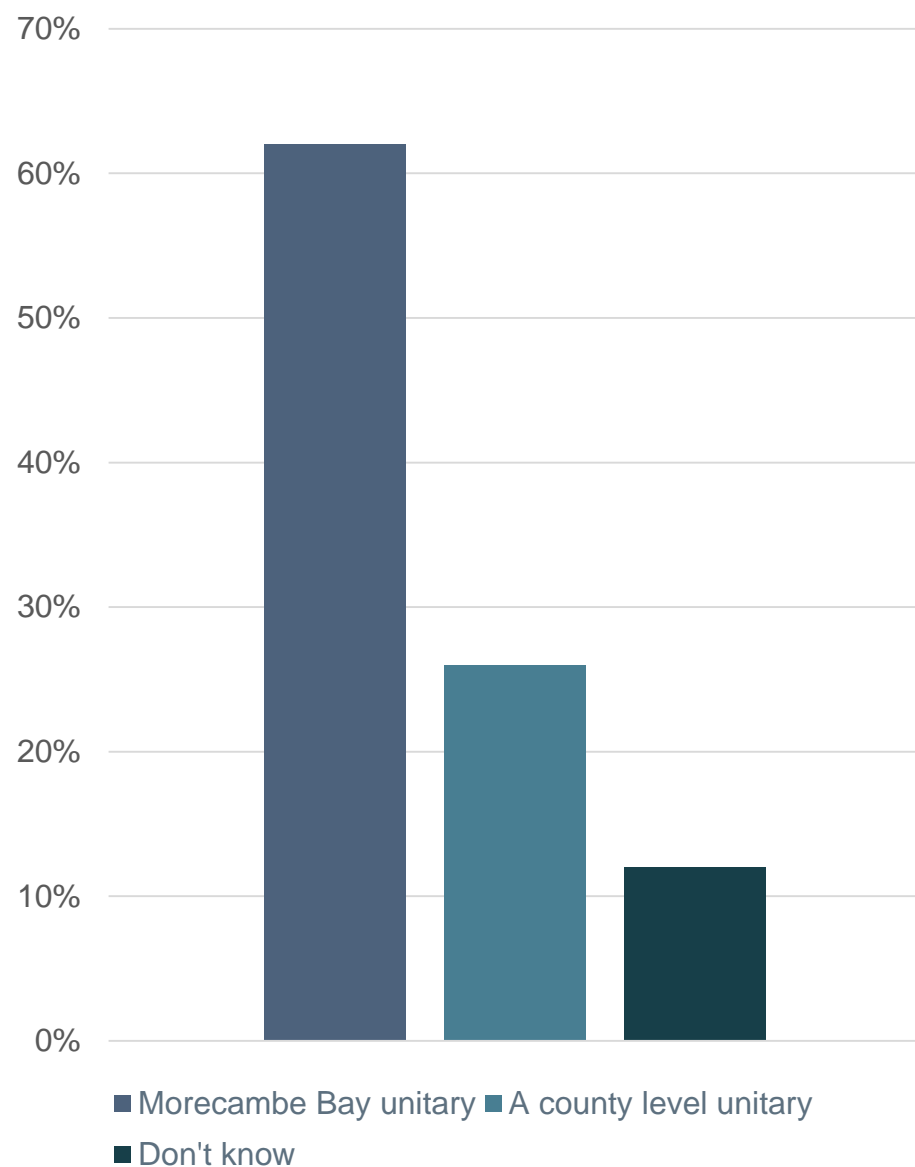


- A unitary council for Morecambe Bay based on the geographies of Barrow, Lancaster and South Lakeland districts
- A whole county unitary for Cumbria and separate arrangements in Lancashire
- Don't know

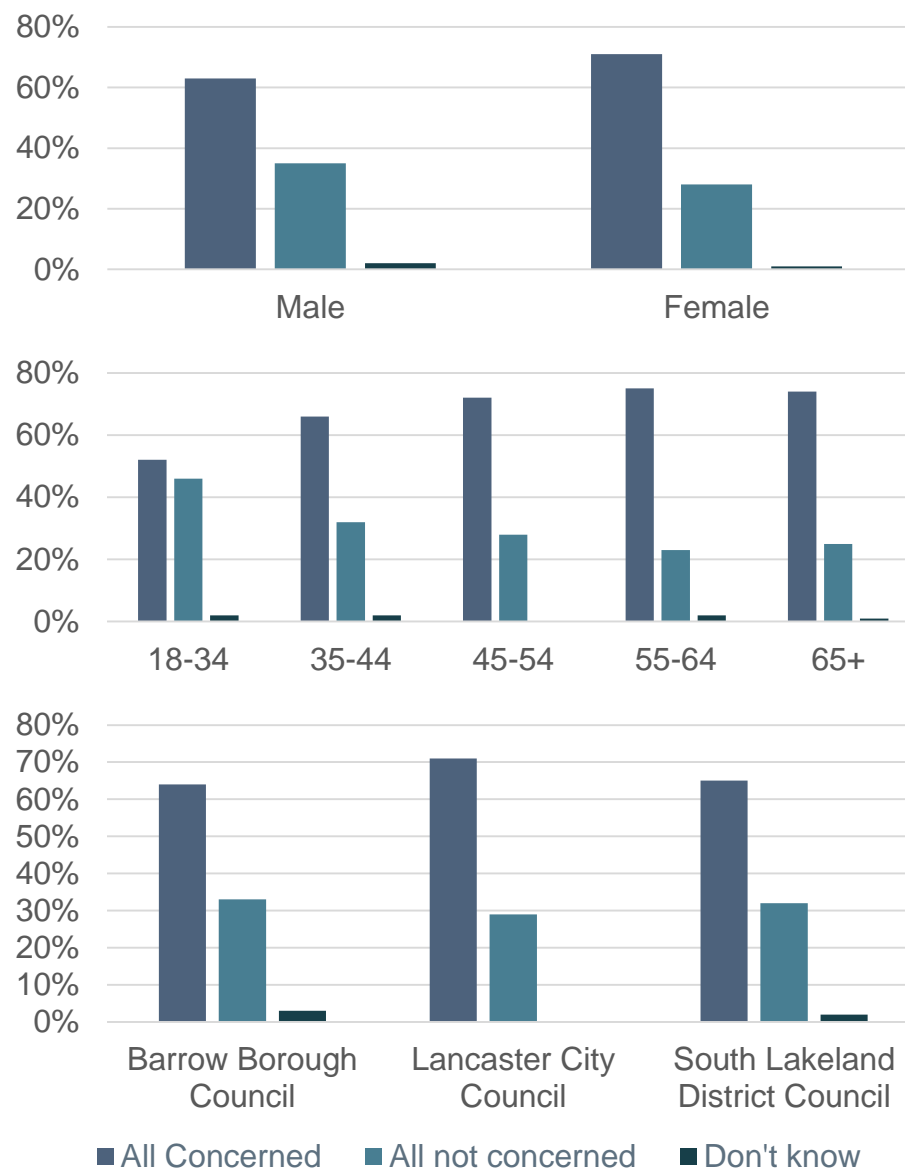
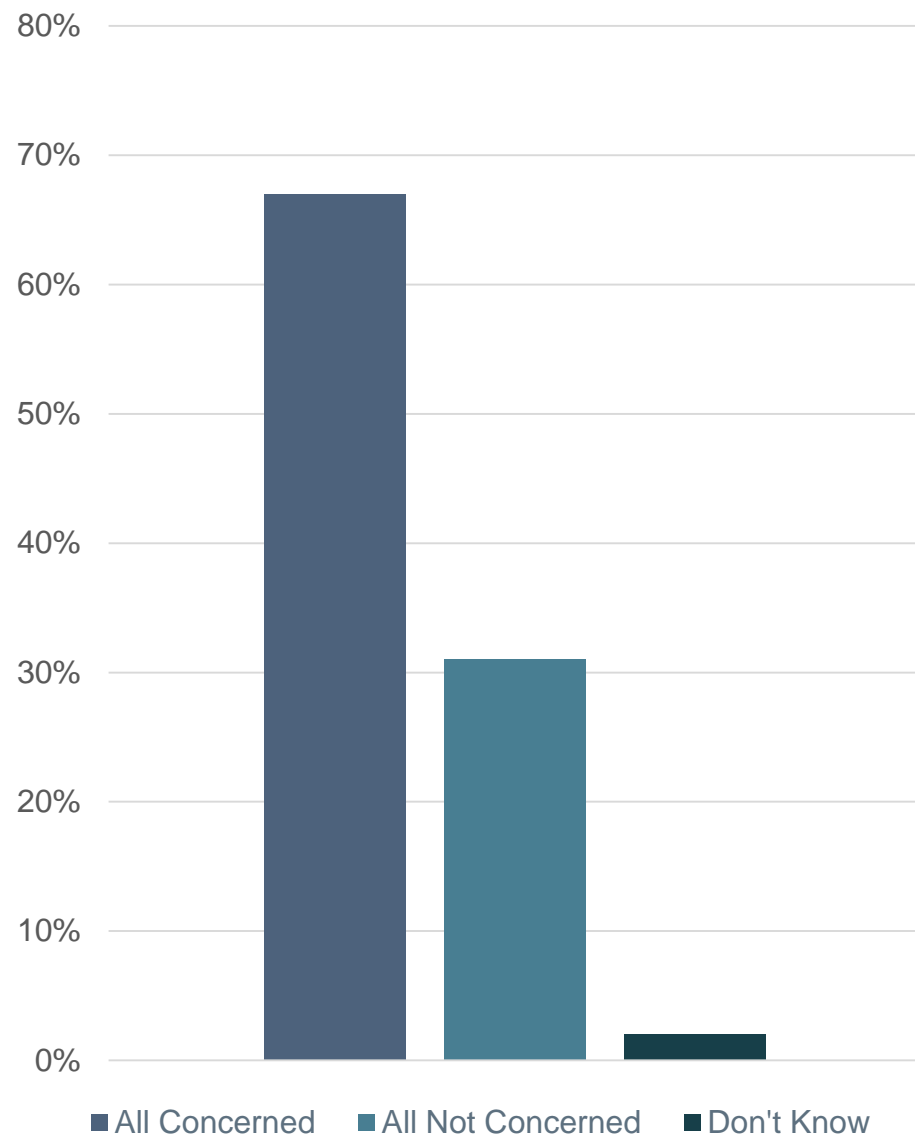


- A unitary council for Morecambe Bay based on the geographies of Barrow, Lancaster and South Lakeland districts
- A whole county unitary for Cumbria and separate arrangements in Lancashire
- Don't know

## Q2. In your view, what option would be most likely to improve the quality of services provided by councils?



### Q3. To what extent, if at all, would you be concerned that if your local area was overseen by a single council at a county wide level, your voice may not be heard on local issues?





# Contents

		Page number
	<b>Executive summary</b>	<b>10</b>
<b>1</b>	<b>Introduction and approach</b>	<b>15</b>
<b>2</b>	<b>Case for change across Cumbria and the Bay area</b>	<b>17</b>
<b>3</b>	<b>Alternative options</b>	<b>39</b>
<b>4</b>	<b>Delivering for the Bay</b>	<b>55</b>
<b>5</b>	<b>Making it happen</b>	<b>83</b>
	<b>Annexes</b>	<b>93</b>



## Executive Summary

Our proposal for unitary local government builds on excellent working relationships across the Bay

### **Councils around the Bay already work well together. Becoming a unitary local authority for the Bay is an opportunity to go further.**

This proposal responds to your invitation to submit unitary local government proposals for Cumbria. Despite being in the midst of unprecedented challenges we have responded to your invitation because we believe that becoming a Bay unitary is critical to our future and missing this opportunity would risk disrupting the shared work we are building to serve our residents and region.

We have set out why the Bay area needs to be considered as the preferred and only realistic option for our authorities and how it can be delivered. We have followed your criteria and developed, in the time available, a robust case that is based on the HM Treasury guidance for building better business cases.

Our proposal emerges not from the invitation call but from a long standing view of what is right for our local residents, communities and businesses. As councils, we have good working relationships, including the Lancaster and South Cumbria joint committee. A unitary council has the potential to build on existing momentum and complements potential reorganisation and reform in both the counties of Cumbria and Lancashire.

Our Bay Council can reinforce our integrated local economy, build on world class strengths in advanced manufacturing and higher education and be an engine room powering the green industrial revolution. We have already had investment to pilot innovative delivery models, such as being awarded the status of Arts Council Cultural Compact following a submission from us as the Lancaster and South Cumbria Economic Region Partnership. It is bringing together partner organisations to pilot a model which connects the three localities' distinct and different cultural assets to boost future creativity, investment, innovation, jobs and prosperity. The new scheme is designed to encourage a shared vision around the arts, bringing together a range of partners to embed culture at the heart of the community, as well as encouraging investment and untapping economic potential. This is an opportunity to effect change not just in the local Bay area but across the north west and further afield.

Our closely-linked community means 96% of the workforce live as well as work in the area. Our partners recognise our geography – the Bay area would share the same footprint as the local NHS making integration easier than it is today or would be through any alternative proposal. All authorities are in the same postal and broadcast area. Our relationship around the Bay are often stronger than the rest of the counties of which we are part.

### **Our Type C proposal for the Bay Council demonstrates how we have taken into account the Secretary of State's guidance.**

We have undertaken analysis, engagement and development to clearly describe in section 4 how the Bay Council will achieve the outcomes detailed in the guidance including how the proposed unitary:

- Improves local government and service delivery across the area of the proposal for the Bay Council, giving greater value for money, generating savings, providing stronger strategic and local leadership and being a more sustainable structure.
- Commands a good deal of local support across the whole area of the proposal for the Bay
- Has a credible geography within the range of 300,000 to 600,000 having regard to our circumstances, including critically the local identity and geography
- Considers the impact on other local boundaries and geographies, including the views of the relevant Police and Crime Commissioners and Fire and Rescue Authorities.

As the principal authorities in the Bay area, we have retained the core focus of our proposal on the reorganisation and associated reform and recovery agenda of the Bay Council. This configuration has local support, delivering for the whole Cumbrian footprint, opening up opportunities for a viable option for the north of Cumbria, which would operate around a credible geography, with a local identity distinct from the Bay area, and population size within the range of 300,000 to 600,000. We have also set out the key features, opportunities and proposals for the North Cumbria Council, though recognise that this will need to be further explored alongside the Bay proposal following initial assessment by MHCLG.

An early decision will enable us to plan with greater certainty our opportunities for reform and recovery enhanced through re-organisation.

This proposal is the only option that can deliver effective, efficient and sustainable local government for the Cumbria area in line with the Secretary of State's guidance and to impact positive change for our local communities. Similarly, creating the Bay encourages viable options to be developed by the remaining area of Lancashire if invited at a later date.

## Executive Summary

The Bay represents a credible geography within an aggregate population in the desired range and with local support

**The Bay is a well-known and recognised geography that attracts millions of visitors each year and is home to 320,000 people, the vast majority of whom both live and work in the area.**

The strong identity of the area is recognised across the public sector as a credible geography for service delivery. The Bay is the place-based building block for partnering and joining up services with the NHS and our Integrated Care System, which NHS England and NHS Improvement (NSHE/I) are seeking to place on a statutory footing.

Within the county of Cumbria, Barrow and South Lakeland are often considered as 'South Cumbria' for operational delivery in many County Council services.

Fire and rescue services operate across the county but aim to work more closely with communities and can see no operational barrier to working in the Bay area. Cumbria Police recognise that the geography could work operationally, while Lancashire Police consider it preferable to consider Lancashire as a whole in any reorganisation. The Bay aligns to health and ambulance service strategies.

The aggregate population of the Bay Council is nearly 320,000, which meets the Secretary of State's guidance. The northern area of Cumbria would have an aggregate population of 328,000. A Lancashire-11 (without Lancaster) would have over 1 million residents, with a further c140,000 for Blackpool and 140,000 for Blackburn, to be considered for reorganisation at a later date.

Local authority	2019 population	Footprint	Population of proposed authorities
<b>Cumbria County Council</b>	<b>500,012</b>	<b>North Cumbria</b>	<b>327,875</b>
Allerdale	97,761		
Carlisle	108,679		
Copeland	68,183		
Eden	53,253		
Barrow	67,049	<b>The Bay</b>	<b>318,175</b>
Lancaster	146,038		
South Lakeland	105,088		
<b>Lancashire*</b>	<b>1,219,799</b>	Lancashire-11	1,073,761

**We have engaged with local stakeholders, taken opinion polls and consulted the public. We found strong support across the spectrum.**

The Police and Crime Commissioner for Cumbria has said that he is confident the Police Service could be delivered in either option being proposed but that the preference would be for two unitaries. He would also be open to assuming Fire and Rescue Authority responsibilities in the future and would support the development of a Mayoral model. Lancashire counterparts have flagged complexity and concern caused by not considering reorganisation across Lancashire. There will need to be more time and opportunity for discussion, both locally and nationally, about the implications of local government reorganisation on other authorities.

The Lead Member and Chief Officer for the Cumbria Fire and Rescue Authority, which is hosted by the County Council, expressed initial concern that reorganisation would require a separation into two fire authorities. However, they saw no reason why it would not be possible to continue to deliver good services across the current footprint, including the Bay. The Chief Fire Officer in Lancashire, which is a stand alone authority, agreed it was deliverable although complicated.

The Bay Area Health Partnership would welcome a move to unitary local government on the Bay footprint as this would align with the health system and developing integrated care provision. This would simplify current efforts to better integrate health, care and well-being services and improve population health.

The Local Economic Partnership (LEP) in Cumbria have been positive about the Bay Council proposal and our prosperity and resilience plans. They would welcome the ability of unitary local government to support economic development. The Lancashire LEP would be happy to work with a new organisation and in new and better ways.

Town and Parish Councils, local associations and the voluntary and community sector all see potential for spreading and strengthening existing good practice engagement. They would welcome genuine engagement and participation in delivering together for the Bay which is embedded in our values and planned approach, including supporting communities to develop local representative bodies where they wish to. Public opinion, based on a representative sample of over 2700, overwhelmingly supported the Bay as the best solution in this area.

As we continue along the journey to develop the Bay Council we will continue to fully engage with, listen to and co-design the new ways of working together with our local partners and inter-governmental department representatives.

## Executive Summary

Our offer is a sustainable and resilient local government solution that will deliver priority services and empower communities

### **We ask the Secretary of State that if they agree to any reorganisation proposals for Cumbria that the Bay Council be the solution for this area.**

This would enable the remaining district councils and county to form a unitary in the north around the footprint of the four districts (Allerdale, Carlisle, Copeland and Eden) and makes future options in Lancashire more viable.

We can deliver a sustainable and resilient local government solution through a Bay Council. Renewing and re-balancing our relationships across the wider system, we believe a planned transition can link our reform priorities and recovery plans into reorganisation planning, to build forward better. This is about how we operate in the future as well as the what – refreshing our culture, values and behaviours around system leadership and community empowerment. We won't wait until we have changed the structures before we start changing the system. Reorganisation is one step in a longer journey to ensure a resilient and prosperous future of the Bay and our businesses and communities. It should support our reform plans, not disrupt them.

### **We offer a sustainable and resilient solution for the Bay. It builds on real relationships already shaping action and delivering together through a joint committee and excellent working arrangements between us.**

As a unitary authority for the Bay area we can go further and faster than we can today. We are constrained by the current two tier system, and existing structures limit integration, local accountability and empowerment, key features needed to solve the productivity puzzle, and improve lives for those who live and work in the Bay area. We can deliver on existing priorities and create strong and strategic leadership that deliver other priority services efficiently and effectively.

This is not just about reorganisation, but is about a renewed focus on reform, recovery and rejuvenation. We will integrate reorganisation with a programme of reform and recovery planning that results in:

- sustainable internal efficiencies in the running of local government, increasing the resources spent on improving outcomes
- significant system efficiencies through integration and alignment to address long standing and increasing inequalities, level up the Bay, improve population health and well-being, and enhance community wealth and power
- accelerated effectiveness of targeted interventions, collaboration and co-design, driving towards our local outcomes and supporting the national priorities to build forward better

### **The Bay offer**

A new unitary Bay Council would be better placed to **deliver on the existing priorities** in our joint committee terms of reference to:

- develop a sustainable local economy to meet the climate emergency
- build community wealth - sustainable local businesses & good local jobs
- reduce inequality & increase wellbeing
- build community power & engagement

It would also **create strong and strategic leadership**, with local involvement, representation and engagement to improve with local people outcomes that:

- enhance prosperity through green productivity
- support a community of talent to reduce skills shortages
- connect all communities to social, environmental and economic opportunity
- deliver person-centred and strengths-based care
- provide leadership on delivering net carbon zero
- maintain places where people choose to live

**Becoming the Bay Council would enable us to deliver differently across the full scope of local government services and provide strong place based leadership.**



## Executive Summary

The Bay is affordable and creates an authorities that will deliver sustainable and recurring efficiencies reducing our funding gap

**Our proposal for the Bay Council is an affordable and realistic plan that will deliver public value. We can make savings from the transition through internal efficiencies but also bring forward reform and recovery plans that have substantial wider benefits.**

We used publicly available data, sector and local insight to develop our assessment of the strategic and economic case for the Bay and alternatives. Given the limitations in the MHCLG criteria ruling out two Type B unitaries within Cumbria the choice is between business as usual as the baseline, a county unitary or the Bay Council and either a North Cumbria unitary or retaining a two-tier arrangement in that part of Cumbria.

The baseline position uses a total net service expenditure of £797m for Cumbria options (the seven councils) and £1,040m across the Bay due to the inclusion of Lancaster and relevant Lancashire spend.

Transition to unitary local government in Cumbria and Lancaster is estimated to cost in the range of £12-20m for all options. This is consistent with recent experience, other proposals that we are aware of and the scale of challenge involved.

Although implementing the Bay and a North Cumbria unitary option is initially more expensive than a single unitary because it involves two new authorities, by doing so in parallel and across a larger baseline, the costs are not double that of creating a county unitary.

The Cumbria County proposal, and intention to pursue Scenario C, suggests benefits that are double previous estimates produced at the end of 2018. It is questionable if these are deliverable, and if so, if they will create a resilient and sustainable solution authority.





The Bay is a more viable and more credible. We have made prudent evidence based assessments of what is achievable, linked to a clear reform programme. We are not seeking to compete in a race to the bottom. We are seeking agreement to organise in a way that supports communities and the potential of the Bay, and will deliver longer term financial returns for the Bay and UK plc.

### Notes:

<sup>1</sup> The Bay assumes no change in North Cumbria so is based on a proportionally smaller area.

<sup>2</sup> The Bay and North Cumbria assumes broadly equivalent approaches across both areas and ability to reduce individual implementation costs.

<sup>3</sup> Assumes savings from year 3 not year 1 for consistency

	The Bay <sup>1</sup>		The Bay <sup>2</sup>	Cumbria CC Scenario A <sup>3</sup>	Cumbria CC Scenario C <sup>3</sup>			
			North Cumbria					
<b>Notes:</b> <sup>1</sup> The Bay assumes no change in North Cumbria so is based on a proportionally smaller area. <sup>2</sup> The Bay and North Cumbria assumes broadly equivalent approaches across both areas and ability to reduce individual implementation costs. <sup>3</sup> Assumes savings from year 3 not year 1 for consistency	   							
<b>Total implementation costs (£m)</b>	(£	12.7)	(£	19.9)	(£	16.0)	(£	16.0)
<b>Direct benefits (£m)</b>	£	47.9	£	100.5	£	76.6	£	99.3
<b>Direct costs (£m)</b>	(£	15.0)	(£	27.2)	(£	22.2)	(£	22.2)
<b>Indirect benefits (£m)</b>	£	20.0	£	41.8	£	27.3	£	93.2
<b>Indirect costs (£m)</b>	(£	9.0)	(£	15.2)	£	-	(£	21.0)
<b>Net costs/benefits (£m)</b>	£	31.2	£	80.0	£	65.7	£	133.3
<b>5 year net present value NPV (£m)</b>	£	25.3	£	66.7	£	55.8	£	113.2



# Executive Summary

Our proposal is considered, ambitious, realistic, and the only option that will deliver our local and national priorities

## A considered and deliverable approach to implementation

**As the leadership across the Bay we are united in supporting the Bay Council as the right choice when you decide to move to unitary local government in Cumbria.**

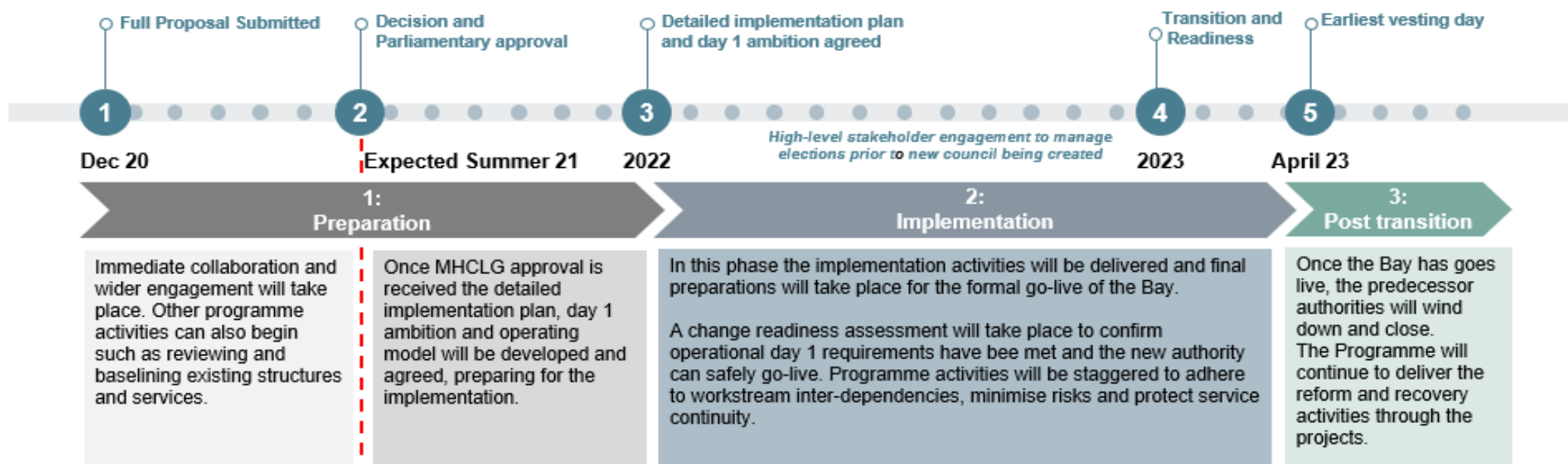
We will be able to make this happen and deliver a programme of engagement working with both of the County Councils, our public sector partners, our communities and the wider public, to create the council that we collectively want to see in the future.

We will establish a programme office to oversee and shape detailed planning, building on the engagement that we have undertaken to date and continuing to strengthen our existing arrangements.

This will build on our recovery planning so that reorganisation, reform and recovery work in harmony in enabling the Bay area, and our neighbours in a North Cumbria Council, to build forward better arrangements for delivering on our shared ambition.

Following this submission, we know that you will want to take the time to properly review and consult our partners, adjacent principal authorities and other government departments. We welcome this period of reflection although we would also welcome the agreement of the indicative timetable to ensure that we can embed the necessary planning and preparation into our forward programme.

Our assessment is that the transition period can not be done in nine months at this time of unprecedented pressure on local government so would welcome early clarification and agreement that vesting day should not be before April 2023.





## Introduction and approach

This section explains the purpose of this proposal in seeking agreement from the government for the development of a unitary local authority to cover the Bay area, representing the geography of Barrow, Lancaster, South Lakeland Councils, and a second unitary to cover the geography of Allerdale, Carlisle, Copeland and Eden.



# 1. Introduction and approach

This proposal sets out a compelling case for unitary local government across the Bay and wider geography of Cumbria

## Introduction

**This full proposal is an ambitious and evolutionary response to an invitation for proposals on unitary local government that builds on long standing joint working across the Bay.**

We set out a Type C proposal to create a unitary Bay Council, the Bay Council, focused on the current geography of Barrow, Lancaster and South Lakeland councils. The proposal for unitary local government is fully compliant with the MHCLG invitation and guidance of 9 October 2020 and builds on our outline proposal.

Our common interests and approaches, but also distinct differences from our respective county footprints and neighbouring districts, makes the Bay a logical choice. Our purpose is to serve our people and we are ambitious to improve outcomes across the Bay.

This is the only acceptable unitary local government choice available in this area that will be capable of delivering on our local priorities and the national agenda. Working together, we can build a great new unitary council that reflects our integrated economy and accelerates the momentum we have already built.

We set out how we will work with partners to reshape public services around the residents, communities and businesses that we serve and to meet the climate emergency.

Our proposal enables the remaining areas of Cumbria and Lancashire to form unitary solutions. To provide a potential full solution for the county of Cumbria we have also considered the northern districts in this proposal. As a Type B proposal, the northern unitary authority would comprise Allerdale, Carlisle, Copeland and Eden, which is a credible geography, with a population of c328,000 and a distinct local identity from the Bay Council.

But our proposal for the Bay is not dependent on change elsewhere, and could progress independently of wider reorganisation. It will be helpful to have a timely decision so that we can plan with certainty as we focus on the recovery during 2021.

## Approach

**To create a robust and credible proposal we have used the HM treasury ‘five case model’ for business cases to guide our approach.**

We assessed all relevant alternatives against the MHCLG criteria, local objectives for reform and potential described in the outline proposal we submitted on 9 November, which had cross-party support.

Since submitting our outline proposal, we have undertaken additional engagement and consultation with partners, the public and with your officials to test our proposal against wider priorities across the Bay and government expectations. We have taken into consideration the ability to improve public service outcomes and had regard to the impact on others.

To impact real change, all proposals will come with challenges and complexities, and this proposal is no different. For this specific proposal we have explained how any complexity that comes from a Type C arrangement will be effectively managed, in particular for the move of Lancaster from Lancashire County Council, and the potential changes that may be required for police and fire authorities to support the new footprint.

We are not in a race to the bottom on who can claim the largest ‘efficiencies’. But we are in a race to net carbon zero and to a sustainable system. We show how we can deliver an affordable but credible programme that delivers internal efficiencies and unlocks larger public value benefits (both financial and non-financial) from reform priorities.

Our expanded reform vision describes creation of a new authority designed to support a better system: more local, more entrepreneurial and more trusting.

This proposal sets out the:

- **Case for change** – this sets out the strategic aim of the proposal
- **Options appraisal** – this economic case appraises potential options (including business as usual), to show our rationale for the preferred option
- **Delivering the Bay Council** – this section covers the main benefits of the proposal, financial case and outlines how the preferred option can be delivered, including next steps.

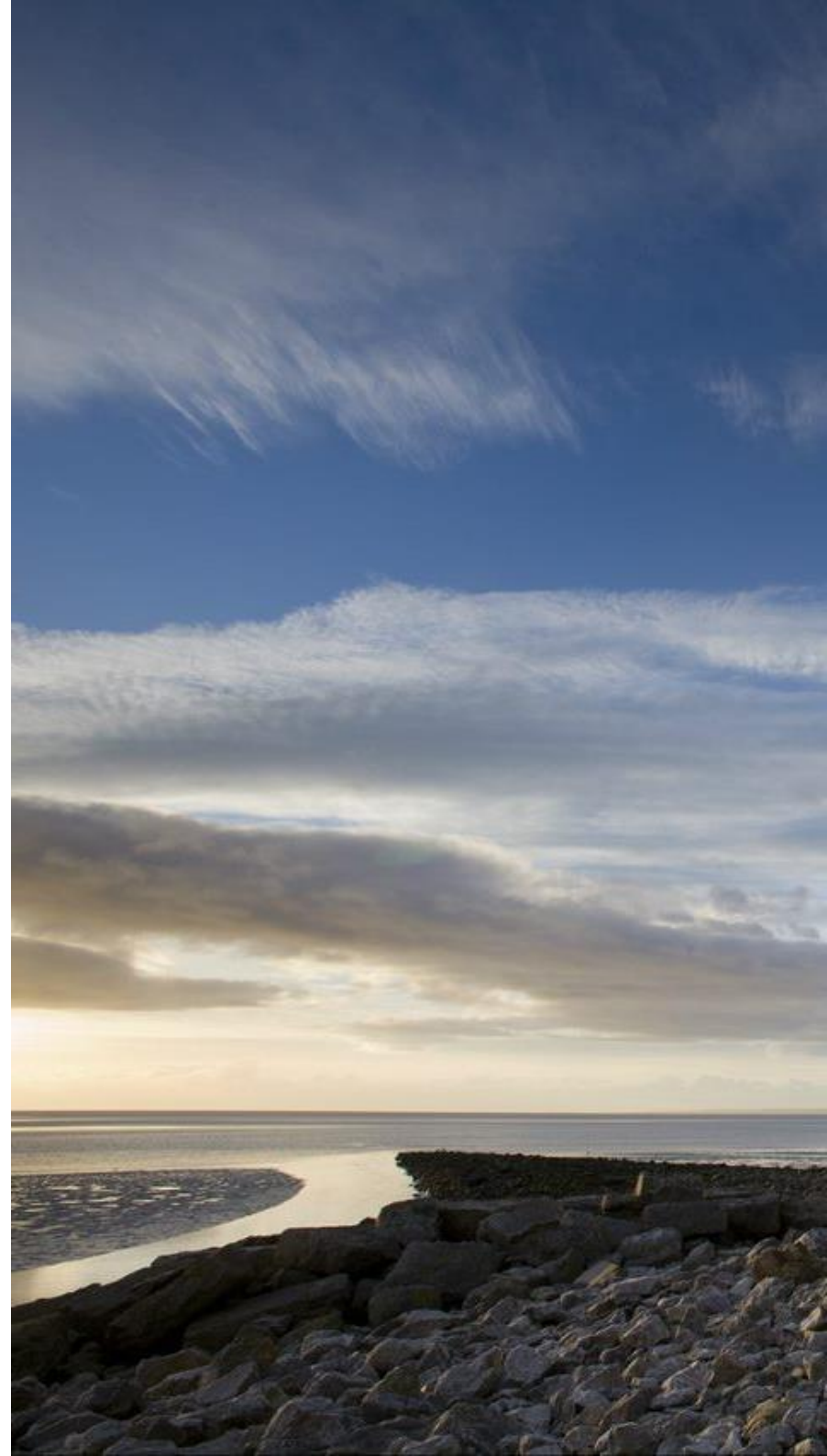
**We ask the Secretary of State that if they agree to any reorganisation proposals for Cumbria that the Bay Council be the solution for this area.**





## Case for change across Cumbria and the Bay area

This section provides the local and national context, explores the key strengths and challenges facing the Bay and North Cumbria, , and sets out the outcomes we will achieve from our exciting and ambitious reform agenda, creating unitary local government across the Bay area and across North Cumbria.



## 2. Case for change across Cumbria and the Bay area

Summary of our proposal for Cumbria and how a two unitary option of the Bay Council and North Cumbria Council is the right answer

This case for change sets out our proposed solutions for the whole of Cumbria as invited by the Secretary of State. We demonstrate why a unitary local authority across the Bay area is the only viable solution to deliver on the recovery and reform agenda for the region. The vision for the Bay Council of Barrow and South Lakeland in Cumbria comes alive because Lancaster is part of the solution. It makes perfect sense. Welcoming Lancaster into the solution for Cumbria allows the Bay Council (Type C) to be the key to unlocking the natural combination of Allerdale, Carlisle, Copeland and Eden in the north, as the North Cumbria Council (Type B).

Together, we will be even better placed to:

- strengthen local leadership, reflect and respond to our local identities and represent our communities on the strategic agenda
- capitalise on our natural assets, delivering sustainable economic prosperity and reform, reducing inequalities and investing for growth
- enhance and simplify our current partnership working, make it easier for our residents to interact with us, and improve outcomes for our communities, residents and businesses through integrated and whole systems working
- embrace new and modern ways of working, be agile, nimble, insight led and connected across our workforce and communities, releasing efficiencies and improving effectiveness to drive better outcomes

The Bay area links Cumbria and Lancashire but has its own distinctive identity and an ambitious vision. We care deeply about addressing inequality, handling the climate emergency, preventing bio-diversity loss and protecting/enhancing our natural assets, while delivering excellent services developed with and for our communities. We are and have been part of both counties but are different from the geographic expanse and sparsity of North Cumbria which looks to the Borderlands, and has a strong nuclear sector and associated supply chain opportunities, and different from the increasingly dense population of Lancashire which is drawn south to Greater Manchester and Merseyside.

Whilst respecting the history of both counties, their boundaries have evolved over relatively recent history with most of the Bay area being part of Lancashire until 1974. This proposal is not an argument for a return but an updating of arrangements to reflect today's priorities for managing the land, sand, sea and the prosperity of the Bay, and the different local priorities of North Cumbria.

The Bay area is different and distinct from both Cumbria and Lancashire

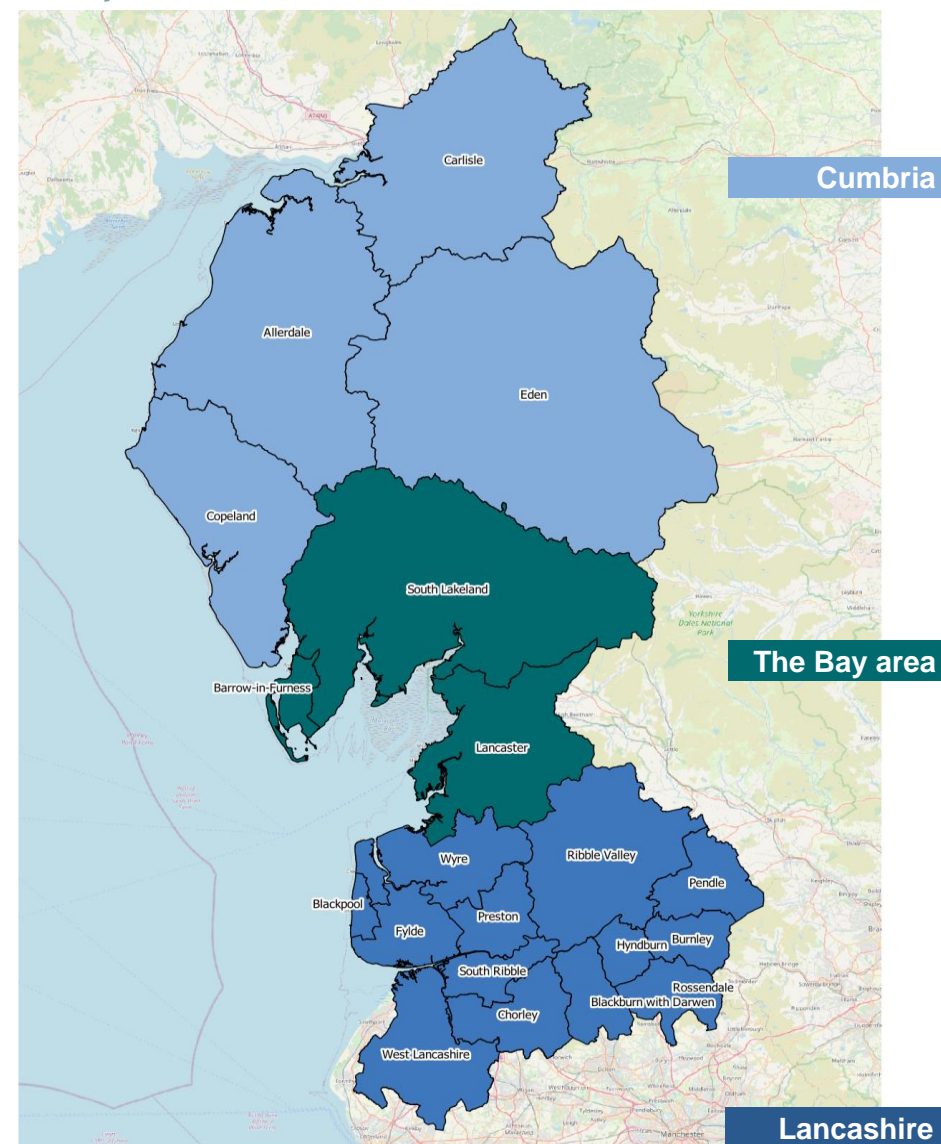


Figure 2.1.1 The Bay area bridges Cumbria and Lancashire

# Our main assets



## Ports

- 1 Barrow Port
- 2 Heysham Port
- 3 Glasson Port



## Offshore energy assets



## Natural assets

- 4 Lake District UNESCO World Heritage site
- 5 North Walney National Nature Reserve
- 6 Morecambe Bay SSSI
- 7 Arnsdale and Silverdale AONB
- 8 Yorkshire Dales National Park
- 9 South Walney Nature Reserve
- 10 Nationally-recognised coastline



## Higher education

- 11 University of Cumbria
- 12 Lancaster University



## Health facilities

- 13 Furness General Hospital
- 14 Royal Lancaster Infirmary
- 15 Ulverston Community Health Centre
- 16 Queen Victoria Hospital
- 17 Westmorland General Hospital



## Advanced manufacturing/ key employers

- 18 Kimberley Clark
- 19 BAE Systems
- 20 Spirit Energy
- 21 GSK
- 22 GVS Fliters
- 23 EDF Energy
- 24 GAIST Solutions
- 25 Gilkes
- 26 James Cropper
- 27 Ørsted
- 28 Oxleys Developments
- 29 Forge Europa



## Broadband/digital

- 30 B4RN Connectivity

# THE BAY



Source: ONS 2018. © Crown copyright and database right (2018)

# The facts

## 320 000

total population

## 13 000

businesses

## 18 000

jobs in advanced manufacturing and engineering (including half of the country's ship and submarine manufacturing jobs)

## 4 300

jobs in agriculture in our thriving rural communities

## 30 million

annual visitors to Lancaster and South Cumbria, contributing £2 billion to the economy

## Three

international gateway ports

## 25 000

jobs in tourism

## Five

major windfarms, oil and gas operations and two nuclear power station

## Two

universities, both already cooperating across The Bay



## 2.1 About the Bay

The Bay Council is a credible geography with the necessary aggregate population and unique attributes that justifies its own authority

### The Bay has an appropriate scale of aggregate resident population

**The Bay area is home to nearly 320,000 people so is well within the target range MHCLG have set out for future unitary authorities. It is an area of comparatively slow and steady population growth overall but with variation across ages. A further 325,000 people live in North Cumbria with its own distinct character.**

Nearly 320,000 live the Bay area today, with 67,000 people living in Barrow, 105,000 in South Lakeland and 146,000 in Lancaster and will grow to around 330,000 by 2040. As with all of Cumbria, there is no large population centre<sup>1</sup>, but the area includes a number of medium sized towns including Barrow, whose 57,000 population makes it the second largest town in Cumbria after Carlisle, Lancaster, which at 51,000 is the 6<sup>th</sup> largest town in Lancashire, Morecambe (35,000), and Kendal (29,000).

There are an additional 328,000 people across the remainder of Cumbria who could comprise a North Cumbria unitary, and 1m+ in the rest of Lancashire.

Cumbria is sparsely populated at 74 people per km<sup>2</sup>. Lancashire, on the other hand is more densely populated with 233 people per km<sup>2</sup>. The Bay Council would have a population density of 145 people per km<sup>2</sup>, and North Cumbria not notably changed at 64 people per km<sup>2</sup> (the equivalent to Northumberland). The Bay is a tourism destination, with 30m annual visitors come to the Bay area, boosting the average population an equivalent of 80,000 plus over the year.

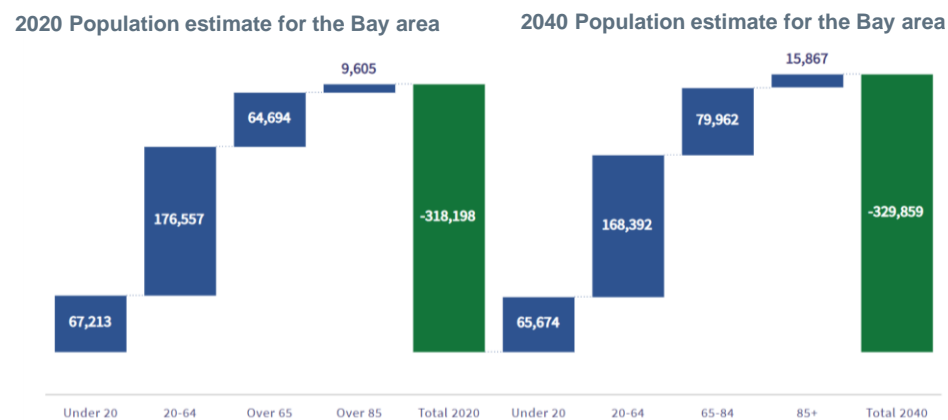


Figure 2.1.2 Population profile change in the Bay, ONS Population Projection

<sup>1</sup> Large towns are defined as above 75,000 population by ONS

### The Bay can reinforce connections with Cumbria and Lancashire

**The Bay spans the northern end of Lancashire and southern part of Cumbria. It surrounds a large estuary providing a natural coherence and continues a rich and varied natural landscape, including the southern Lake District, western Yorkshire Dales Arnside & Silverdale AONB and internationally designated habitats.**

Few areas can rival our array of clean energy assets, including the world's largest operational offshore windfarm and a key part of the nuclear supply, linked by a unique contribution of private sector expertise and academic excellence. We share a commitment to tackle the climate emergency, biodiversity loss, coastal erosion and prevent flooding.

Cumbria is a large and rural area covering 6,768 km<sup>2</sup> which is approximately half of the North West of England. The Bay Council, comprising Barrow, Lancaster and South Lakeland represents an area of 2,188 km<sup>2</sup>. This is approximately the size of Herefordshire and would be the 33<sup>rd</sup> largest authority in England. North Cumbria, being nearly twice of the size of Northamptonshire, would be the 13<sup>th</sup> largest authority in England by area.

The Bay is rich in natural resources, including the Lake District and Yorkshire Dales National Parks. The Arnside & Silverdale Area of Outstanding Natural Beauty (AONB) crosses the boundary of Cumbria and Lancashire and involves partnership working between our authorities, while the Morecambe Bay Site of Special Scientific Interest (SSSI) also relates to all three authorities. The north includes the Cumbria Coastline Conservation Area and more sparse areas of the West Lakes, Eden Valley and routes into Scotland and Newcastle.

The Bay also plays a pivotal role in the economy of the North West, be that it's ports, water, energy or advanced manufacturing. It is well placed to capitalise on the ambitions for a green industrial revolution, with one of the biggest windfarms in the world and can be a centre for off-shore renewable energy.

The county councils of Cumbria and Lancashire are based in Carlisle and Preston respectively. Attending these councils involves significant travel times and distances. Reaching Carlisle is more than 45 minutes and miles from Kendal, and around 90 minutes and 60-85 miles from Barrow. From Lancaster to Preston is a smaller distance, but still 20 minutes by a frequently not running train or 60 minutes by car on routes that are often blocked.

The Bay area presents a unique opportunity to bring local government closer to the people and be designed at a scale best suited for local and regional focus.

## 2.2 About the county of Cumbria

The Bay authorities are already working together and creating this unitary council will support viable change for North Cumbria

### A resilient and sustainable Bay Council

**The Bay area is currently represented by three district councils and two county councils. Within the two-tier system and across two counties the district councils have already developed strong and close working relationships, reflected in our shared economic prosperity and resilience strategy. Moving to a unitary is an opportunity to embed this co-operation in a single new council that integrates all functions across the authorities, to build on the momentum already in place.**

We are managing the complications of a two-tier system as effectively as possible, supporting our communities and businesses despite, and not because of, existing structures.

As a unitary authority we would be able to combine our efforts and expenditure in support of the partnership goals, which include tackling the climate emergency and building a greener economy, building wealth across our communities and encouraging active and healthier residents.

Total net expenditure, including the relevant per capita share of the county councils, would have been over £511m in 2019/20<sup>1</sup>. Reorganisation would add another pillar to the reforms we want to make to accelerate our recovery.

### The Bay Council

Predecessor local authority	Population	Net service expenditure (£m)
Barrow	67,000	£9m
Lancaster	146,000	£20m
South Lakeland	105,000	£12m
Proportion of Cumbria	172,000	£246m
Proportion of Lancashire	146,000	£222m
<b>Indicative total</b>	<b>318,000</b>	<b>£511m</b>



### Unlocking the credible solution across North Cumbria

**Approval for the Bay Council maintains and strengthens opportunities for unitary working across the rest of Cumbria across the four northern districts, and it does not restrict future options in Lancashire. It is the only viable option for sustainable reform across and beyond Cumbria.**

The baseline net service expenditure across the Cumbria system is £797m, and with the addition of Lancaster would total over £1bn. The net service expenditure in North Cumbria would have been £551m in 2019/20, of suitable and sufficient scale for reorganisation of the four remaining districts and associated county area into a parallel unitary, operating around a credible geography.

A comprehensive settlement across Cumbria, Lancashire and the Bay would support a unified reallocation of assets, reserves, debts and liabilities to new bodies. This will need careful consideration in the event of any reorganisation.

Council net service expenditure is only part of the total public service expenditure focused on delivering outcomes. By aligning the council footprints with the health system, which the Bay already operates within, there is potential for greater integrated planning and programming on actions to improve population health, a key driver of local outcomes.

### North Cumbria Council

Predecessor local authority	Population	Net service expenditure (£m)
Allerdale	97,527	£11m
Carlisle	108,387	£50m
Copeland	68,424	£11m
Eden	52,000	£10m
Proportion of Cumbria	328,000	£469m
<b>Indicative total</b>	<b>328,000</b>	<b>£551m</b>

<sup>1</sup> Based on all councils Revenue Account 2019/20 data to all for comparison.

## 2.3 Wider considerations that inform our proposal

The national context will impact on our plans for the Bay irrespective of any reorganisation and provides a platform for growth

### Amplification of pressures from the recent pandemic

**Local authorities across the country were already facing a challenging agenda which has only been amplified by the impact of the pandemic. The way that local government is organised needs to support our efforts to drive reform and recovery.**

Local authorities have been at the forefront of responding to the coronavirus crisis and the different impacts on health, on families and on jobs and incomes. Naturally, uncertainty about the impact and length of the crisis not only has public health impacts but will have social and economic shocks that are only just starting to manifest, as recognised by the OBR and outlined in the recent Spending Review.

Whilst over £3bn of funding has been made available to local authorities nationally to help us cope with the impact it is evident that there will be an on-going impact on our spending, with increased pressure, and on our income, with reduced ability to generate revenue. The IFS analysis of Covid-19 impacts shows how Bay area councils have varied impacts from the pandemic, with factors such as the visitor economy and underlying pressures on left-behind areas affecting the impact. The 30m visitors to the area are fundamental to its economy with an associated knock-on impact on council revenues from fees and charges.

This crisis comes on top of existing pressures for local government which has followed a near decade of contraction in real terms spending, which only recently was starting to ease with per-person spending down 23% since 2009-10. Planned above-inflation increases in spending are now uncertain and there is a need to complete the Fair Funding Review and multi-year settlements.

**“The Lancaster BID Management Board are keen to support the proposed ‘Morecambe Bay Unitary Authority’. Even before the Covid Pandemic broke in March this move would be something we would have supported, but it makes even more sense now. The BID Board feel this is the most logical way forward and feel it will give Lancaster a stronger voice in the years to come”**

Lancaster Business Improvement District

### The road to recovery and sustainable growth

**To build forwards better, any reorganisation of local government should reinforce and support reforms that drive the recovery over the medium to long term.**

As the Prime Minister has said, the public response to Coronavirus shows that we can, in future, have a better system for supporting our communities: more local, more entrepreneurial and more trusting<sup>1</sup>. The Spending Review sets clear priorities for MHCLG to deliver public value through action to raise productivity and empower places so that everyone across the country can benefit from levelling up and for a sustainable and resilient local government sector that delivers priority services and empowers communities.

Reorganisation is just one part of a wider agenda we need to plan for. Our overriding priority will be to connect it to reform and recovery actions needed to support the Bay. There are short term gains that we must capture, but our focus is on creating a sustainable system for future generations that is efficient, effective and enables sustainable economic prosperity.

Any reorganisation will have to be planned and managed in the context of:

- **Overall government decisions on council funding** will make a significant impact on foundations and starting position from which any reform agenda and re-organisation proposal is considered.
- **A devolution white paper** which the government has announced will be published in spring and will have in place implications for how we use reorganisation to connect local recovery with levelling up. The white paper could helpfully provide for place based strategies to boost regional economic performance, building on initiatives such as our Bay Area Resilience and Prosperity Strategy. There is also an opportunity to make additional provisions for town, parish and community councils to enhance their powers and potential duties to support communities.
- There are also **key policy agendas and decisions** from adult social care, social housing, planning, the environment and health integration that will impact on the role and function of the future authority.

Prime Ministerial commission of 23 June 2020 for Danny Kruger MP to report on 'Levelling up our communities: proposals for a new social covenant'

## 2.4 Evidence based decisions

Available evidence on reorganisation is limited and benefits depend on the purpose of change

### Evidence based and shaped around our communities

**There is comparatively limited robust evidence on the merits of reorganisation across the country with no clear consensus except that unitaries are generally preferred.**

The debate can become polarised between arguments for scale against local representation. Much of the evidence is based on averages rather than reflecting on the unique local context.

Arguments for scale include:

- reducing administrative overheads and operating costs...but this is being rapidly overtaken by technology solutions.
- economies of scale...but without recognising the diseconomies and negative correlation in some services
- avoiding risk by disaggregating services...although many such services are already organised operationally at a smaller scale.

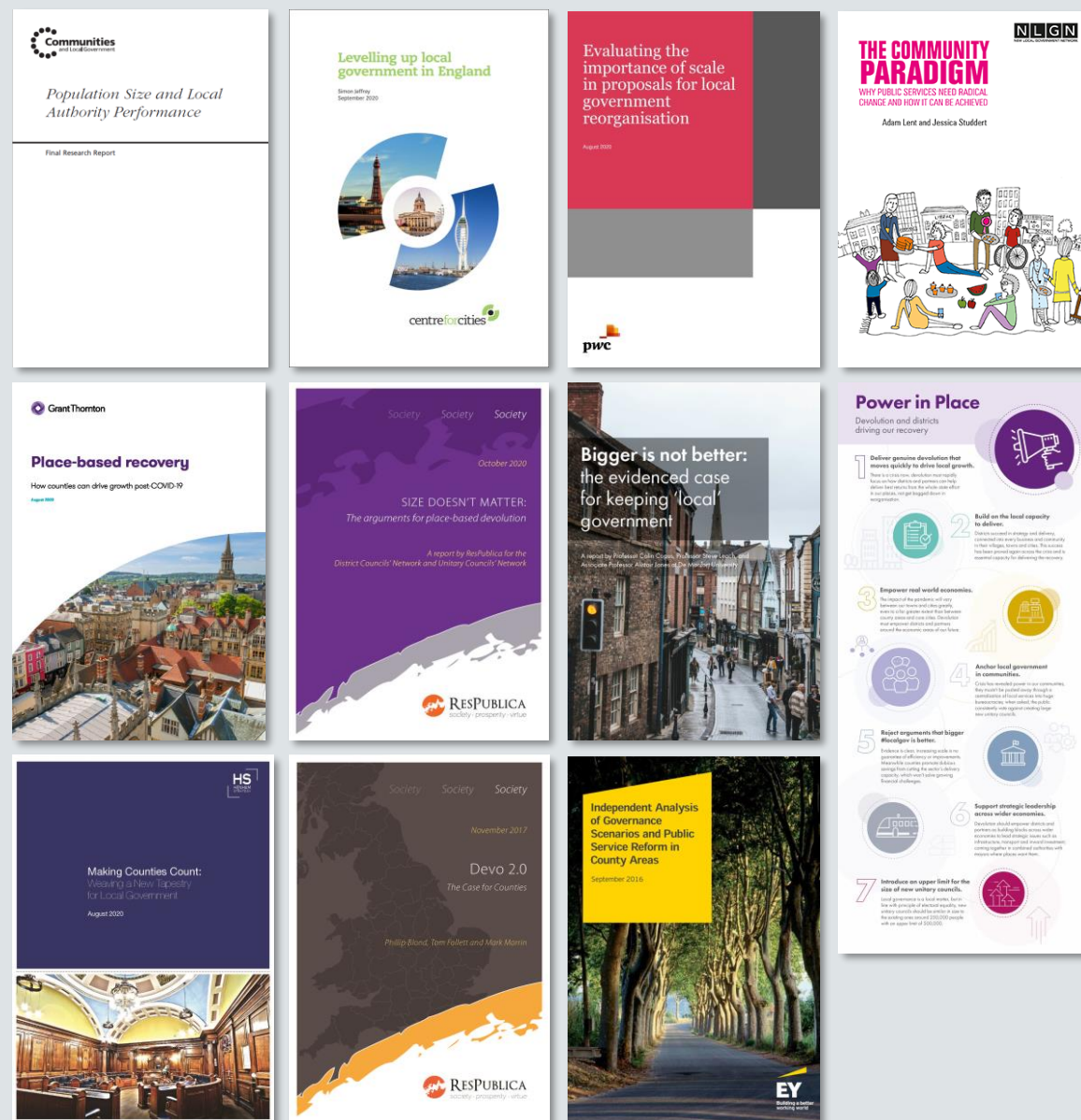
Arguments for unitary solutions are stronger in:

- reducing the need to co-ordinate between councils
- simpler arrangements for the public and partners

Our overall reflection is that the case for reform can not be simplified to an argument about size and scale – bigger is not better / lower cost for everything but neither are the current structures perfect.

**We have taken three key messages into our proposal that recognise:**

1. how places and councils operate is more important than administrative history or scale
2. the transition process is an opportunity to renew strategic leadership and embed a new culture, supporting reform by working with communities and partners
3. reorganisation is not the destination but a step in the journey - it can be a catalyst for opening up opportunities for bringing responsibilities and resources closer to the people they affect.





## 2.5 Benefits of our proposal for recovery, reform and reorganisation

Why this is better than the current structures and ways of working and any other proposals that could be considered

### Benefits of unitary local government

The current two tier arrangements are not working for all communities across Cumbria and the Bay area. A new model of unitary government in the form of a Bay Council and North Cumbria Council would bring a large number of benefits:

- Integration of complementary and connected services to focus around the resident and their needs to improve outcomes and reduce inequality
- Simplification of access for our residents, businesses and partners with improved local accountability
- Reduction of organisational complexity, simplified and automated processes and a focus on insight led decision making underpinned by clear accountabilities to realise increased efficiencies
- Deep local connections bringing power to our voice at a strategic level, with potential for greater devolution through a combined Authority to accelerate economic growth and prosperity across the region

### Organising around the geography of the Bay and North Cumbria

Organising the unitary across the geographies of the Bay area and North Cumbria also makes sense:

- **Credible geography** – both are functional economic areas - 96% of people live and work within the Bay, with distinctive natural, economic and cultural assets, and strong relationships with key local partners
- **Local identity** – the Bay is proud of it's unique assets and identity centred around the Bay, distinct from the rurality and sparsity of North Cumbria which looks north to the Borderlands
- **Principles of subsidiarity** – the sparsity of Cumbria necessitates local decision making on a smaller more local footprint, decisions being made close to their communities
- **Sufficient scale** – both have a population over 300,000, able to drive efficiencies whilst retaining the local connectivity to make a difference to their communities
- **Integrated services** – many services, including adults and children's, are already delivered on a district and locality footprint due to the un-manageable scale of the county, minimising disruption to frontline services and maximising opportunities to work more closely with partners such as health who are already organised on the Bay footprint

### The Bay unlocks the natural combinations across Cumbria

A Type C proposal was invited by MHCLG, which recognises existing county footprints should not be a constraining factor for logical decision making for future economic, social and environmental sustainability. Bringing Lancaster into the solution for the Cumbria footprint allows the Bay Council to unlock the natural combination of Allerdale, Carlisle, Copeland and Eden as North Cumbria Council. It is the optimal configuration for Cumbria to pass the government's tests, to work hand in hand with partners and communities and to understand and meet the distinct needs of our places and our people. Both Councils would be coterminous with their ICP, with North Cumbria ICS looking to the north east with patient flow to Newcastle. This provides opportunity for system wide change across the whole footprint aligned to health partners including the North West Ambulance Service operational delivery.

Lancashire has a range of viable options available should Lancaster be part of the Bay Council both now and in response to any central government request.

### At the heart of the ecosystem to drive change

The Bay Council will be at the heart of a wider ecosystem for driving public sector reform across the Bay and beyond. Our solution goes beyond reorganisation, with multiple benefits arising from an outward-looking system-wide solution.

Current structures and configurations add complexity to the system, holding us back from realising the full potential of our businesses, communities and natural assets. As a unitary authority we have an important part to play in setting the local agenda, working closely with our partners in health, fire and rescue, policing, town and parish councils, businesses and residents. It is only by stepping up and playing our part in the system that we will deliver and facilitate the change that is needed to release our communities to fulfil their potential.

There are no doubt strengths in our ways of working, exemplary practice and a sense of pride in our communities. But this is in spite of, and not because of existing structures and approaches. We can and must do better. Covid is exacerbating inequalities and financial pressures and change is needed.

It is time for a fresh start to take a once in a generation opportunity to make the right decision for a step change in tackling local priorities and accelerating delivery on the national agenda.



## 2.6 The local challenges we face

Reorganisation must work in combination with reform and recovery to support our local priorities

### Aligned around our reform agenda

The Bay authorities have a long history of collaboration. The Lancaster and South Cumbria joint committee is the next stage of their joint work on the economic regional partnership. The Committee promotes the economic, social and environmental wellbeing of the Bay, driving growth in the shared agenda around the visitor economy, culture, energy, advanced manufacturing, digital technologies, life sciences, health innovation and higher education. There are four reform priorities that are formed around the local assets and challenges of the Bay:

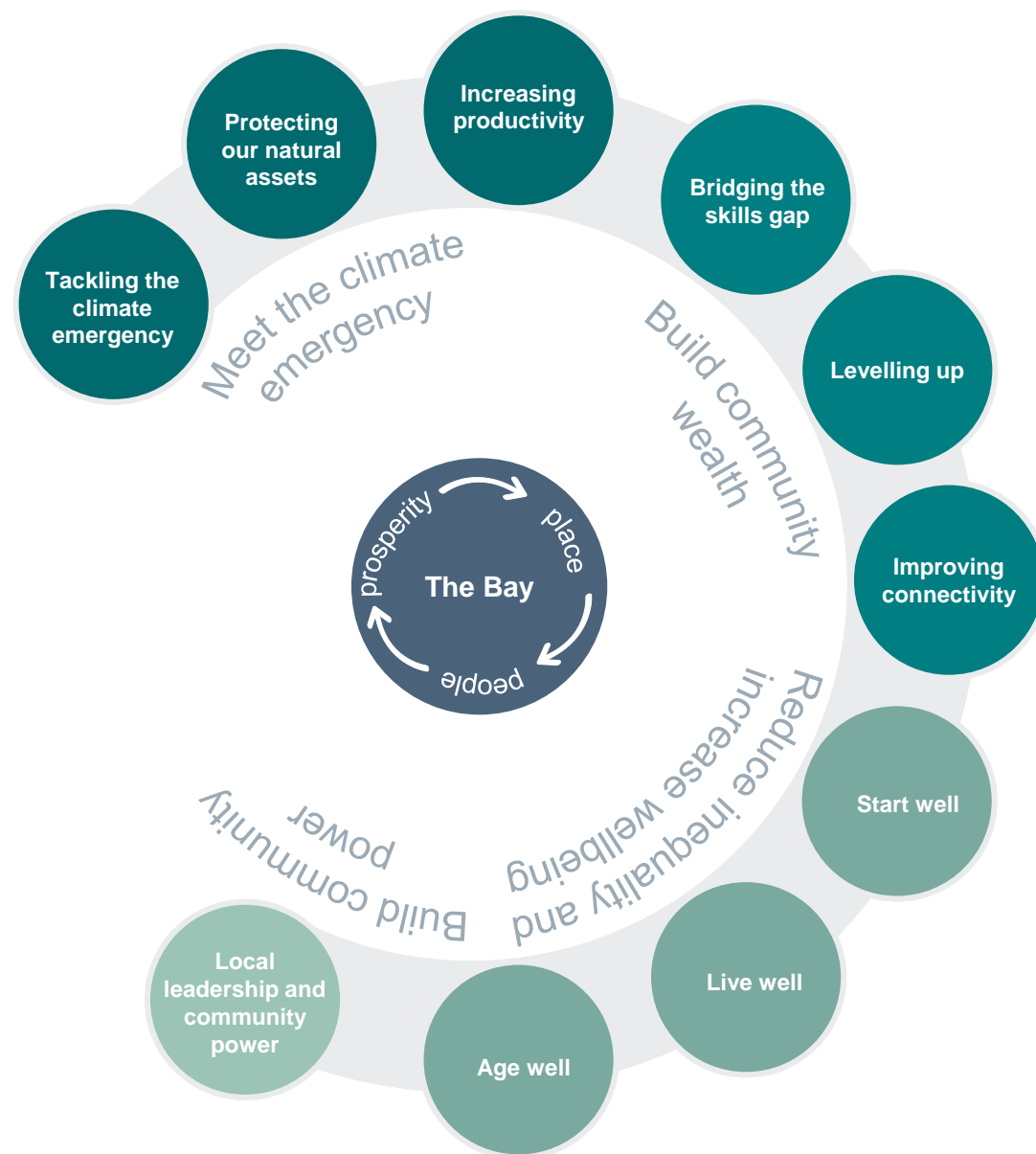
- **Reform priority 1:** community power and engagement
- **Reform priority 2:** community wealth building
- **Reform priority 3:** well-being
- **Reform priority 4:** climate emergency

Having built a consensus around these shared priorities we want to drive change and seize the opportunity, in the right way, to use reorganisation as a catalyst for supporting reform and recovery in the Bay area. Continuing with existing arrangements or entering into different arrangements where the area covered by the three districts is not formally brought together as one, and indeed could be separated three ways, risks disrupting and slowing down progress. We have the opportunity to deliver for the businesses and communities across the Bay area, and any other reorganisation limits our ability to unleash the full potential of our region for growth.

The Bay area is a great place to live with advantages for many. But for some there are challenges. We want to create council structures that work with our partners and with all of our communities to enhance prosperity, raise aspirations and improve life chances, whilst protecting and enhancing the environment.

### Our local challenges to address through reform and reorganisation

Building from this consensus there is real opportunity for reorganisation, reform and recovery to work in tandem in driving change. We have identified themes and issues which should be the focus of change here in the Bay. There are interconnected issues we want to tackle to strengthen the Bay. This is in addition to our joint work in promoting and supporting the whole of the North to prosper.





## 2.7 Responding to the drivers for change

The drivers for change align to our reform priorities, and levelling up, which are committed to in our existing joint working arrangements

### 1 Building community power and engagement

#### Representative local leadership

- Stronger leadership with local coherent and early involvement to ensure that our residents, local organisations and business are being listened to and for the council to bring in their expertise and insight in developing strategic plans and initiatives
- Improved local representation and engagement to improve outcomes for local people by working with communities to achieve local priorities
- Ensuring that all our Town and Parish Councils, and other forms of community governance, can contribute and support in a meaningful way, built on a common understanding of subsidiarity, flexibility and agility to influence and own local decisions
- Prioritise the strategic and equitable distribution of resources across the Bay area.

#### Empowering communities

- Creating the conditions and environment through asset based community development and community organising, building on our track record of nurturing social action
- Investing in local place based solutions and building capacity of residents to do more together, creating conditions for neighbourliness and social innovation. Building on lessons from Covid response and capitalising on local and national expertise available within the Bay area
- Recognising the talents and potential of our communities to create solutions with our support through co-production, design and development

### 2 Building community wealth

#### Build Community Wealth

- Greater procurement spend retained within The Bay, our neighbouring counties and within the wider Northern Powerhouse
- Improved labour market indicators such as a lower unemployment rate and claimant count
- Improvements in social mobility indicators such as the Social Mobility Commission index.
- Encourage and support community and social enterprise and micro business

#### Prosperity through Productivity

- Improve the quality of life of our residents by helping them to work smarter rather than harder
- Improve health and wellbeing for our residents by having a better working life balance. A healthier workforce as a positive economic driver to generate further improvements in productivity.

#### Community of Talent

- Being a catalyst driving a whole system long-term strategy and approach to skills and learning
- Offer an exciting and innovative range of education and training opportunities to residents
- See improved educational attainment across agreed groups for all form of education



## 2.7 Responding to the drivers for change

The drivers for change align to our reform priorities, and levelling up, which are committed to in our existing joint working arrangements

### 3 Reducing inequality and improving well-being

#### Start Well

- Increasing continuity of care for children and families
- Closing of the gap in outcomes for vulnerable children
- Financial sustainability for council services and investment in new approaches
- Anticipating, planning for and managing demand reducing inequalities based on protected characteristics and where people live.

#### Live Well

- Give every child the best start in life
- Enable all children, young people and adults to maximise their capabilities and have control over their lives
- Create fair employment and good work for all
- Healthy, happy homes, vibrant thriving safe neighbourhoods, places to live and breathe

#### Age Well

- Increasing continuity of care for adults
- Greater independence and wellbeing for older adults (living where they choose)
- Financial sustainability for council services and investment in new approaches
- Anticipating, planning for and managing demand reducing inequalities based on protected characteristics and where people live.

### 4 Tackling the climate emergency

#### Tackling the climate emergency

- The Bay will have the economic assets and appetite to capitalise in developing natural environmental and biodiverse resource. We will build a world class knowledge and expertise working with our universities and key industries to support the green industrial revolution
- A joined-up approach will put the Bay on the map in tackling the climate emergency with more critical mass and strategic investments
- Economic models that value the circular economy and sustainability to meet the needs of all within the limits of the planet
- The Bay will create a commercial model that will allow us to increase financial sustainability and support quality services, such as green transport.

#### Investing in a Greener & Sustainable Tourism

- The Bay to further develop its reputation as a sustainable visitor destination, extending the benefits of the Lake District brand and the potential of the Eden North Project

### 2.7.1 Responding to the drivers for change

Climate emergency - meeting the challenge needs to be a core function of a future authority



## Climate emergency

The Bay area authorities are united in their commitment to meet the climate emergency. We have been taking action in this area and want to see significant improvement in the translation of declarations of a climate emergency into delivery of local and national action plans.

Lancaster have supported Climate Emergency UK and are playing a key role in bringing together identified best practice and resources to help councils deliver on their commitments. South Lakeland was the first local authority in Cumbria to declare a climate emergency.

We want to be leading the move to net carbon zero helping develop the confidence, skills and understanding on how it can be achieved in the complex economic, social and political dynamic in which we operate.

Business as usual and action to tackle climate change is not enough. There is a growing urgency to meet the climate emergency which reorganisation could help accelerate by embedding the shared commitment of our councils in a new unitary authority.



The Bay area is well placed to extend its leadership in the sustainable and clean industries of the future, such as hydrogen and battery power, amplifying its existing strengths in one of the largest offshore wind farms in the world, with a council that creates the conditions for action.

The climate emergency has accelerated interest in how organisations can respond. A new unitary council created in this environment would give us the opportunity to maintain our leadership on the climate emergency do more good, not only less harm.

Cumbria Action for Sustainability (CAfS) is Cumbria's climate change organisation. Its vision is a zero carbon Cumbria, bringing about a better way of life in balance with the environment. Its mission is to empower and enable people, communities and businesses to live and work more sustainably by sharing its knowledge, practice, skills, networks and practical experience. It promotes low-carbon living, energy saving and reduced use of fossil fuels across Cumbria through its inspiring events, training courses and practical projects.

## 2.7.2 Responding to the drivers for change

Environment – protecting, managing and enhancing our natural assets which are fundamental to our identity

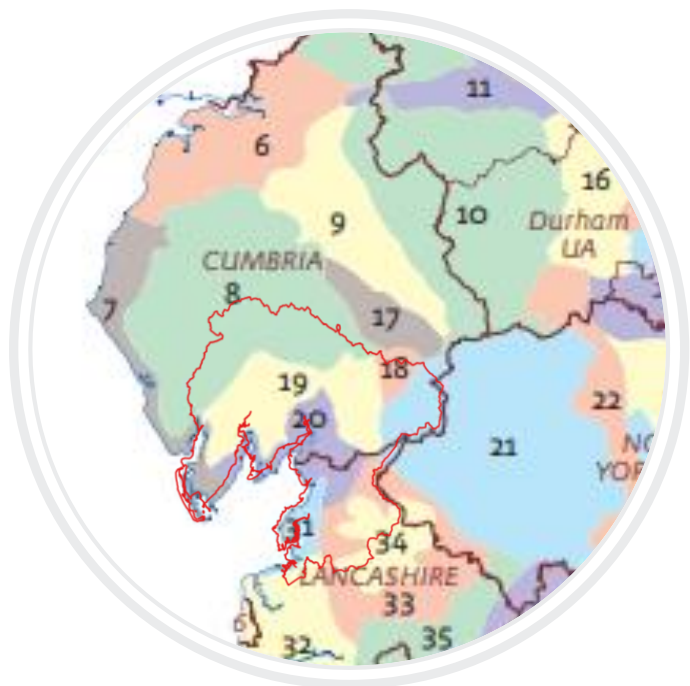


Figure 2.7.1 Natural England's National Character Areas in the Bay area

### Environment

The Bay area has a number of outstanding natural environments of national and global significance, including the Lake District National Park, Yorkshire Dales National Park, Arnside and Silverdale AONB and Forest of Bowland AONB, plus Morecambe Bay and estuary.

The unique landscapes that make up the Bay and their characteristics across city, coast and countryside are vital components of the value of the Bay.

We welcome the Prime Minister's Ten Point Plan to drive the UK's green ambitions including action to address bio-diversity loss and build on the 25 Year Environment Plan.

As local councils we are committed to taking actions that support and protect priority habitats and help people connect with nature. We are already actively involved in the management of these landscapes and recognise our natural capital needs to be nurtured and enhanced.

As a unitary authority we would have additional focus on supporting natural capital projects to become investment ready and to partner with government on public funding for nature protection, management and enhancement.

### Lake District National Park

The Lake District National Park will be 70 next year and was designed a UNESCO World Heritage Site in 2017. South Lakeland Council work closely with the Lake District National Park Authority, and nominate two of the ten local authority members of the 20-member authority, although representatives represent the authority not the council they come from.

### Arnside and Silverdale AONB

The Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) covers parts of South Lakeland and Lancaster districts. It is a nationally protected landscape afforded statutory protection and its primary purpose is to conserve and enhance the natural beauty of the area. Lancaster City and South Lakeland District councils work together on the development planning for the AONB to reflect the designation

### Yorkshire Dales National Park

The Yorkshire Dales National Park was established in 1954. Both Lancaster City and South Lakeland Councils work closely with the Yorkshire Dales National Park Authority, and nominate one member each of the 15 local authority members of the 20-member authority.

### Morecambe Bay Partnership

The Morecambe Bay Partnership registered charity, governed by a board of trustees and as an independent partnership seeking heritage, environmental and economic benefits across the Bay.



## 2.7.3 Responding to the drivers for change

Economy – the Bay is a special economic area with a coherent and credible plan to unlock potential



Figure 2.7.2 The Bay Prosperity and Resilience Strategy

### Economy

Our recent prosperity and resilience strategy highlighted how our area has a unique economic geography with a clear focus of activity around the coastal area running from Heysham in the south to Barrow-in-Furness in the west and Kendal in the north. We have industrial and commercial strengths, a platform for innovation, nationally significant infrastructure assets and a unique cultural and lifestyle offering.

Business and employment activities around the Bay, Kendal and the Lake District drive the economic activity of our wider functional economic area.

The Bay area is home to 13,000 businesses, with 18,000 jobs in advanced manufacturing and engineering, 25,000 in tourism and 4000+ in agriculture.

Our specialised sectors have ambitions to grow and we want to support them to expand locally and to attract talent to the area. The Bay is well placed to benefit from predicted 23% increase in international visitors by 2025 and 3% annual increase, but we want to be a sustainable and accessible tourism zone with the associated infrastructure and experiences.

However, we need to close the productivity gap with the rest of the UK, where productivity per average hours worked in a week is less than 30 hours a week in Cumbria and Lancashire against an UK average of 35 hours.

### Supporting prosperity and resilience

Our joint partnership wants to build momentum. We have scope to quicken the pace of our collaborative work and deliver economic benefits and to secure substantial public and private and sector investment.

As part of a large geography the Bay area can lose out if focus and priority is north and east. As Rob Johnston the Chief Executive of Cumbria Chamber Commerce has said about the Borderlands Growth Deal, *'Half the population of the Borderlands region live in Cumbria yet we're not getting anywhere near half the money. The Carlisle Station Gateway is the only major infrastructure project in the county to receive funding.'*

The Bay Prosperity and Resilience Strategy sets out our partnership commitment to work collaboratively, share assets and share opportunities to strengthen the economy in Cumbria and into Lancashire. The evidence based approach identifies eight themes for delivering better solutions that would be integral to the new authority including becoming a UK leader in renewables and clean growth.



## 2.7.4 Responding to the drivers for change

Skills – we need to skill up the current and future workforce to support prosperity and resilience



Figure 2.7.3 Eden Project North

### Skills

In the Bay area the most important sectors face a number of barriers in relation to expanding and attracting talent, with specific requirements for high level and technical skills.

The Bay area, much like the rest of Cumbria faces a serious skills shortage. Cumbria LEP (Local Enterprise Partnership) estimates that the county will need to fill over 80,000 jobs between 2016 and 2021. The bulk of these jobs will be as a result of replacement demand (for those retiring, leaving the county etc.) but significant demand will also result from major planned investments.

Over 40% of the jobs relating to replacement demand will be for people educated to Level 4 (equivalent to degree level) or above.

Employers regularly express concern that they struggle to recruit locally and point to low response rates to job vacancies. The business community is already worried about the county's ability to respond to the employment opportunities and the serious risk of skills shortages hampering growth. Cumbrian employers are also more likely than their national equivalents to highlight additional issues such as the difficulty of potential employees getting to work on public transport and a perceived lack of required attitudes, motivation and personality.

There are concerns about a declining workforce, low attainment and aspiration, skills shortages and the health and well-being of the workforce that we will address.

### Talent

The Bay is home to world-class universities and strong further education, but needs to develop and support the skills needed in future growth sectors across a more diverse range of industries.

As a Bay Council we can be more focused on the skills and talent requirements needed in the future and work closely with the Local Economic Partnerships to build on our strong foundations.

Barrow has 22.3% of those aged 16-64 with NVQ4 of equivalent qualification or higher (Jan to Dec 2019), Lancaster 35.6% and South Lakeland 42.3% compared to 32.5% in Cumbria, 36.1% in the North West and 40.3% in Great Britain.

We want to work with our further and higher education establishments, with business and with schools to create a community of talent who are well placed to drive the development of a green industrial revolution and to protect our natural environment.

One of the many features of The Eden Project, it has agreed a 25 year memorandum of understanding and partnership with Lancaster and Morecambe College and Lancaster University and launched the Eden Project Study Programme. This has evolved into the Morecambe Bay Curriculum formulated in collaboration with education partners around the whole of the Bay area to focus on the unique natural environment of Morecambe Bay. This will create research opportunities, new skills relevant to the area and be a key activity in supporting current and future workforce development to support the local industrial strategy.

## 2.7.5 Responding to the drivers for change

Levelling up – Deprivation and affluence are polarised, exacerbated by recent events, with an urgent need to level up within the Bay



Figure 2.7.4 Index of Multiple Deprivation, MHCLG

### Deprivation

The Bay area is a place of diversity with areas in both the most deprived and least deprived deciles across the range of domains.

Cumbria ranks 83<sup>rd</sup> out of 151 upper tier authorities and has become more deprived since 2015, with Barrow being the most deprived district (and in the top 10% nationally). Lancashire-12's index of multiple deprivation (IMD) ranking is 78/151 upper-tier local authorities but the most deprived of 26 two-tier county council areas.

Generally there are pockets of deprivation within the Bay area in close proximity to the least deprived areas. The pattern of deprivation is similar across all domains except for the living environment where access and affordability of housing means most of the Bay area is more deprived than average.

An example of the diversity is reflected in the 42% of residents in South Lakeland that live within postcodes classified as ACORN Category 1 (Affluent Achievers); this is 1.9 times higher than the national (Great Britain) proportion (22.7%). In contrast, just 13.1% of residents in Barrow-in-Furness live in postcodes classified as ACORN Category 1. Barrow has the lowest median income whilst South Lakeland has the highest in Cumbria.

Coastal towns, like Barrow and Morecambe, have had slower population and employment growth than the England and Wales average. Larger coastal towns tend to have higher deprivation levels in all domains except for barriers to housing and services and living environment, which is the base in the Bay area.

**“Cumbria is a place of contrasts, with some very wealthy areas sitting alongside places where levels of deprivation are comparable to some inner-city areas. This wealth gap is a significant factor in contributing to the large inequalities in health and wellbeing that we see across the county. We have a huge amount to do to tackle some of these deeply entrenched challenges, and all parts of our community have to work together if we’re going to have any chance of doing so.”**

Colin Cox, Director of Public Health, Cumbria County Council

**"Rural areas in Lancashire have poorer access to many health services, and those services which are seen as damaging to health are often concentrated in poorer areas.**

Professor Alex Singleton, Deputy Director of the Consumer Data Research Centre

The Brilliant Barrow Town Deal (£29.9m bid for seven key projects) recently received £750k in accelerated funding as one of the first towns to benefit from the Towns Fund, established to share prosperity across the country and level up. Testament to the ambition and vision of the local community and partners, this additional funding provides a significant opportunity within the Bay to address some of the challenges of those currently living in deprivation.



## 2.7.6 Responding to the drivers for change

Connectivity – improving on and off line access to services and opportunity



Figure 30 Average of minimum journey times to key services (minutes), by car, by cycle, and by public transport, 2016

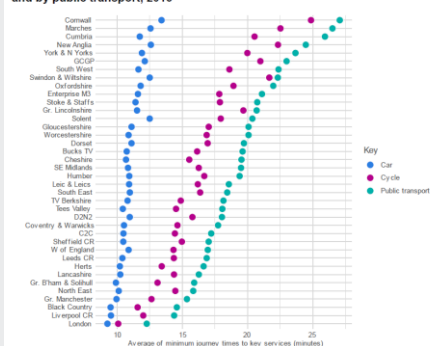


Figure 2.7.5 Average journey times to key services are high in Cumbria but less so in Lancashire

### Physical connectivity

Cumbria is the second most sparsely populated county in England - 70% of all the county's settlements have less than 200 residents - and getting access to even some very basic essential services can be extremely difficult. For many parts of Cumbria, the travel times to reach essential services are significantly greater than the average.

The issue of transport infrastructure as a key theme for a future Morecambe Bay geography, particularly focused on the need to improve the A590 link from Barrow to other parts of the region as well as down into Lancaster. The need to improve this road is a widespread concern amongst local businesses and residents. Similar concerns exist with the need for rail electrification between Lancaster and Barrow

It is estimated that in 2017 the UK ports industry directly contributed approximately £9.7 billion in GVA and 115,000 jobs. Within the Bay area we host two significant ports at Barrow and Heysham. The Port of Barrow plays a key role in serving the offshore energy industry in the north and is the site of BAE Systems' submarine design and manufacturing facility. 110,000 tonnes of cargo are handled by the Port of Barrow each year.

The Port of Heysham also has a wealth of experience working with offshore wind, gas and nuclear energy industries. Heysham Port is at the heart of the Irish Sea RoRo hub and caters for numerous daily sailings from providers like Seatruck, Stena Line and Isle of Man Steampacket. Both Port facilities, and the wider portfolio of industrial land that sits around them, have considerable growth potential. We have creative and imaginative plans improving connectivity on land, sea and on-line, creating the local infrastructure for future prosperity.

### Digital Connectivity

We know that strong digital connectivity will underpin our economy in the future, and is already so important for supporting the activities of our businesses and residents across the Bay. However, our area faces connectivity challenges due to the very rural location of some of our communities.

Whilst we boast brilliant local assets such as the community-run Broadband for Rural North (B4RN), a proportion of our residents still don't use the internet (16% in Lancaster, 12% in Barrow and 8% in South Lakeland).

Our ambition is to unlock the considerable socioeconomic opportunities that are currently constrained by poor access through the delivery of new and enhanced digital infrastructure. Creating a fully connected Bay area will be a key enabler for inclusive economic growth and improved productivity across the region, connecting businesses to growth opportunities and enhancing quality of life.

Inconsistent quality of digital connectivity across the region can reinforce social and economic isolation for our rural communities.

The 'Connecting Cumbria' initiative, funded by central Government, has achieved superfast connections but (secure) high-speed broadband and mobile phone coverage across Cumbria is still perceived as a risk to economic progress. Cumbria is in the bottom 5 counties for the level of internet usage amongst people aged 65 and over with almost 70% being offline at home.

## 2.7.7 Responding to the drivers for change

Start well – every child should have a good start in life and we can use reorganisation for a fresh start

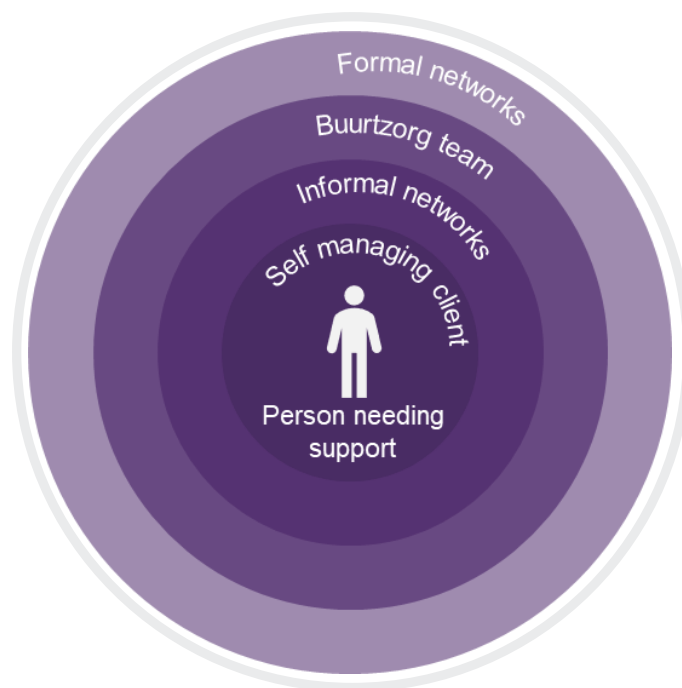


Figure 2.7.6 Buurtzorg Onion Model putting people needing support at the centre of a care system

### Start well

We want to ensure that children and young people have a good start in life. Too many children in the Bay area lack a safe or stable home but levels of child poverty are generally below the national average, although this totalled 18% in Barrow and there are high pockets elsewhere. All local authority services for children have significantly improved and overall effectiveness now requires improvement to be good. This is an achievement, as it follows three inspection ratings of inadequate. Services for children were inadequate for overall effectiveness in 2012 and 2013 because of weaknesses in safeguarding. In 2015, help and protection services had improved, but services for children looked after had declined and were inadequate. The local authority has now achieved a period of continuous development in all services.

There continues to be challenges in the capacity and stability of the workforce, exploration of children's identity needs, child homelessness and implementing actions from audit in a timely way. The latest SEND inspections by Ofsted and the Care Quality Commission resulted in determining a Written Statement of Action was needed in both Cumbria and Lancashire. For Cumbria this included an overall assessment of a lack of joint working between health, care and education and limited coproduction or joint commissioning. It also highlighted the inequities that exist in access to, and performance of, services between different geographical areas of Cumbria. Lancashire has made progress on significant weaknesses identified in their review two years ago including stronger partnership working but still needs to do more to understand the local area's needs.

However the number of Children Looked After in both Cumbria and Lancashire continues to increase from 632 to 683 for Cumbria over the period 2017 to 2019 and 1,842 to 2,116 for Lancashire for the same period.

The Cumbria Children's Trust operates District Delivery Groups (DDG's) to ensure key partners cooperate effectively on the ground to improve the well-being of children and young people and promote effective integrated working across agencies in Cumbria. This is coterminous with Barrow and South Lakeland. Whilst recognising the improvements that have been made in local services, creating a new unitary authority would be an opportunity to redesign a better future around children and families. Integrating responsibilities offers an opportunity to work more closely with children, families and practitioners to redesign the system, going broader than statutory social care services. There is a perceived risk of disaggregation which is in fact an opportunity for reform and improved integration with health and community partners. Getting this right will help to address the existing workforce, demand and financial pressures which potentially jeopardise the journey to Outstanding for these fundamental services to our local communities.



## 2.7.8 Responding to the drivers for change

Live well – creating homes and places that are affordable, attractive, inclusive and sustainable



Figure 2.7.7 Chatsworth Gardens, West End of Morecambe

### Ability to live well

The Bay area should be a quality place to live and work but we need to be able to build and provide the right types of homes and create places that attract and maintain a balanced community. Housing has a critical role in helping achieve our vision and priorities. A safe, secure and decent home has a significant positive impact on quality of life. It is anticipated that the area will need more housing in the future to accommodate even the relatively static population anticipated. This is mainly a reflection of the forecast growth in one person households.

Virtually all our employed residents work within the Bay area which has reasonably high levels of self-containment in housing markets. There are connections between us e.g. between Lancaster and South Lakeland. Barrow and South Lakeland for a Furness peninsula travel to work area.

Across city, coast and countryside there are distinct challenges and an under supply of social and affordable housing means we need to bring forward more homes in the right towns and places.

We can reinforce our Local Plan commitments to ensure a sufficient supply of good quality housing, increase the supply of affordable housing and require new homes are built to better space standards and can be adapted more easily to meet the changing needs of our diverse communities.

Addressing the shortage of affordable, decent and good quality homes is an opportunity to support:

- sustainability and targets for net carbon zero
- inclusive growth to develop the local economy
- health and well-being in our communities
- community power and influence over priorities

### Places where people can choose to live

As a stock holding authority, Lancaster's recently updated homes strategy for 2020-2025 sets out plans to utilise additional freedoms to enhance housing building and support an increase in nearly 3,000 homes delivered over the last five years.

Barrow also has its own housing stock, though there is a lack of choice in the current housing market to meet the needs of industry to attract the highly skilled workers it requires and meet the housing aspirations of many existing residents. The vision of the recently adopted local plan is to promote the Borough's greatest assets to attract and retain people and businesses in the area, such as its natural environment, its highly skilled workforce and its strong communities.

South Lakeland's most recent Strategic Housing Market Assessment indicated a slightly lower local housing need that previously but it remains an expensive place to live.

Becoming a unitary will strengthen the alignment of action across all three authorities to manage their housing market areas, prepare and attract funding and bring forward strategic developments together.

We have a clear opportunity to work together on accelerating housing delivery where it is needed and of the right type, advancing retro-fit to reduce emissions and strengthening the quality of place across our communities.

## 2.7.9 Responding to the drivers for change

Age well - Health & Adult Social Care are increasingly integrated with an opportunity to reform both systems



Figure 2.7.8 Morecambe Bay is one of the five areas of the South Cumbria and Lancashire Integrated Care System

### Ability to age well

We want to ensure that people stay healthier for longer and are able to remain in their home. 21% of Cumbria's population is over 65, which is higher than the national average and it will continue to increase. The proportion of older people is higher in the south of the county than elsewhere.

The growing population will add to the pressure for good quality social care and suitable housing solutions to meet the growing elderly population needs of the Bay communities.

The demographic situation is one of the most important challenges facing the area. With relatively little in-bound migration, a tendency for younger people to leave the area after education and a general drift of residents away from Barrow-in-Furness, the entire area is not forecast to grow significantly in population terms in the period 2014-2039 and almost all the growth will be in the age categories of 70+.

There are two Integrated Care System (ICS) footprints in Cumbria, with the integrated care community here mirroring the footprint of Barrow, Lancaster and South Lakelands. Although common overarching principles are being implemented, they are operationalised differently across the two ICS.

NHSE/I are now seeking to put ICSs on a statutory footing and increase the expectations of place based leadership, including local authority representation.

The Bay area would be coterminous with the NHS Morecambe Bay CCG as part of the Lancashire and South Cumbria ICS. This was created after NHS Cumbria CCG was rated requires improvement in 2016/17.

A recent review by CQC of the local system in Cumbria, recognised that although there is a single Health and Wellbeing strategy for Cumbria review acknowledges that the two systems are progressing at different paces and have different contexts and issues. There are separate management structures and operations, such as two A&E delivery boards with no links between them. Co-production in the south was more prevalent than in the north of the county, and the Bay would continue to adopt co-design as a core feature of their work across the system.

### Integration or disaggregation?

Disaggregation of adult social care services from the counties is an opportunity to integrate better with health. There are increasingly different systems developing within Cumbria which reflect the local context and operating models in those areas so this is an opportunity to plan for the future.

Disaggregation along the lines of the existing ICS footprints could accelerate the focus on integration in both areas. Any alternative approach would embed a need for one council to operate two systems, unless the progress in the development of the respective ICS areas was to be unwound.

Integration takes time because it involves the bringing together of issues like communications, technologies and data sharing to enable interoperability between organisations. Person centred integrated care also requires organisational relationships and trust and moves to pooling budgets and investment.



## 2.7.10 Responding to the drivers for change

Strengthening local leadership through unitary local government at the scale that works



Figure 2.7.9 Travel to work areas in the Bay area

### Ability to align strategic leadership

Local authority boundaries are subject to regular change. The Redcliffe-Maude Commission originally proposed a Furness & North Lancashire authority on the approximate boundaries of the Bay Council now proposed.

For the Bay area, reorganisation is an opportunity to enhance alignment of key public sector partners around a common geography and population. This would be particularly valuable in relation to alignment of local authority and local health services where integration and population health management is a policy priority and we already work together.

Police, Fire and Rescue and the LEPs are all based on county boundaries but we see no reason why arrangements could not be resolved to cover a different footprint. The Morecambe Bay Partnership is another example of our established co-operation on environmental and heritage issues.

Aligning administrative boundaries can be convenient but there are also strengths in considering functional economic market areas, travel to work areas and broad rental market areas. Many current 'county services' in Cumbria are in practice organised around operational areas within the county, where services to Barrow and South Lakeland are combined. A unitary solution offers the potential to align strategy with operational reality.

Operating at the right scale also provides opportunity to better co-design and lead through empowering our local communities, tapping into the talent and skills that will unlock the true potential of the Bay.

### Ability to retain strong representation

There are 338 councillors in Cumbria and a further 60 in Lancaster (plus c10 covering the Lancashire county services in this area). With 408 councillors across a 500,000 electorate the area is well represented at present.

A single county unitary for Cumbria at around 85 councillors in line with the Local Government Boundary Commission would represent approximately 4600 electors per councillor and a reduction of nearly 75% on current numbers. This would be the fifth highest ratio in the country, and unlike areas such as Birmingham, would be an area of dispersed rural populations.

The last national Census of Local Authority Councillors in England in 2018 suggested that councillors already spend 22 hours a week on council business, of which 8 hours was in meetings and 6 engaging with constituents, surgeries and enquiries and 4 hours working with community groups.

Retaining local leadership, with councillors knowing and being known in their area is at the very heart of the Bay's proposal. A move to unitary local government at the proposed scale will not address all of these issues but it will provide for greater clarity on accountability, enhance the ability to provide strategic local leadership and be better than if it was being created on a single county footprint.

Devolution is a further opportunity to address the ability of local government to make more decisions about the issues affecting their local area to strengthen local leadership around place shaping.

## 2.8 The outcomes we will achieve

Our future priority is to address these challenges as one

Our excellent close working relationship means we have clear reform priorities and a vision and plan to deliver the interventions needed to address the drivers for change. The ability to deliver on the outcomes our communities deserve would be enhanced by becoming a single unitary authority in the Bay. As learning organisations, North Cumbria and the Bay will share best practice and foster a supportive culture whereby success can be shared, including initial leadership shown from the Bay in forging those tight collaborative system-wide relationships to enable recovery, reform and devolution.

The impact will be:

- **improved life chances** – enabling people here to have the best chance in life and increasing aspirations and skills to drive better social, health and economic outcomes and reduced inequality.
- **connected communities** - improved service quality and access, supported by physical and digital infrastructure, that attract people to make the Bay their home.
- **thriving places to live** - welcoming, safe, healthy, happy neighbourhoods where people get to know each other, look out for each other and come together as strong communities.
- **sustainable and inclusive economic prosperity** – preservation of our natural assets and proactive action on meeting the climate emergency, making the Bay area a leader at the forefront of a green industrial revolution.
- **effective, diverse and inclusive** – working with all our wide range of communities (city, countryside and coastal) through creating structures and ways of working to better understand local needs and effect meaningful change on issues from co-design of service delivery to meeting the climate emergency.
- **improved quality and effectiveness of services** – through a shared vision and purpose, joined up strategic and delivery decision making, and through system wide collaboration instead of tackling challenges in silos, reducing failure demand, and designing with residents at the heart of all that we do.
- **realised efficiencies** - tackling demand through upstream preventative action reducing long term cost across the system, enabling more efficient local delivery.
- **active, engaged and connected** – reinvigorated local democratic and participative structures that inspire people to have a voice, allow communities to better influence and participate in local decision making, and revived role of our anchor institutions

This proposal will use reorganisation to create a resilient and prosperous Bay Council and North Cumbria Council.

## Our future priorities

As The Bay unitary authority, there is an opportunity to address these challenges together, aligning our priorities. Any unitary arrangement not based on The Bay will be a retrograde step in delivering local government.

Unitary council arrangements are a step forwards to strengthening local government in The Bay. It will prepare us for next step - devolving resources and responsibilities to enable growth.



### Environment

- Climate emergency
- Transition to a green economy
- Conserving natural assets



### Skills

- Declining workforce
- Low attainment and aspiration
- Skills shortages



### Productivity

- Income inequality
- Retaining resources locally
- Sustaining future jobs



### Connectivity

- Poor digital connectivity
- Physical connectivity east to west
- Local transport systems



### Places and houses

- Housing affordability and suitability
- Housing viability
- Left behind towns



### Health and wellbeing

- Growing dependency and long term conditions
- Health inequalities
- Inactive lifestyles



### Recovery

Maintaining and improving quality of life through recovery





## Alternative approaches

**This section explains the choices for developing a unitary local authority to cover the Bay area and the opportunity this offers for a North Cumbria unitary.**





## 3.1 Identifying alternatives

A limited range of options are available for Cumbria unitary local government but the Bay Council is a credible choice

Within Cumbria we can either maintain the business as usual position or, assuming the aggregate population criteria is a hard rule, recognise that a unitary county solution is the only option within the boundaries of Cumbria that meets the tests. But Type C proposals have been invited, including from the Bay, which allows for relevant adjoining areas to be part of the proposal. The proposed Bay Council meets all the tests and makes a 'North Cumbria' solution to a county unitary possible.

LONG LIST	Potential to improve local government		Potential for good deal of local support		Credible geography		SHORT LIST
Business as Usual	No change		No need to test		Existing arrangements		Alternative 1: Business as usual
County unitary	One new large unitary with associated benefits (as set out by Cumbria County Council)		Not supported in our assessment or stakeholder engagement		Aligned to recommended aggregate populations of between 300,000 – 600,000, but little evidence that it can meet needs of diverse local communities as Cumbria is large and sparsely populated		Alternative 2: Cumbria County Unitary
South Cumbria (Copeland, South Lakeland, Barrow) and North Cumbria	Two unitaries within Cumbria with associated benefits		Not supported by local representatives		Falls outside of the aggregate population requirement of 300,000-600,000, with unitaries of 240,000-260,000		DISCOUNTED due to not meeting the criteria
East Cumbria (Eden, South Lakeland, Barrow) and West Cumbria	Two unitaries within Cumbria with associated benefits		Not supported by local representatives		Falls outside of the aggregate population requirement of 300,000-600,000, with unitaries of 225,000-275,000		DISCOUNTED due to not meeting the criteria
The Bay Council and North Cumbria	Two unitaries - one in the Cumbria footprint and one including Lancaster, with associated benefits		83% support for the Bay Council over a county unitary through our survey		Aligned to recommended aggregate populations of between 300,000 – 600,000, with 320,000 (the Bay) and 328,000 (North Cumbria)		Proposed approach: Bay Council and North Cumbria



## 3.2 Summary of shortlisted alternatives

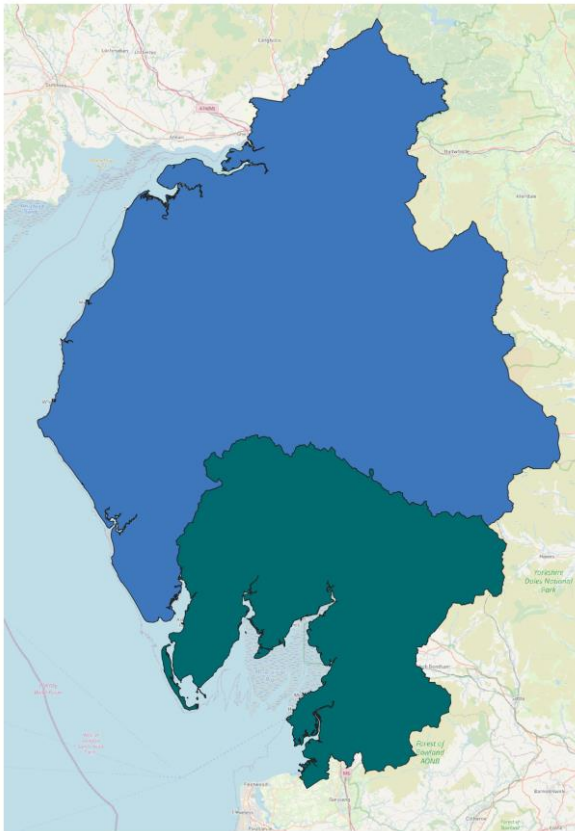
Three potential alternatives are viable in response to the terms set out in the Secretary of State's guidance

To best address our local challenges and strengthen local government in Cumbria, we have considered the three potential alternatives for reorganisation. We have only selected those that could be considered viable in response to the terms set out in the Secretary of State's guidance, including the status quo as required good practice set out in HMT guidance and the 'Five Case Model'.

### The Bay Council and North Cumbria

This would replace all seven councils with a Bay Council (Type C) and a North Cumbria Council (Type B), providing unitary local government for the area of Cumbria and Lancaster.

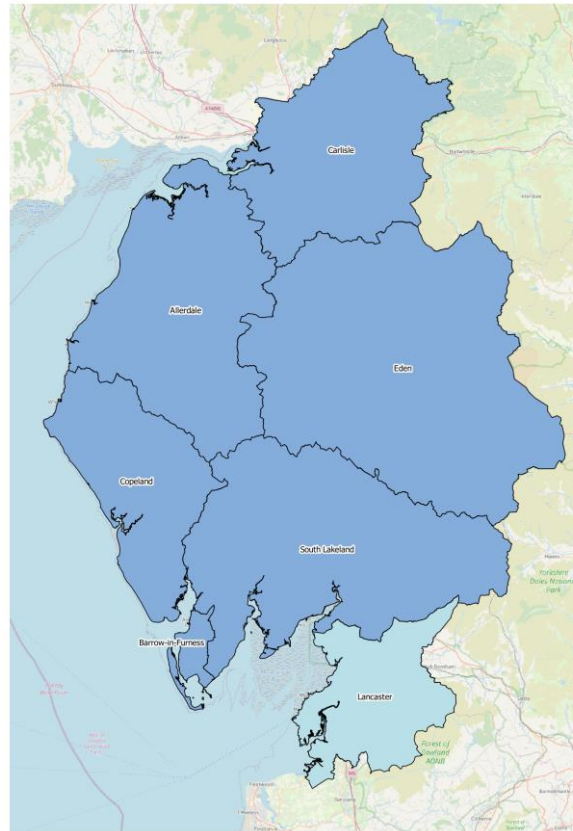
Co-operation in the Bay area would be embedded in the structure and purpose of local government.



### Alternative 1: Business as usual

This would maintain two-tier arrangements in Cumbria and the current seven councils. There would be no benefits or costs from unitary local government in the area.

The Bay authorities could continue developing their joint committee as the basis for co-operation.



### Alternative 2: Cumbria County Unitary

This would replace all seven councils with a single unitary local authority for the area of Cumbria.

There would be benefits and costs from unitary local government in the area. The future of the co-operation in the Bay area would be a decision for the new council.



## 3.3 Qualitative assessment of the alternatives

Our proposal and potential alternatives were tested against critical success factors to see if they meet our ambition

CSF	Purpose
<p><b>1</b></p> <p><b>Strategic case - Enables the Bay Council to deliver public service reform, improving the quality of public services</b></p> <p><i>(HMT: Strategic fit and business needs)</i></p>	<ul style="list-style-type: none"> <li>a. <b>Will strengthen local leadership:</b> enable collective and co-ordinated leadership, providing a platform for a modern culture and service excellence rooted in preventative and whole systems working removing silo cultures and working, that can get in the way of better community and economic outcomes</li> <li>b. <b>Will enable future devolution:</b> provide an effective platform for a strong regional agenda to harness local assets and drive productivity, generating economic and social opportunities from devolution which enable the Bay Council and North Cumbria to level up</li> <li>c. <b>Will promote effective service transformation:</b> effectively involve communities in designing and delivering services that are tailored to local needs, harnessing local strengths and assets</li> <li>d. <b>Will result in unitary local government:</b> deliver a less complex, more transparent, agile and accessible structure of local government, able to respond more quickly and take advantage of opportunities</li> <li>e. <b>Will improve democratic representation:</b> strengthen quality democratic representation to effect the change needed in the places they represent and build on meaningful local identities</li> <li>f. <b>Will improve accountability:</b> offer clear accountability (locally) for the delivery of outcomes required by the place</li> </ul>
<p><b>2</b></p> <p><b>Economic case</b></p> <p><i>(HMT: Value for money)</i></p>	<ul style="list-style-type: none"> <li>a. <b>Will improve value for the public sector:</b> tackle the causes of demand through a whole systems approach</li> <li>b. <b>Will be more efficient:</b> reduce the delivery cost of public services balancing flexibility and scalability for long term sustainability</li> <li>c. <b>Will be sustainable:</b> deliver long-term financial sustainability for local government in the Bay area and North Cumbria</li> </ul>
<p><b>3</b></p> <p><b>Investment attractiveness</b></p>	<ul style="list-style-type: none"> <li>• <b>Will leverage investment:</b> leverage additional investment in reform to deliver improved infrastructure, housing and economic prosperity, balancing scale with local knowledge that builds credibility</li> </ul>
<p><b>4</b></p> <p><b>Achievability / deliverability</b></p>	<ul style="list-style-type: none"> <li>• <b>Will be delivered:</b> implement transformation successfully, mitigating key strategic risks through effective and collaborative leadership</li> </ul>

The two remaining criteria to be assessed in line with Treasury guidance have been assessed as part of the financial case – assessing if the programme can be delivered within the identified budgets and repayable through savings, and that it deliver long-term financial sustainability for local government in the Bay and North Cumbria.

## 3.4 Qualitative assessment – strategic case

The strategic case considers the ability to deliver improved local government and services

Strategic case - Enables the Councils to deliver public service reform, improving the quality of public services	Business as usual	County unitary	Bay Council	North Cumbria
1.a Will strengthen local leadership	N			
1.b Will enable future devolution	N	N		
1.c Will promote effective service transformation	N			

Summary Rationale	
Business as usual	<ul style="list-style-type: none"> <li>a. There would be no change to current arrangements which are working although achievements in collaboration, such as our joint committee in the Bay area, are despite the current arrangements.</li> <li>b. There would be no change to current arrangements. It is unlikely there would be any devolution potential under the current policy framework with continued two tier arrangements.</li> <li>c. There would be no change under this approach other than is already planned by each council.</li> </ul>
County Unitary	<ul style="list-style-type: none"> <li>a. A single unitary would be a backwards step on local leadership going further in implementing an artificial arrangement that does not reflect local identity. It does simplify the ability to strengthen local leadership within the single organisation and with some county-wide services. But equally, it complicates existing arrangements that are developing around functional areas such as the Bay which may no longer be a priority. It also risks becoming inwardly focused on leadership of council services, especially in high spend, high risk areas such as adult social care with less focus on community power and involvement.</li> <li>b. There would be limited benefit over current arrangements for devolution and would be unable to create a combined authority under proposed arrangements. It would not be in line with current policy indications and partners to the north and east, such as Borderlands, could draw focus away from the Bay area which has its own distinct strengths and challenges.</li> <li>c. There would be potential for service transformation within council services but a risk of a top down standardised approach across Cumbria, focused on delivery of statutory services, and complexity in working with key partners such as health, and that is inflexible to local context and developed without user involvement.</li> </ul>
Bay Council	<ul style="list-style-type: none"> <li>a. A new council leadership focused on the Bay area would accelerate and enhance the excellent relationships already in place and simplify arrangements for co-operation by bringing all areas of the Bay under a unified leadership. It enables collective leadership at a scale that works with existing markets, identities and partners and supports the development of strong relationships across the system.</li> <li>b. The Bay Council would be well placed to work with arrangements in both Cumbria and Lancashire to make a coherent case for devolved responsibilities and resources and could enable a future Combined Authority and Mayoral model. It would also be committed to taking forward the existing Prosperity and Resilience Strategy ambitions.</li> <li>c. There is strong commitment and evidence between the Bay authorities to transform services in partnership with other organisations and co-producing solutions with communities.</li> <li>d. The Bay Council is the preferred solution that improves on business as usual which will improve connectivity, communication and synergies in both Cumbria and Lancashire.</li> </ul>
North Cumbria	<ul style="list-style-type: none"> <li>a. As above for the Bay area but at a much earlier stage of maturity, a unitary in the north could enable stronger leadership focused on their local priorities.</li> <li>b. As above for the Bay but with a targeted approach to specific requirements, building on the Borderlands foundations.</li> <li>c. Potential to develop new service approaches but not as developed as the Bay's existing joint work</li> <li>d. This alternative could limit connectivity with residents, businesses and organisations in targeting local needs to ensure local residents, business and organisations are being listened to.</li> </ul>

### Assessment Scale

	Fully meets
	Partially meets
N	Neutral
	Does not meet

*Distinct in nature so have assessed each on own merit*

## 3.4 Qualitative assessment – strategic case (continued)

The strategic case also considers the impact on representation

Strategic case - Enables the Bay Council to deliver public service reform, improving the quality of public services	Business as usual	County unitary	Bay Council	North Cumbria
1.d Will result in unitary local government	N/A			
1.e Will improve democratic representation	N		N	N
1.f Will improve accountability	N			

Summary Rationale	
Business as usual	<ul style="list-style-type: none"> <li>d. No change to current arrangements as it would retain two-tier working</li> <li>e. No change to current representative arrangements across the 398 councillors in Cumbria's councils</li> <li>f. No change to existing arrangements or accountabilities</li> </ul>
County Unitary	<ul style="list-style-type: none"> <li>d. Delivers unitary local government and associated benefits, with a simple narrative at the point of transition. However, it complicates delivery and accessibility for future service users and partners and may need revisiting or realignment in the future. This is in part because sparsity and scale work against the unitary benefits and hamper agility and accessibility opportunities for Cumbria based on its particular geography.</li> <li>e. A significant reduction in the number of representatives, where the Boundary Commission technical guidance on council size suggests between 30-85 councillors without additional evidence and concentration. Results in unacceptable increases in case load and travel times. Some counterweight by removing confusion over representative roles and responsibilities.</li> <li>f. Strengthens accountabilities for council services as part of a unitary but weakens the relationship to place based action and partnership working, both of which are increasingly important in a diverse area such as Cumbria with large variations between the north and south and key partners, such as health, who would not operate on the same footprint.</li> </ul>
Bay Council	<ul style="list-style-type: none"> <li>d. Delivers unitary local government and associated benefits, reflecting local identity and ways of working that reinforce the value and sustainability of the approach.</li> <li>e. A reduction in the number of representatives but double that of a county unitary balanced by removing confusion over representative roles and responsibilities. More contained geography and population reduces the impact of additional case load and travel times, and improves local democratic representation. Alignment with representatives roles in health bring greater coherence.</li> <li>f. Strengthens accountabilities for council services as part of a unitary and enhances relationships around place based and partnership working in the Bay. Allows for clear accountabilities and tailored solutions to the unique interwoven issues in the Bay.</li> </ul>
North Cumbria	<ul style="list-style-type: none"> <li>d. Potential to deliver unitary local government and associated benefits if wanted by the current authorities, with a simple narrative at the point of transition. Limited preparation and joint working on this footprint may make arrangements unstable if there is limited buy in to the approach.</li> <li>e. As for the Bay area but limited existing joint working may take a little longer to realise the desired outcomes, albeit there is strong representation across the local communities.</li> <li>f. Potential to be as for the Bay and provide a stimulus to place based relationship working.</li> </ul>

*Distinct in nature so have assessed each on own merit*

### Assessment Scale

	Fully meets
	Partially meets
N	Neutral
	Does not meet



## 3.4 Qualitative assessment – economic case

The economic case considers the alternatives ability to deliver public value

Economic case	Business as usual	County unitary	Bay Council	North Cumbria
2.a Will improve value for the public sector	N			
2.b Will be more efficient	N			
2.c Will be sustainable	N	N		

*Distinct in nature so have assessed each on own merit*

Summary Rationale	
Business as usual	<ul style="list-style-type: none"> <li>a. There is no change to current arrangements</li> <li>b. There are no additional efficiencies over and above those already planned</li> <li>c. Increasing challenges on viability due to demand increases and funding pressures particularly in county-led services and foregone potential benefits</li> </ul>
County Unitary	<ul style="list-style-type: none"> <li>a. Increased potential for improving value for the public sector from service redesign, but potential delay as phased after transition to a unitary</li> <li>b. Short term high potential for transitional efficiencies from standardising and simplifying processes and pathways across council services. But increased risk that complexity of scale and alignment to two different integrated care systems for example erodes benefits. Potential trade off from efficient 'standard' services requiring more expensive solutions later when compared to agile responsive approached tailored to community requirements.</li> <li>c. Increased risk of unsustainable benefits if locality work needs to be reintroduced and replicated within the diverse communities of Cumbria</li> </ul>
Bay Council	<ul style="list-style-type: none"> <li>a. High potential for bringing forward benefits and value for the public sector by aligning and supporting leadership across organisations with shared values and ambitions for the Bay</li> <li>b. Similar short term benefit realisation potential from unification over a planned transition and enhanced long term value through on bringing forward reform across services, including a focus on a single integrated care system</li> <li>c. Working within a coherent locality developing shared agendas and plans, pooling resources and budgets to deliver on places based shared priorities. Provides a platform at an appropriate scale for Cumbria and Lancaster for working upstream and focusing on preventative actions with long term significant value for the public sector.</li> </ul>
North Cumbria	<ul style="list-style-type: none"> <li>a. Potential for improving value as the new authority develops but currently less mature than the Bay</li> <li>b. As above</li> <li>c. As above</li> </ul>

### Assessment Scale

	Fully meets
	Partially meets
N	Neutral
	Does not meet

## 3.4 Qualitative assessment – investment attractiveness

The investment attractiveness considers the impact on supporting reform

Investment attractiveness	Business as usual	County unitary	Bay Council	North Cumbria	Summary Rationale	
3. Leverage additional investment in reform to deliver improved infrastructure, housing and economic prosperity, balancing scale with local knowledge that builds credibility	N				Business as usual	a. No change to current arrangements with continuation of our work through the joint committee across the Bay
					County Unitary	a. Enhances current arrangements and supports integrated teams and specialist expertise but limited potential through emerging structures such as Combined Authorities and devolution arrangements in the current policy context.
					Bay Council	a. Significantly enhances the current capability and capacity in the Bay area to deliver on the prosperity and resilience strategy, while also enhancing the wider regional potential to come together in the future on devolution discussions post publication of the White Paper.
					North Cumbria	a. Enhanced opportunity as part of the wider arrangements across the region.

*Distinct in nature so have assessed each on own merit*

### Assessment Scale

	Fully meets
	Partially meets
N	Neutral
	Does not meet

## 3.4 Qualitative assessment – achievability

The achievability considers potential to release benefits

Achievability	Business as usual	County unitary	Bay Council	North Cumbria	Summary Rationale	
5. Capability to implement transformation successfully, mitigating key strategic risks through effective and collaborative leadership	N	N			Business as usual	<ul style="list-style-type: none"> <li>i. Not applicable</li> <li>ii. No change to current arrangements</li> <li>iii. Not applicable</li> </ul>
Confidence in strategic risk mitigations being successful:					County Unitary	<ul style="list-style-type: none"> <li>i. Focus on transition and transformation before reform delays the benefits for residents and communities</li> <li>ii. Partner organisations not on a county footprint are marginalised and joint working arrangements are weakened if the focus is on the county</li> <li>iii. Sufficient capacity within the large organisation but which may become inward looking as it becomes one of the largest unitaries in the country across the second largest county geography with a sparse population</li> </ul>
i. Reorganisation does not divert the focus from reform and recovery					Bay Council	<ul style="list-style-type: none"> <li>i. Reorganisation integrated with recovery and reform planning from day one</li> <li>ii. Partner organisations already in support and engaging in joint working around the Bay area</li> <li>iii. Capacity, capability as well as ambition and aptitude to apply the reorganisation opportunity to wider ambitions for the Bay</li> </ul>
ii. Partner organisations are engaged in maximising benefits					North Cumbria	<ul style="list-style-type: none"> <li>i. Less mature but to adopt an integrated approach as per the Bay</li> <li>ii. Less mature pan-public sector partnership working</li> <li>iii. Less mature but as above, ambitious to use this opportunity to drive the local agenda forwards</li> </ul>
iii. Organisations have the capacity and capability to deliver						

*Distinct in nature so have assessed each on own merit*

### Assessment Scale

	Fully meets
	Partially meets
N	Neutral
	Does not meet

## 3.4 Qualitative assessment conclusion

**The qualitative assessment of alternatives demonstrates that the Bay Council is the preferred and only choice for this area and would unlock the potential for North Cumbria.**

Our proposal for the Bay Council and North Cumbria Council:

- respects the local geography, meets the population criteria and is sympathetic to the diverse and sparsely populated communities that make up the Bay area and the north of Cumbria
- strengthens local leadership, reflecting and responding to our local identities to represent our communities on the strategic agenda
- unlocks future devolution opportunities, capitalises on our natural assets, delivering sustainable recovery and reform, reducing inequalities and investing for growth
- enhances and simplifies our current partnership working, make it easier for our residents to interact with us, and improve outcomes for our communities, residents and businesses through integrated and whole systems working
- embraces new and modern ways of working, be agile, nimble, insight led and connected across our workforce and communities, releasing efficiencies and improving effectiveness to drive better outcomes

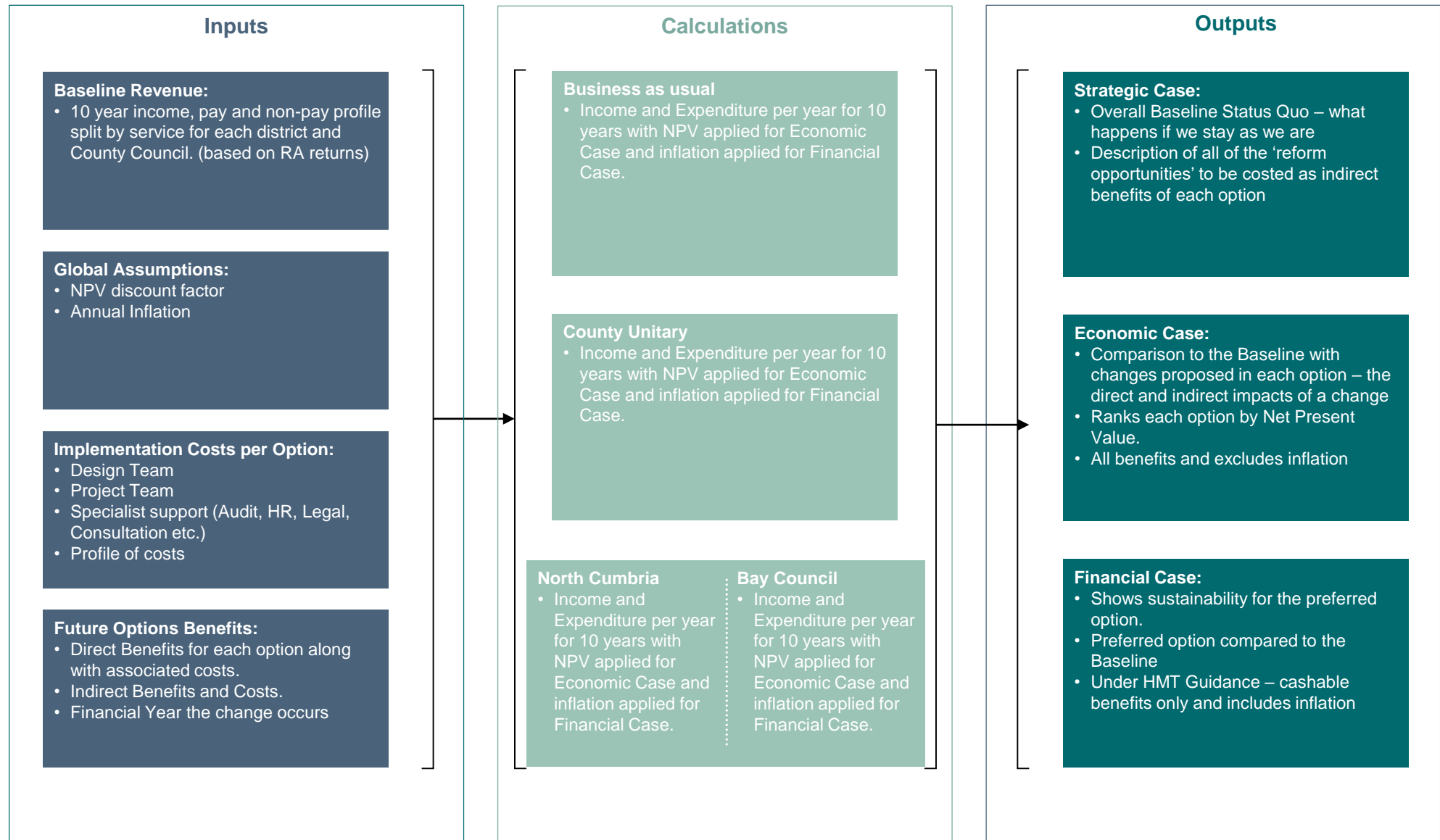
Our proposal builds on existing strengths and commitments and will accelerate the realisation of benefits in a way that is not replicable in a county unitary or could be delivered within the existing two tier arrangements. A Cumbria wide unitary would be unacceptable and a step backwards in our ability to deliver for our communities and businesses.

Critical success factor	Business as usual	Cumbria unitary	The Bay Council	North Cumbria
<b>Improving public services</b>				
1.a Will strengthen local leadership	N			
1.b Will enable future devolution	N	N		
1.c Will promote effective service transformation	N			
1.d Will result in unitary local government	N/A			
1.e Will improve democratic representation	N		N	N
1.f Will improve accountability	N			
<b>Value for money</b>				
2.a Will improve value for the public sector	N			
2.b Will be more efficient	N			
2.c Will be sustainable	N	N		
<b>Investment attractiveness</b>				
3. Leverage additional investment in reform to deliver improved infrastructure, housing and economic prosperity, balancing scale with local knowledge that builds credibility	N			
<b>Deliverability</b>				
4. Capability to implement transformation successfully, mitigating key strategic risks through effective and collaborative leadership	N	N		
FULLY MEETS				
PARTIALLY MEETS				
NEUTRAL		N		
DOES NOT MEET				
<b>CONCLUSION: The Bay Council is the preferred solution alongside North Cumbria – and the only unitary solution that improves on business as usual.</b>				



## 3.5 Quantitative assessment of the alternatives

A quantitative assessment considered the economic case for change



## 3.5 Quantitative appraisal

The quantitative assessment has been developed on the basis of available information to provide an initial assessment of potential returns, demonstrating that change is affordable and can work with recovery and reform to deliver value

Local government faces significant financial challenges, amplified by the pandemic but inherent in the system before the crisis hit. The financial forecasts for local government show a growing funding gap and there will be an on-going need to continue to find more efficient and effective ways of delivering public service outcomes.

The assessment of options needs to consider the ability to support local government in Cumbria to get onto a financially sustainable path; one that provides an effective platform for improving services and driving economic prosperity. Achieving sustainability requires finding more efficient ways to operate – reducing replication in, and modernising enabling services for example. But just as importantly, it requires service reform that can start to reduce failure demand for complex services over the longer term. Without this second strand of work, any savings will only postpone a financial crisis.

While the structure and culture of local government alone can't deliver service reform, it is a critical enabler to the success of those efforts. As a result, in evaluating the economic impact of each of the shortlisted options, we have considered three categories of costs and benefits:

1. **One-off implementation costs** associated with the transition to a new structure. this excludes one-off implementation costs associated with each direct / indirect opportunity area.
2. **Direct costs and benefits** which flow directly from structural change presented in each option. These are recurrent, based on changes to leadership and management, operational efficiencies from enabling services, increased buying power and governance and democratic services
3. **Indirect costs and benefits** that arise from key areas of service reform – in this case we have explored the potential in Adults and Children's social care due to the reform agenda and proposed interventions we will make in the Bay with our health partners and communities.

In line with HMT guidance, a net present value (NPV) has been used for each option. We have calculated this for five years, and for 10 years.

Only financial benefits and costs that impact the councils in scope have been included in the NPV calculation – we have not attempted to model the significant wider economic value of interventions at this stage. The NPV must therefore be viewed alongside the non-financial benefits of a change in governance.

In terms of reform around localism and levelling up, reforms have incorporated minimal costs at this stage, and benefits are included qualitatively/ quantitatively in the wider Economic Case. We have modelled costs and benefits of reform in social care – thorough analysing the key planks of a reform agenda for these services. It should be noted that all individual opportunity areas are subject to more detailed analysis in individual business cases.

This quantitative analysis draws on PA Consulting analysis, publicly available data for local councils, financial data and assumptions, previous publicly available work and analysis by Pixel for the CCN, as well as a wide range of published evidence on funding and financing public services.

Our analysis has been predominantly focused on the combined revenue general fund budgets using available Revenue Account information for 2019/20 to assess costs and benefits that could be achieved by re-organisation and reform.

Consideration will need to be given to the overall balance sheet including factors such as reserves, business rates retention, council tax harmonisation, pay harmonisation, pensions, redundancies and potential receipts from property portfolio rationalisation, which benefits are cashable and non-cashable, as well as the impact on individual councils. These will be explored in the next detailed phase as we prepare for implementation and are able to work alongside our local authority partners with up to date financial and performance information.

At this stage of the process, a number of assumptions are necessary and there is significant uncertainty due to the impact of Covid-19 and the future funding settlement for local government.

## 3.5 Quantitative appraisal – cost and benefit per capita

The Bay, alongside North Cumbria, is comparable to a county reorganisation and more achievable than Scenario C proposed by Cumbria County Council which has a high risk of non-delivery

Costs and benefits in this table are shown on a per head of population basis to aid comparison across different scales	The Bay <sup>1</sup>	The Bay and North Cumbria <sup>2</sup>	Cumbria CC Scenario A	Cumbria CC Scenario C	The Bay	The Bay and North Cumbria	Cumbria CC Scenario A <sup>3</sup>	Cumbria CC Scenario C <sup>3</sup>
Investment period	5 year (£)				10 year (£)			
Cost to implement								
These are costs such as the programme team, support and advice, recruitment and redundancy, contingency and investment in better capabilities in areas like analytics								
Implementation costs per capita	(£39.70)	(£30.70)	(£32.04)	(£32.04)	(£39.70)	(£30.70)	(£32.04)	(£32.04)
Direct benefits								
These are the costs and benefits from organisational changes to the structure resulting from integration and alignment such as leadership, management, support services and assets								
Direct benefit per capita	£149.04	£154.68	£152.99	£198.39	£406.92	£424.78	£419.14	£545.60
Direct cost per capita	(£46.83)	(£41.99)	(£44.31)	(£44.31)	(£69.98)	(£61.95)	(£64.30)	(£64.30)
Indirect benefits								
These are the indirect costs and benefits to the cost of service provision as a result of doing things differently in the new option, such as adopting leading practices in social care and in working with communities								
Indirect benefits per capita	£62.23	£64.35	£54.57	£186.11	£173.40	£179.98	£138.57	£472.54
Indirect cost per capita	(£28.29)	(£23.42)	-	(£41.99)	(£38.09)	(£33.32)	-	(£41.99)
Net costs/benefits per capita	£96.44	£122.92	£131.21	£266.16	£432.55	£478.80	£461.37	£879.82
Net Present Value NPV	£79.57	£103.32	£111.65	£226.51	£340.00	£376.17	£362.71	£693.29

Notes:

<sup>1</sup> The Bay assumes no change in North Cumbria so is based on a proportionally smaller area.

<sup>2</sup> The Bay and North Cumbria assumes broadly equivalent approaches across both areas.

<sup>3</sup> Assumes benefits are from year three in all alternatives, not from year 1 as in the source scenario

## 3.5 Quantitative appraisal – overall cost and benefit

This view illustrates how the Bay and North Cumbria would deliver better benefits than a reorganisation resulting in a county unitary and is more achievable than the other scenarios proposed which risk unsustainable solutions being considered.

	The Bay <sup>1</sup>	The Bay and North Cumbria <sup>2</sup>	Cumbria CC Scenario A	Cumbria CC Scenario C	The Bay	The Bay and North Cumbria	Cumbria CC Scenario A <sup>3</sup>	Cumbria CC Scenario C <sup>3</sup>
Investment period	5 year (£m)				10 year (£m)			
<b>Cost to implement</b>								
These are costs such as the programme team, support and advice, recruitment and redundancy, contingency and investment in better capabilities in areas like analytics								
Total implementation costs	(12.7)	(19.9)	(16.0)	(16.0)	(12.7)	(19.9)	(16.0)	(16.0)
<b>Direct benefits</b>								
These are the costs and benefits from organisational changes to the structure resulting from integration and alignment such as leadership, management, support services and assets								
Total direct benefits	47.9	100.5	76.6	99.3	131.6	276.6	209.8	273.0
Total direct costs	(15.0)	(27.2)	(22.2)	(22.2)	(22.5)	(40.3)	(32.2)	(32.2)
<b>Indirect benefits</b>								
These are the indirect costs and benefits to the cost of service provision as a result of doing things differently in the new option, such as adopting leading practices in social care and in working with communities								
Total indirect benefits	20.0	41.8	27.3	93.2	56.1	117.2	69.3	236.5
Total indirect costs	(9.0)	(15.2)	-	(21.0)	(12.2)	(21.6)	-	(21.0)
<b>Net costs / benefits (£m)</b>	31.2	80.0	65.7	133.3	140.3	312.1	230.9	440.3
<b>Net Present Value NPV (£m)</b>	<b>25.3</b>	<b>66.7</b>	<b>55.8</b>	<b>113.2</b>	<b>108.2</b>	<b>243.0</b>	<b>181.3</b>	<b>346.5</b>

Notes:

<sup>1</sup> The Bay assumes no change in North Cumbria so is based on a proportionally smaller area.

<sup>2</sup> The Bay and North Cumbria assumes broadly equivalent approaches across both areas.

<sup>3</sup> Assumes benefits are from year three in all alternatives, not from year 1 as in the source scenario



## 3.5 Quantitative appraisal

Of the comparable alternatives, the Bay & North Cumbria outperforms Scenario A in the County proposal over the longer term, with all alternatives delivery a net benefit after year three, and is resilient to different sensitivity tests

### Alternatives

The four alternatives considered were:

1. The Bay Council only
2. The Bay Council and North Cumbria as another unitary with a similar approach
3. The Cumbria CC Scenario A model focused on reorganisation
4. The Cumbria CC Scenario C model which claims to be able to double any benefit of reorganisation.

Alternatives 2 and 3 are the most comparable areas and scope.

Option	5 Year NPV (£m)	Difference (£m)	10 year NPV (£m)	Year 1 21/22	Year 2 22/23	Year 3 23/24	Year 4 24/25	Year 5 25/26
				(£m)	(£m)	(£m)	(£m)	(£m)
The Bay	25.3	-41.4	108.2	(11.3)	(9.0)	14.2	14.1	17.3
The Bay and North Cumbria	66.7	-	243.0	(17.7)	(14.7)	31.3	31.0	36.8
Cumbria CC Scenario A	55.8	-10.9	181.3	(8.3)	(7.0)	22.4	22.0	26.7
Cumbria CC Scenario C	113.2	+46.9	346.5	(23.5)	(6.9)	47.3	46.2	50.2

### Sensitivities of the Bay Council

The Bay Council remains viable when tested for sensitivities against four scenarios are:

1. The Base Case
2. Reduced benefits – where only 50% of the benefits are achieved and all costs are incurred
3. Direct benefits only – where no indirect benefits are achieved and all costs are incurred
4. Expensive implementation – where implementation costs are 50% higher
5. Disaggregation impact – where staff costs increase by 4.2%

Scenario	5 Year Benefit Value (NPV £m)	Year 1 21/22 (£m)	Year 2 22/23 (£m)	Year 3 23/24 (£m)	Year 4 24/25 (£m)	Year 5 25/26 (£m)
1. Base case	25.32	(11.34)	(8.96)	14.23	14.11	17.27
2. Reduced benefit	4.31	(11.34)	(9.52)	4.39	4.42	7.74
3. Only direct benefit	14.31	(11.34)	(8.96)	10.51	10.44	13.66
4. Expensive implementation	19.29	(14.60)	(11.73)	14.23	14.11	17.27
5. Disaggregation impact	3.36	(11.34)	(8.96)	6.66	6.80	10.21

## 3.6 Summary of appraisal of alternatives

Both the quantitative and qualitative assessment of alternatives reinforce the case for the Bay Council for this area

### **The qualitative assessment of alternatives demonstrates that the Bay Council is the preferred and only choice for this area.**

It builds on existing strengths and commitments and will accelerate the realisation of benefits in a way that is not replicable in a county unitary. A Cumbria wide unitary would be unacceptable and a step backwards in our ability to deliver for the Bay Area.

### **The quantitative assessment of alternatives demonstrates that the Bay Council is also a sensible choice for this area delivering sustainable recurring benefits.**

It creates an affordable option for the Bay and enables alternative solutions across the remainder of Cumbria and, should the Secretary of State invite them, enables viable alternatives in Lancashire.

### **The Bay Council:**

- respects the local geography, meets the population criteria and is sympathetic to the diverse and sparsely populated communities that make up the Bay area and the north of Cumbria
- strengthens local leadership, reflecting and responding to our local identities to represent our communities on the strategic agenda
- unlocks future devolution opportunities, capitalises on our natural assets, delivering sustainable recovery and reform, reducing inequalities and investing for growth
- enhances and simplifies our current partnership working, make it easier for our residents to interact with us, and improve outcomes for our communities, residents and businesses through integrated and whole systems working
- embraces new and modern ways of working, be agile, nimble, insight led and connected across our workforce and communities, releasing efficiencies and improving effectiveness to drive better outcomes
- enables a more effective way of delivering public service outcomes in partnership with key stakeholders for a significant population of local communities and local people
- achieves a financially sustainable pathway for local government services by creating an effective platform for improving services and driving economic prosperity for the Bay area
- enhances the opportunity to reform public services to tackle and reduce demand for complex services over the medium to longer term through a whole system shift to prevention and a deeper and more constructive forged relationship between local service providers and their local communities
- delivers a greater level of annual benefits from year three than the Cumbria CC Scenario A option and therefore provides a sustainable financial opportunity than any other option.



## Delivering for the Bay

This section explains how our preferred choice for a unitary local authority to cover the Bay area would deliver for our communities, and how the north of Cumbria will operate as a close neighbour, connected but distinct to the Bay.



## 4.1 Delivering on the aspirations of our communities

**Councils around the Bay already work well together across organisational boundaries to deliver effective services. Becoming a unitary Bay Council is an opportunity to become even better placed as one authority. Thus pursuing shared opportunities and address common challenges together.**

This is a once in a generation opportunity to fundamentally and sustainably transform lives of our communities and businesses in the Bay. We are fully committed to transitioning from our current two-tier arrangements to a locally driven unitary authority that operates on the functional economic Bay area.

With significant and critical local support, we passionately believe a Bay unitary is crucial to our future and missing this opportunity would risk disrupting the shared work we are building to serve our residents and region.

The Bay area is the preferred and only realistic unitary option for Barrow, Lancaster and South Lakeland authorities, and is the only option that opens credible and sustainable opportunities for reform and reorganisation across the remaining geographies in the counties of Cumbria and Lancashire.

Our proposal emerges not from the invitation but a long-standing view of what is right for our local residents, communities and businesses. Becoming a unitary council will simplify and accelerate the momentum we already have in successfully working together across organisational boundaries, and complement both Cumbria and Lancashire. The Bay can broker wider sub-regional opportunities.

With a dedicated focus on the Bay area, we can unleash the power of our human and natural capital, reinforcing our integrated local economy and build on world class strengths in advanced manufacturing and our universities. We have real potential to become an engine room powering the Government's green industrial revolution.

Our closely-linked community means 96% of the workforce live as well as work in the area. As councils, we have excellent close working relationships, including through the Lancaster and South Cumbria joint committee. Our public sector partners recognise our geography – the Bay area would share the same footprint as the NHS who align under the Bay Health and Care Partnership. All authorities are in the same postal and broadcast area. Our relationships as councils and communities with a Bay identity are often stronger with each other than they are with the counties of which we are part.

An early decision will enable us to plan with greater certainty our opportunities for reform and recovery enhanced through re-organisation.

### The Bay offer

A new unitary Bay Council would be best placed to **deliver on the existing priorities** in our joint committee terms of reference to:

- meet the climate emergency and a need to develop a sustainable local economy
- build community wealth - sustainable local businesses & good local jobs
- reduce inequality & increase wellbeing
- build community power & engagement

It would also provide a **stronger foundation for delivering against additional national government and local priorities:**

- enhances prosperity through green productivity
- supports a community of talent to reduce skills shortages
- connects all communities to social, environmental and economic opportunity
- delivers person-centred and strengths-based care
- provides leadership on delivering net carbon zero
- creates and maintains happy, healthy, safe places where people choose to live and to fulfil their potential
- High quality affordable homes for local people and where the housing market is invigorating to attract new talents in the area

The Bay Council would be at the heart of an ecosystem for driving public service reform and productivity across the region. It is more than reorganisation. Crucially, it is not just about the unitary council itself, but about the connections to the wider ecosystem of local public services and improving how we all work together to achieve better outcomes. There are multiple benefits from the outward-looking system-wide solution we propose.

North Cumbria shares similar ambitions, a drive to succeed and to reform through reorganisation. Less established in working together to date, there will be an opportunity to share learnings from the Bay and to shape each unitary through design and transition into modern, inspiring and connected organisations.



## 4.1 A fresh start and a renewed imperative for reform and recovery

### A credible geography and established local identity

**The Bay is a well-known and recognised geography that attracts millions of visitors each year and is home to 320,000 people, the vast majority of whom both live and work in the area.**

The strong identity of the area is recognised across the public sector as a credible geography for service delivery. The Bay is the place-based building block for partnering and joining up services with the NHS and our Integrated Care System, which NHS England and NHS Improvement (NSHE/I) are seeking to place on a statutory footing.

Within the county of Cumbria, Barrow and South Lakeland are often considered as 'South Cumbria' for operational delivery in many County Council services. Fire and rescue services operate across the county but aim to work more closely with communities and can see no operational barrier to working in the Bay area. Cumbria Police recognise that the geography could work operationally, while Lancashire Police consider it preferable to consider Lancashire as a whole in any reorganisation. The Bay aligns to health and ambulance service strategies.

The aggregate population of the Bay Council is nearly 320,000, which meets the Secretary of State's guidance. The northern area of Cumbria would have an aggregate population of 328,000. A Lancashire-11 (without Lancaster) would have over 1 million residents, with a further c140,000 for Blackpool and 140,000 for Blackburn, to be considered for reorganisation at a later date.

Local authority	2019 population	Footprints	Population of proposed authorities
<b>Cumbria County Council</b>	<b>500,012</b>	North Cumbria	327,875
Allerdale	97,761		
Carlisle	108,679		
Copeland	68,183		
Eden	53,253		
Barrow	67,049	Bay Council	318,175
Lancaster	146,038		
South Lakeland	105,088		
<b>Lancashire*</b>	<b>1,219,799</b>	Lancashire-11	1,073,761

\*Future population for Lancashire-11 is without the population for Lancaster

### A renewed imperative for change is supported locally

**We have engaged with local stakeholders, taken opinion polls and consulted the public. We found strong support across the spectrum.**

The Police and Crime Commissioner for Cumbria has said that he is confident the Police Service could be delivered in either option being proposed but that the preference would be for two unitaries. He would also be open to assuming Fire and Rescue Authority responsibilities in the future and would support the development of a Mayoral model. Lancashire counterparts have flagged complexity and concern caused by not considering reorganisation across Lancashire. There will need to be more time and opportunity for discussion, both locally and nationally, about the implications of local government reorganisation on other authorities

The Lead Member and Chief Officer for the Cumbria Fire and Rescue Authority, which is hosted by the County Council, expressed initial concern that reorganisation would require a separation into two fire authorities. However, they saw no reason why it would not be possible to continue to deliver good services across the current footprint, including the Bay. The Chief Fire Officer in Lancashire, which is a stand alone authority, agreed it was deliverable although complicated.

The Bay Area Health Partnership would welcome a move to unitary local government on the Bay footprint as this would align with the health system and developing integrated care provision. This would simplify current efforts to better integrate health, care and well-being services and improve population health.

The Local Economic Partnership (LEP) in Cumbria have been positive about the Bay Council proposal and our prosperity and resilience plans. They would welcome the ability of unitary local government to support economic development. The Lancashire LEP would be happy to work with a new organisation and in new and better ways.

Town and Parish Councils, local associations and the voluntary and community sector all see potential for spreading and strengthening existing good practice engagement. They would welcome genuine engagement and participation in delivering together for the Bay which is embedded in our values and planned approach, including supporting communities to develop local representative bodies where they wish to. Public opinion, based on a representative sample of over 2700, overwhelmingly supported the Bay as the best solution in this area.

As we continue along the journey to develop the Bay Council we will continue to fully engage with, listen to and co-design the new ways of working together with our local partners and inter-governmental department representatives.

## 4.1 Adopting a progressive approach to sustain local government

**These principles will guide the decisions we make within the Bay Council and with the wider system to accelerate our reform agenda. We will design innovative, modern, accessible and outcomes focused organisations that will drive efficient and effective solutions designed with and for our residents and communities, and provide great learning opportunities and experiences for our workforce. Reorganisation is a catalyst for a renewed ambition for the Bay.**

Our approach will provide comparable direct financial benefits to a single unitary across Cumbria, as set out in section 5. But it's about much more than that. This is about a race to the future, not a race to the bottom. Our agenda is one of reform, supported by reorganisation. We passionately believe that how we deliver this once in a generation change is as important if not more so than what changes. Local government has been in the spotlight over the past year in a way that it never has before. This has shown others what we already knew about the commitment, inspiration and agility of our staff and our communities to come together around a shared purpose. We have a huge responsibility and welcome the opportunity to own it, to take accountability and to begin to work in a way that future proofs us and the Bay.

The Bay will be at the heart of an ecosystem for driving public service reform and productivity across the Bay and beyond Cumbria. There are multiple benefits from the outward-looking system-wide solution we propose. We will design for simplicity and easy access for residents, we will be insight led and resident centred, we will foster a culture of innovation to benefit from new technologies and new models for delivery, and we will co-design solutions around outcomes not services.

We want to lead the way not just in Cumbria, but for the rest of the UK to see what can be achieved when we adopt new ways of working with our local communities. We will build on core values of care and kindness, a commitment to good governance and democracy, and put a strengths based approach at the heart of our system.

### traditional world

### future world

Driven by process and formality	← relationships →	With people, communities, businesses and places
Reactive response – picking up the pieces	← demand →	Proactive and preventative, focus is on an effective response, we come to you and work together
Siloed and specialised	← service design →	Co-design and co-production, purposeful and based on the needs of individuals
Programme and fixing problems within	← method →	Strengths based building integrated solutions around people
Top down and disconnected from reality	← decision making →	Connected to individuals and communities informed by bottom up approaches
Do to people	← citizen and state →	Do with, supporting communities
Achieving organisational outcomes	← focus →	What matters to people –their strengths and hopes
Manage spend, reduce demand, reduce organisational risk	← purpose →	Empowered to change lives – proactively investing in the right things, outcome and not input driven
Short term budgets and monitoring lagging statistics	← measurement →	Measure what matters to people, long-term incentives to invest in prevention and improve through innovation

This section we present how we will address our four reform priorities. To explain this in more detail we have identified 10 interventions them stem from our drivers of change and create the change we need for the Bay.

### Representative local leadership

- ## Empowering communities

- Creating the conditions and environment through asset based community development and community organising, building on our track record of nurturing social action
- Investing in local place based solutions and building capacity of residents to do more together, creating conditions for neighbourliness and social innovation. Building on lessons from Covid response and capitalising on local and national expertise available within the Bay area
- Recognising the talents and potential of our communities to create solutions with our support through co-production, design and development

## Build Community Wealth

- Greater procurement spend retained within The Bay, our neighbouring counties and within the wider Northern Powerhouse
- Improved labour market indicators such as a lower unemployment rate and claimant count
- Improvements in social mobility indicators such as the Social Mobility Commission index
- Encourage and support community and social enterprise and micro business

## Prosperity through Productivity

- Improve the quality of life of our residents by helping them to work smarter rather than harder
- Improve health and wellbeing for our residents by having a better working life balance. A healthier workforce as a positive economic driver to generate further improvements in productivity.

## Community of Talent

- Being a catalyst driving a whole system long-term strategy and approach to skills and learning
- Offer an exciting and innovation range of education and training opportunities to residents
- See improved educational attainment across agree groups for all form of education.



## 4.1 How the Bay Council will address our four priorities (continued)

In this section we present how we will address our four reform priorities. To explain this in more detail we have identified 10 interventions them stem from our drivers of change and create the change we need for the Bay.

### 3 Reducing inequalities and improving well-being

#### Start Well

- Increasing continuity of care for children and families
- Closing of the gap in outcomes for vulnerable children
- Financial sustainability for council services and investment in new approaches
- Anticipating, planning for and managing demand reducing inequalities based on protected characteristics and where people live.

#### Live Well

- Give every child the best start in life
- Enable all children, young people and adults to maximise their capabilities and have control over their lives
- Create fair employment and good work for all
- Healthy, happy homes, vibrant thriving safe neighbourhoods, places to live and breathe.

#### Age Well

- Increasing continuity of care for adults
- Greater independence and wellbeing for older adults (living where they choose)
- Financial sustainability for council services and investment in new approaches
- Anticipating, planning for and managing demand reducing inequalities based on protected characteristics and where people live.

### 4 Tackling the climate emergency

#### Tackling the climate emergency

- The Bay will have the economic assets and appetite to capitalise in developing natural environmental and biodiverse resource. We will build a world class knowledge and expertise with our universities and key industries
- A joined approach will put the Bay on the map in tackling the climate emergency with more critical mass
- Economic model that meets the needs of all within the limits of the planet
- The Bay will create a commercial model that will allow us to increase financial sustainability and support quality services, such as green transport.

#### Investing in a Greener & Sustainable Tourism

- The Bay to further develop its reputation as a sustainable visitor destination, extending the benefits of the Lake District brand and the potential of the Eden North Project



# Community power – creating the conditions for a new social covenant

## Why it matters

Our public services today need reform, not just transformation, to reflect the complexity of society today and to become more preventative and more upstream in their focus. We continue to refine and improve services that were conceived in a different era, where the state provided services to those in need, and have looked to market forces to drive competition and efficiency.

Services have improved but to become more effective requires us to be more ingenious and continually adapting to change and opportunity. Transition to a unitary authority is an opportunity for the Bay to build on our strong foundations in asset based community development and organisation, and create new solutions to challenges we face today.

## What will be different

In doing so we can build on the green shoots of a new era of public services that is emerging, adding our own experience from working with social innovators like Hilary Cottam, and community anchor institutions, to:

- Empower communities – recognising we don't need to hold on to power and can shift decisions into communities and support growing confidence. There are numerous examples of this approach across the country and in particular in this region – home to the pioneers of co-operatives and mutual and with social enterprises and community businesses
- Resourcing communities – we are not talking about shifting responsibility without resources. We will invest in asset based community development and we will place control of resources with communities where appropriate. We can build on a long tradition of participatory budgeting and enhance take up of the powers under the Localism Act. We will work with health partners on this approach which aligns with their ambitions on social prescribing and development of community action and population health:
- Coproduction, design and delivery will be in our culture – We have developed a range of projects already where we work with communities to identify the issues, opportunities and solutions. We will continue to do so as a unitary and embed this approach in our operating practices and procedures. Not just in a few discreet pilots but as the way we work across the organisation.

We have a far greater opportunity to see a step change through this approach than if we remain as a two tier area or become more remote through a single county unitary. Embedding this way of working into our culture will begin to shift the dial and is a core feature of our reform agenda for the Bay Council.

## Local case study: People's Jury on climate change

In response to the climate emergency declared by Lancaster City Council in 2019, a People's Jury was formed to examine the response to the climate emergency so far and produce recommendations to guide the future work of the council and a range of other organisations across the district.

Exemplifying the power that can come from collective community voice, the 28 members, who were chosen to reflect the make-up of the district in relation to gender, age, ethnicity, disability, geography, attitude to climate change and deprivation, then developed their recommendations, which were formally launched at the end of November 2020. Crucially, they recognise that while local authorities need to accept and financially support the recommendations, real change will only come about by involving communities.



## What will be different

The agenda we are keen to pursue is already emerging and we have been involved in shaping future practices. As a unitary we will be able to do more and further enhance this agenda, becoming a pioneer for the new social covenant where the social responsibility we saw at the height of the pandemic becomes embedded in our way of life.

# Community power – strengthening relationships with all localities, nurturing the varied ambitions of town and parish councils and social action

## Why it matters

A focus on current local government tiers creates a perceived lack of accountability, transparency and a clear relationship between communities and local leadership which creates a barrier to making things happen and a loss of local identity. We care deeply about the lives of all our residents, and already have some great examples of empowering local communities. But it's not enough, it's not yet scaled and consistent, and we are held back by our existing structures.

**Town and Parish Councils** - we understand the importance of all elements of the local government system in shaping, contributing and influencing through a genuine engaging dialogue that makes a meaningful difference to the communities they serve. We have strong and active Town and Parish Councils, though in some localities such as Barrow, we don't currently have representation. We commit to working in non-parished areas to create, where there is support, new councils and/or organisations to ensure local voices and representation are valued in an impactful way. We will ensure that all our Town and Parish Councils can contribute, support and are supported, built on a common understanding of subsidiarity, flexibility and agility. Whether it is Town and Parish Councils or other community governance arrangements, it is about empowering our communities from the bottom up and recognising we have a duty to make this work effectively.

We are inspired by places across the county where parish councils have stepped beyond their traditional role. The National Association of Local Councils 'Points of Light' publication shows the contribution they are making in areas as diverse as arts and culture, canals and rivers, community safety, economic development, flood management, health and wellbeing, sports and leisure, and transport on demand. Many of these schemes harness the contribution of local people to make their places better, and in some areas this activity is even having an impact on services that are usually provided by the County and the NHS.

**Adopting a locality approach** - we want to enable more of this activity. We will operate as a unitary around localities, with integrated services and locally based teams, as well as locally based decision making. Many of the key services provided to our communities are already delivered on a locality based model, such as adult social care and children's services. We now have an opportunity to join up these core statutory services with the other services, solutions and partners who together can make a sustainable impact on outcomes for our children, families and adults.

We have a far greater opportunity to see a step change through this approach than if we remain as a two tier area or become more remote through a single county unitary. Embedding this way of working into our culture will begin to shift the dial and is a core feature of our reform agenda for the Bay Council.

## Local case study: Locality working in South Lakeland

We have moved decision making closer to the customer, resolving customer requests as soon and as straightforwardly as possible. We work through 'Case Management' in which a member of staff takes responsibility for managing a service request from beginning to end, drawing in the necessary information, knowledge and expertise to provide a resolution for the customer. We achieve the same outcomes by working 'on the patch' with communities, with Ward Councillors, resolving local neighbourhood issues, doing what needs to be done face to face and enabling local communities to address their aspirations for improving their locality.

This locality based working has led to a new approach from our staff, being more flexible, with a confidence to address a wider range of issues, supported by their training, by access to information and advice within the organisation, by working in an agile way. It also supports our Ward Councillors with better access to the knowledge and resources of the Council, through our locality staff and through their access to information about localities.

Locality workers are one of our new roles, alongside our other roles of Customer Services, Case Management, and Specialists. Together – one team – Empowering and inspiring our communities to thrive.

## What will be different

As a reaction to austerity, we have seen the drawbridge pulled up and administration become separated from the people it serves, undermining the work that prevents demand for services. We want to create a localism approach that provides people with flexibility to participate at the level and in the way they choose, to create a framework of support that inspires participation but doesn't require it. We want to make it easier for a positive choice to be made, and want the approach to work with the grain of existing neighbourhoods and identities, rather than impose a new area structure that no one locally will recognise.

# Empowering our localities and role modelling the right behaviours to see our communities thrive and prosper

**Community action** - we will adopt a flexible delivery model framed by some common principles that align to the CALC objectives and both encourage and support community participation, in whatever shape or form is right for that locality and the problem / opportunity being addressed. We will build on the objectives of community representatives to enable our parish councils and other community organisations across the Bay area:

- To protect, represent and promote the interests of local communities
- To promote good community governance in the performance of their duties
- To promote interest and wider participation
- To promote the economic, social and environment well-being of all communities through the activities in our localities.

As Barrow already commits to now, we will work with non-parished areas to create new town or parish councils, or other local community representations.

**Adopting a locality approach** - there is growing evidence of the effectiveness of Community Networks and Co-ordinators and Locality Agreements along with Area Boards to improve local democratic accountability, and the social, economic and environmental returns that can be made through double devolution. Using these tools and encouraging the associated ethos can realise solutions in a more agile and impactful way.

Engagement with stakeholders showed overwhelming support for more local accountability and frustration with the complexity of the current system and limited funding or powers devolved from the two tiers of local government. From our experience over the past few months, along with many others, we believe that many people who would be willing to play a far more active part do not do so because resources are centralised, access is complex, and decision-making feels so remote.

## How we will deliver by adopting a locality approach

We plan to invest in Community Networks with Locality Coordinators that operate around a sensible size and shape of locality. We will create a Locality Agreements framework that provides a consistent process for facilitating tailored, place-led solutions that bring together local partners to address local priorities within each area, built on the following principles:-

- A Locality Agreement would be an arrangement between the unitary and the locality as equal partners confirming their vision and ambition and what each party agrees to do to achieve this. It would specify powers and responsibilities to be devolved in return for agreements about outcomes to be achieved

- It is the intention that the town and parish councils will be at the heart of coordinating local partners to developing these agreements, though that may vary for each locality dependent on the strength of the different groups in that area. Each Community Network (led by the town and parish council or another community based group) would be invited, in an open-ended call, to work with the unitary in developing their proposals
- Depending on the agreement's focus, the Community Network would need to demonstrate the involvement and engagement of other local partners and institutions, such as schools, businesses and voluntary and community sector organisations, in shaping the proposals to achieve a whole systems view
- Where the agreement involves the devolution of assets and budgets and the achievement of service standards or outcomes, we will work with the Community Network to help them demonstrate their ability to be able to take on and sustain the additional powers and responsibilities, such as attaining independent accreditation or similar.

We recognise we have a crucial role to play in engendering the right behaviours, and playing to our strengths to equip each council to achieve their vision. We will support this devolution using our own strengths and assets – this could take the form of provision of buildings, coaching and development on core competencies, budget management and making connections through our network.

### Local case study: Love Barrow together and engagement framework

Love Barrow Together is a group of statutory and community sector organisations who have come together to develop partnership working into full system change by guiding, informing, owning policy change by using residents' needs to help direct collective resource through a common vision, common values, calling on collective data and intelligence.

In doing so the group are developing and implementing an Engagement Framework so all partners can own and utilise engagement outcomes across the whole community realm and ensure that ground-breaking work, such as Barrow's New Constellation, is shared from both methodology and outcome perspective. It can also utilise and direct collective resource such as co-located hubs and joint engagement projects utilising multi agency teams.



## Realising improved outcomes through locality working at the appropriate scale to be effective and efficient

South Lakeland provide a strong example of innovative use of their assets having been recognised for their innovative approach to bulky waste collection and recycling by The Local Government Chronicle who short-listed the service in the Best Service Delivery Model of their 2019 awards.

### Local case study: Good Things Collective community initiative

The Good Things Collective community initiative is regenerating the old Coop building in the heart of Lancaster district's most deprived area to create business, learning community and creative spaces, generating jobs and improving local skills.

The council owns a former Co-Op department store in the West End. Known as Centenary House, the building has three floors over a basement and a small central dormer providing approximately 3,000m<sup>2</sup> of internal space. With the exception of the Co-Op Late Shop who occupy just under half the ground-floor the majority of the building is vacant and in need of comprehensive refurbishment.

The intention is for the Good Things Collective to refurbish the vacant ground floor and basement space to operate a community enterprise hub focused on supporting the incubation and growth of emerging local enterprise. Bridging the gap between our community and the enterprise sector by providing a welcoming inviting ground floor space for community learning, events and activities, alongside our cafe and gift shop, offering single focussed point of sale for tenants to sell from. The basement will contain shared and private business space that offers efficiencies through shared tools and equipment. There are no current proposals for the upper floors and their future use is intended for expansion of business space.

The council has committed funding towards the refurbishment of the building's superstructure, but this is conditional on the Good Things Collective securing their own funding to refurbish their space. The Good Things Collective have secured financial support towards the project from the Coastal Revival Fund, National Lottery Big Local initiative the West End Million, Architectural Heritage Fund and The Creative Civic Change. The council will offer the Good Things Collective a long-lease on terms that satisfies a Community Asset Transfer and this will assist with funding bids as it provides the security and long-term benefit they require to invest.

Through more effective collaboration and data sharing with our partners, we will also provide analysis and insight from investing in our data capabilities, supporting effective and insight led decision making at a locality level, and supporting local areas to measure the impact of their decisions.

It is important these agreements are not just made available to the most affluent places, potentially increasing inequality. We will work with communities to design any future arrangements to properly recognise the complexity and assets of their place.

We will use the experience of Locality Agreements to invest, develop and learn from new ways of working that will have benefits locally and be of interest nationally. There will also be a commitment to create a continuous, learning system through which lessons are shared across towns, parishes and neighbourhoods to create an on-going approach to supporting and developing capacity, capability and appetite.

It is envisaged that a programme of training and development will be designed to build trust between partners, to support a quality of standard across the town and parish council network and Community Networks and strengthen relationships.

### The importance of working in neighbourhoods

*"A health system based on prevention and health equity would involve a focus on place – on small areas and on influencing the environment and social and economic conditions of places in order to improve the health of residents."* The Marmot Review, 10 Years

Evidence shows the most successful models are built on population or place-based neighbourhood hubs. The focus of these hubs will be on providing the right services, capacity and local care offers to meet local needs. The model of support will be tailored to local context, but draws on a variety of national and local evidence. This also creates opportunities for a one public sector response, particularly when also combined with operational policing teams and with the community work of the Fire & Rescue Service.

### Local case study: Ulverston BID

Ulverston BID is one example in South Lakeland replicated in the other two districts, which is an investment scheme where local businesses collectively agree on the priorities and how to invest their money to benefit themselves, their staff, their customers and, as a consequence, the town as a whole.



# Recognising and promoting health in all policies to tackle at a whole system level the inequality and inequity in our communities

## Why it matters

Deprivation and inequality is polarised across the Bay area with some communities experiencing the best quality of life in the most affluent wards whilst others face significantly challenging life chances and a poor quality of life in some of the most deprived wards in the country. The 2019 Indices of Deprivation (IMD) reveal significant challenges in particular in the Living Environment domain, with increasing evidence and acknowledgement that quality of housing has a major impact on health outcomes.

The multitude of root causes are not being addressed in the current disconnected system and therefore is collectively failing our communities.

### Local case study: Poverty Truth Commission

A Poverty Truth Council (PTC) was set up in Lancaster in July 2018 involving a range of statutory and voluntary sector partners and numerous individuals with lived experience of poverty. The premise is based on 'nothing about us is for us without us'. Round 1 has been completed and has been so successful, a Round 2 is about to be commissioned. Decision makers listen to the stories of those with lived experience and what tangible interventions could make a real difference to reducing inequalities and improving their lives. Changes to service delivery have been implemented as a direct result of this commission. Round 2 aims to link with similar recently agreed PTCs in both Barrow and South Lakeland.

A report by Professor Michael Marmot, Fair Society, Healthy Lives, commissioned and published in 2010 draws attention to the accumulating evidence that the conditions in which people are born, grow, live, work and age and the inequities in power, money and resources that influence these conditions have a huge impact on their health and have led to increasing health inequalities.

The recent pandemic is set to have significant long lasting implications on our health and wellbeing, both physical and mental health, and inequalities have been exacerbated. However, now more than ever the accumulating evidence base and the narrative that has risen to the surface over the past year is the understanding that we need to work as a system around the needs of our communities, at a local level and with, not to, our communities.

The creation of the Bay Council enables a new local authority to more effectively connect the local authority influence to health in our local communities.

The King's Fund reviewed a lot of the evidence to help local authorities prioritise evidence-based actions that improve public health outcomes across their functions. This covered nine themes which form the basis of our approach to reducing inequality:

- The best start in life
- Healthy schools and pupils
- Helping people find good jobs and stay in work
- Active and safe travel
- Warmer and safer homes
- Access to green and open spaces and the role of leisure services
- Strong communities, wellbeing and resilience
- Public protection and regulatory services
- Health and spatial planning.

Action to improve health and reduce health inequalities requires action across all the social determinants of health – health in all policies (HiAP).

## What will be different

HiAP is not a new concept but one which we don't see in action in many regions, including across Cumbria. It is a collaborative approach to improving the health of all people by incorporating health considerations into decision-making across sectors and policy areas. HiAP is based on the recognition that our greatest health challenges – for example, non-communicable diseases, health inequities and inequalities, climate emergency and spiralling health care costs – are highly complex and often linked through the social determinants of health. Just one government sector will not have all the tools knowledge capacity, let alone the budget to address this complexity.

The goal of HiAP is to ensure that all decision-makers are informed about the health, equity, and sustainability consequences of various policy options during the policy development process.

A HiAP approach identifies the ways in which decisions in many sectors affect health, and how better health can support the achievement of goals in many sectors. It engages a range of partners from government and local government and stakeholders to work together to improve health and health equity and, at the same time, advance other goals, such as educational attainment, improved housing and green spaces, environmental sustainability, promoting job creation and economic stability.

# Embedding whole systems working at the core of our ways of working we will address the social determinants of health to reduce inequality

## How it will work

At its core, Health in All Policies (HiAP) represents an approach to addressing the social determinant of health which are the key drivers of health outcomes and health inequities. The Marmot review said that addressing this will require action on six policy objectives. These objectives have been adopted widely across government, local government and public health:

1. Give every child the best start in life
2. Enable all children, young people and adults to maximise their capabilities and have control over their lives
3. Create fair employment and good work for all
4. Ensure healthy standard of living for all
5. Create and develop healthy and sustainable places and communities
6. Strengthen the role and impact of ill-health prevention.

It is important to note that no one agency could implement any of these objectives on its own. They require collaboration, partnership and collective action in many different spheres of activity.

Our approach will identify the ways in which decisions across our sectors affect health, and how better health can support the achievement of goals in many sectors. We will engage a range of partners from government and local government and stakeholders to work together to improve health and health

### Local case study: Community led housing schemes

In South Lakeland, community-led housing (CLH) is a way for local people to be involved in meeting their own housing needs. This could include new build, re-use of existing buildings and bringing empty homes back into use. Housing schemes that are genuinely community-led all share common principles:-

- The community is involved throughout the process in key decisions like what is provided, where, and for who. They do not necessarily have to initiate the conversation, or build homes themselves
- There is a presumption that the community group will take a long-term formal role in the ownership, stewardship or management of the homes
- The benefits of the scheme to the local area and/or specified community group are clearly defined and legally protected in perpetuity

equity and, at the same time, advance other goals, such as educational attainment, improved housing and green spaces, environmental sustainability, promoting job creation and economic stability.

Through integrating local government services and responsibilities into a unitary authority, the Bay Council, we will be able to accelerate our joint working with health across the Bay, building on the relationships forged on our coterminous boundary, and exploring the opportunity that HiAP offers.

This will also be a core part of our culture and way of working – listening and co-designing solutions with our communities and partners, addressing the root causes that are leading to poor outcomes, not just providing statutory services, but tackling failure demand and improving the quality of life for all of our residents.

### Local case study: Winter Wellness Hub in partnership

The intention is for the approach with the support of Primary Care Networks (PCNs), district council and community groups to be led locally by ICCs who have well established relationships and routes into a variety of community, voluntary, faith and social enterprise (CVFSE) organisations/groups and health and social care services to enable holistic packages of support.

The Amber approach is part of a red-amber-green proposed strategy to minimise winter deaths (from all causes but compounded by Covid). The amber approach is proactive targeting of individuals with known risk factors that could put them at risk of harm over winter e.g. Diabetes, Hypertension, Mental health issues and a combination of multiple conditions. Following identification of cohorts contact is made with a view to supporting; behaviours change, mental wellbeing, necessary medical intervention and other interventions to enable people to stay well, safe and comfortable at home over winter.

The work will not duplicate that which has already been undertaken to support individuals who are shielding or extremely clinically vulnerable, but to proactively target those who may be at increased risk of harm over winter due to social vulnerability, identified underlying conditions and the pre Covid management thereof / or changes in management thereof that may have been impacted by the pandemic.

Given the various factors that influence health and wellbeing, this approach will be multidisciplinary, drawing on locality expertise and services to provide wrap around support as appropriate.

# A fresh leadership agenda with a renewed focus on prevention and quality to improve outcomes for children, families and adults

## Fresh and focused leadership through a dedicated DCS and DASS

Our ambitious agenda for our local communities presents an exciting opportunity for the leadership of adults and children's services across in the Bay area. Our population size aligned with our challenges and agenda for substantial change and improvement, warrant focused leadership in the roles of the Director of Children's Services (DCS) and the Director of Adult Social Services (DASS) for the Bay Council working across well developed local partnerships with a focus on developing a deep trusting and caring relationship with our local communities.

We do not propose, at least not at the outset, to seek to formally share any key strategic leadership roles with the North Cumbria unitary for these community and people based services. There is a significant shift needed to improve outcomes and to progress the practice within county led services. Current issues include capacity and stability of the workforce, increasing the likelihood of inconsistent quality of practice, permanence planning and assessments of children's identity needs, along with the needs of young people who present as homeless require further improvement. We will empower our DCS to take hold of the agenda, build out excellent practice and be part of the whole systems leadership, improving lives of our children and families. The DCS will lead our strategic agenda working alongside and in the community to build relationships with schools, health, blue light services and other key stakeholder relationships.

Our DASS will also focus on the communities in the Bay, and have the opportunity to work as a strategic partner in the developing Integrated Care System (ICS) at this pivotal time for the Bay, providing a powerful injection of ambition into the whole system for health outcomes and seeking to forge new working relationships and practice in the integration of health and social care across the Bay area.

### Local case study: Reshaping the local children's trust board partnerships

Barrow Borough Council have reset and are chairing the Barrow Children's and Families partnership. Moving children's services further upstream and ensuring that need, rather than systems, are the key drivers for policy and operation are key to giving children and young people the very best start possible. Tapping into work being delivered locally by Cormack Russell the partnership is looking at creative and ground breaking ways of reshaping the provision of children's services in the Borough. Community groups and families will be at the heart of future decision making.

## Finding opportunity in the disaggregation of services

We would anticipate minimal disruption to frontline services through a well planned and executed transition phase and set up of the new Bay Council and North Cumbria Council. The county services for children's are already delivered on a locality footprint, with adult's services reflecting the practice of a pathways service design. We would not expect that initially to feel any different to the children and families and critically social workers in the front-line of the professional practice who already care and support our local communities.

This is an opportunity to rebalance skills and knowledge, deepen the connections between management and social workers and the children and families they support each and everyday. As a unitary council we have the opportunity to integrate all relevant services such as public health, leisure, wellbeing, housing and care. With a population of 320,000 in the Bay Council, whilst still relatively sizeable, a locality approach will work effectively, and a single DCS and a single DASS would be commensurate with many other local authorities across the country. Any bigger and with such a variation of need and support across the county leaves the decision making and strategy development much harder than if embedded into and working with our local communities, as is borne out through the improvement challenges being managed in the existing county set-up. We will focus on those on the edge of care, wrapping support and empowered communities around them.

## What will be different

The Bay Council will have responsibility for Children and Adult Social Services as statutory authorities for these services. We recognise the importance of these services to our local communities and the opportunities this represents as a new unitary authority to integrate these services within the newly formed organisation and as part of a whole system integration with our key partners across the Bay area. We have set out the principles for developing these services when they become the responsibility of the newly created unitary authority.

### Local case study: Love Barrow Families

Community organisation delivering wrap around care for families and working up ways that social care can be delivered through identifying real need. Illustrates that social care can be transformed, more effective at early intervention and cheaper on the holistic public purse.

# As corporate parents we care for all children as if they were our own

## Why it matters

'It takes a village to raise a child' - this beautifully captures how an entire community of people must interact with children for them to experience and grow up in a safe and healthy environment. It encapsulates the interconnectedness of our society, across the generations and across all aspects of our lives and encapsulates our vision for children's services.

Extensive research from Ofsted, the Department for Education (DfE) and others has shown that the determinants for success for children are economic, housing, health and education. Therefore the Bay model for our social care system will enable a multi-agency and multi-disciplinary approach, in order to keep all our children safe in our communities.

The most recent Ofsted inspections across Cumbria and Lancashire assessed county services as 'Requires Improvement'. Progress has been acknowledged, the relationships with other partners and the health system, along with 2018 and 2019 Ofsted reports were called out as areas where performance could be better. The recommendations have since been developed into an Improvement Plan, which is now included in the Children Looked After Strategy.

The Bay Council provides the opportunity to create a children's service which can support the challenges faced by our children and families in our local communities. Our proposed model has at its heart the idea that meaningful relationships with families are key enablers of good social work practice and that social workers should be given the responsibility and decision-making power they need to support families.

The Bay Council provides the opportunity to effectively create a whole system which is significant in size to impact change and locally connected to be meaningful to our children, communities and their needs.

## What will be different

Based on research from NLGN (the New Local Government Network) and our desire to work with our local communities we would build a children's service based on a shift of practice to prevention. Our focus for children's services (*Ref: A Blueprint for Children's Social Care Unlocking the potential of social work*) for the communities within the Bay would prioritise relationships over bureaucracy. This new opportunity paves the way for change for the children's social care system, acknowledging the importance, complexity and inherently risky nature of the work:-

- Increase in the face-to-face time social workers spend with children and families due to reductions in travel time and administrative burdens;

- Reduce the average caseloads due to increased numbers of practising social workers in the Bay Council through a fresh approach to attract social workers;
- Better continuity of the child and social worker relationship, enabling more timely support and improved interventions;
- More empowered social workers who can provide the right support to families when they need it; and
- Improved quality assurance driven by an increase in the time allocated to team meetings and group supervision of decision making.

## How we will deliver

In the longer term, our proposed model can help to address low morale and staff retention in the profession, particularly as we currently have shortages across Cumbria. This will in turn create positively reinforcing effects for individual social workers and the profession in general.

**Towards a culture of partnership working** - as councils and the community increasingly collaborate to improve their children's services, the dynamic of their relationship, which is often characterised by a lack of trust, will need to be altered, with more decision making power transferred, and a culture of participation becoming a natural part of the community's everyday life.

One significant step to develop a culture of partnership working is to encourage community commissioning. Insights from the Big Local show that the community often already have a fine-grained understanding of local needs and they are keen to build their capability through their commissioned services.

Community-led commissioning has been shown to increase community cohesion and wellbeing, which contributes to prevention and reduce demand on other services. Our work on Love Barrow Families is a good current example of this.

**Encouraging community ownership and resourcefulness** - giving the community a greater sense of ownership of local assets such as children's centres or community hubs encourages the community to be inventive and resourceful, turning the culture of scarcity into one of abundance.

**Supporting early intervention and prevention through meaningful engagement** - early intervention is contingent on the early identification of need, which is facilitated through establishing trusting relationships. Yet the importance of relationships is often side-lined for the sake of efficiency. To build trust, relationships need to be nurtured through a long-term approach to family support that focuses on prevention.



# Targeted reform of Adults' services so our residents can live longer and healthier lives in their homes and within their communities

## Why it matters

The Bay area has a population with an increase in the % of older people (the proportion of people aged 65+ may increase by 2043) and a declining working age population as younger people leave, which adds to the pressure for good quality social care and suitable housing solutions to meet the growing elderly population needs of the Bay communities.

Our communities have a right to expect that their local public services work effectively together. Unfortunately, in recent years, it has been evident that some people experience services which are fragmented, where communication is poor and where they are left feeling that their needs and wishes are not heard or understood. To tackle these challenges, NHS, council and community organisations have begun to improve their partnership working in local areas – with some good early results. The Bay Health and Care Partnership (BHCP) is the local Integrated Care Partnership (ICP). There is also a strong network of integrated care communities (ICCs) operating at PCN level developed through a vanguard programme.

This form of partnership will create a feeling of belonging to a place, where all partners are valued and respected, and mutual support is offered to all partners. This will be particularly significant in challenging times. It is important to acknowledge that residents are co-partners in the continued evolution of ICPs, and that social movements in communities can increase people's ownership of their own health and wellbeing and mobilise communities to support each other.

Our proposed model will facilitate change to focus on prevention, health, wellbeing and independence at all stages of life, through:

- Ensuring that wellbeing, social value and strengths-based approaches are part of all practice, policy and decision-making
- Ensuring that prevention and early intervention are prioritised
- Targeting resources based on need and place, maximising impact, and value for money
- Challenging and developing our culture and practice
- Working in partnership with a focus on system integration at all levels.

The aim of our approach will be to consolidate and extend strengths-based practice across social care and public health in the Bay. This is supported by skilled community workers and navigators who listen as well as support people with actional steps they can take to support their life and wellbeing. Strengths-based practice can enhance health, wellbeing and resilience and reduce long term pressures on the health and care system, especially when the practice is co-produced with people who use Adults' services such as carers, providers and the community and voluntary sector.

## What will be different

We will adopt similar principles and practice as described for our children's services, for example to increase face to face time, and increase numbers of empowered practising social workers. We will also take activity further upstream allowing early intervention and prevention that maintain independence for longer.

The Bay Council will be a key partner and provide energy, passion and leadership to aims and ambitions of our ICP for all of our local communities. We need to deliver a consistently high level of quality and access across the Bay, while ensuring that we provide care and support which recognises the diverse geography of the area and responds to different local needs.

We will create momentum for improved population health and care management by creating a strengths-based, integrated and local authority-led care model that can work effectively with our primary care network. This will help us deliver local services that meet local need in our communities in the most joined up, efficient and cost-effective way.

## How we will deliver

We will bring about a step-change in outcomes and experiences in the Bay by delivering operational change priorities that focus on:

- Increasing continuity of care for adults
- Greater independence and wellbeing for older adults (living where they choose)
- Financial sustainability for council services and investing in new approaches
- Anticipating, planning for and managing demand reducing inequalities based on protected characteristics and where people live.
- Reducing demand on health services and investing in public health

### Local case study: Egerton Court Hub

Originally set up as a response to drugs deaths in a group of flats in Barrow Island, the multi-agency outreach work developed into the provision of flats and is a key outreach in a deprived area. Working with police, local authorities and residents upstream to prevent longer term health conditions and reduced independence, this will provide the area with a community group and has tangibly improved the area in question.

# Addressing the climate emergency through strategic investment in a new economy

## Why it matters

The Bay area is becoming more vulnerable to the wider dangers of the climate emergency in the loss of our communities through flooding and sea ingress. With long stretches of coastline and high risk flood areas inland, this is a significant issue for our residents and businesses and already causes some disruption, which will only get worse if not addressed. The economic impact as well as environmental will be huge. The aspiration is to achieve a low/net zero carbon economy by 2030 to become carbon neutral, which is a concern that our communities wholeheartedly support.

All three councils have declared a climate emergency and developed policies and action plans to address this. This was evidence by the Lancaster district Climate Change People's Jury agreeing *'We are facing a climate emergency which makes us concerned and worried about the future.'*

We must accept that progressive change to fight the climate emergency will have financial implications. Our new business model will have a joined up approach to combat climate emergency through the empowerment of the critical mass and green productivity in the Bay area.

The Bay area has the opportunity to create an authority that is geographically more focused on tackling the climate emergency and leading on environmental challenges for generations to come. We have an opportunity to promote a sustainable and greener tourism industry whilst expanding on the growing demand for eco and sustainable tourism to deliver our commitments to the climate emergency agenda and create jobs. The Towns Fund will help support future projects involving improvements to parks and local transport from new cycle lanes and better pedestrian access and repurposing community spaces.

## What will be different

A collaborative and integrated approach to the climate emergency in the Bay area is essential. We will help to deliver key services to the communities most disadvantaged and vulnerable to changes in our climate.

Strategic planning will identify positive impacts we can take against the priorities:

- Local Flood Risk Management
- Coastal Erosion
- Damage to vital infrastructure
- Renewable Energy
- Home Energy
- Sustainable Travel and Tourism

## How it will work

To become "carbon neutral" and mitigate likely impact of the climate emergency:

- The Bay will have the economic assets and appetite to capitalise in developing natural environmental and biodiverse resource. We will build world class knowledge and expertise with our universities and key industries
- We will tap into collective community power, we will plan and build housing that is empathetic to the local environment
- A joined up approach will put the Bay on the map in tackling the climate emergency with more critical mass and therefore a greater impact in developing local solutions
- The Bay will create a commercial model that will allow us to increase financial sustainability and support quality services, such as green transport.
- In addition, this will open opportunities to invest strategically in green solutions relating to land, property, energy and local live/work solutions and to make the Government One Public Estate programme to rationalise estate and assets and free up land for housing, community and other use
- Boost workforce through training and development in areas such as cycling and walking in alignment with work-life balance and agile working to promote co-location, employing locally, employment care leavers in vital roles as part of corporate parent role.

### Local case study: Coastal defence

Funded by £10.8m central government grant-in-aid funding, the wave reflection wall defence in Morecambe will reduce flood risk to 11,400 homes and has a design life of 100 years, taking into consideration climate change and sea level rise. Led by Lancaster City Council in partnership with the Environment Agency, the wall consists of 4km of reinforced concrete defences to protect against a major flood event. Sympathetically designed to fit in with the local environment, the wall also includes a nod to late local legend Eric Morecambe - with the shape of his glasses engraved in an end section. In addition to protecting 11,400 residential properties, it will also:

- reduce flooding risk to 2,246 commercial properties;
- reduce flooding risk to major highway and promenade infrastructure;
- safeguard the local economy.

# Playing to our strengths and aligning to the ten-point plan for a Green Industrial Revolution

Government's Ten Point Plan for a Green Industrial Revolution	Opportunities and strengths that currently exist across the Bay area
Homes and public buildings	Identifying or adopting new innovations creating a step change towards a low-carbon economy: <ul style="list-style-type: none"> <li>Replacing existing lamps with LEDs to make significant savings on a buildings' electricity usage</li> <li>Building fabric with low insulation values that produces more heat to meet building comfort levels</li> </ul>
Onshore and Offshore wind	There are over 100 offshore wind turbines visible from the Area of Outstanding Natural Beauty (AONB), seen to the far west of Morecambe Bay. This will open new opportunities to improve onshore and offshore wind and solar in areas such as the Lake District National Park, Yorkshire Dales National Park, Arncliffe and Silverdale, North Pennines and Solway Coast, with the government's process for designating new national parks and AONB schemes, early next year.
Electric vehicles	The Bay area have been actively involved in reducing carbon emission through the Cumbria Climate Change Working Group (CCWG). The council has invested in a fleet of electric pool cars and charging points to reduce the CO2 emissions in the area. There are opportunities to expand existing initiatives such as the Charge My Street scheme, whilst continuing the behaviour changes outlined in the Cumbria Transport Plan Strategy 2011-2026, encourages the use of electric vehicles.
Nuclear	The Local Enterprise Partnership (LEP) in the Bay area has identified six priorities, reflecting the LIS and Green Grand Energy Challenge, with potential of Green growth, nuclear development. Barrow port acts as the UK's west coast hub for oil and gas and the offshore. It is also a gateway to Sellafield. Location of Furness College and its Advanced Manufacturing Facility has the potential to support future R&D initiatives and to improve economic growth in the Bay area.
Carbon capture	The Bay is home to world class research and development relevant to the climate emergency and new industries to mitigate impacts, which would have the potential to strengthen the local economy and create new jobs
Hydrogen	The Lakes Line in Cumbria will be the first in the country to benefit from new research development in partnership with North West Hydrogen Alliance.
Net Zero and greener maritime	There is an opportunity for the Bay to develop a Sustainable Aviation Strategy unique to the Bay area, using past knowledge and experience in delivering low carbon emissions in the area and to invest in future airports and seaports in changing behaviours in future proofing the aerospace industry.
Public transport, cycling and walking	Technology designed to decarbonise the UK's railways using hydrogen and oxygen to produce steam, combined with a compelling case for future inward investment building on the Lancaster Hydrogen Hub that could revolutionise transport services. Active and sustainable travel practices will be built into new development opportunities around the Bay area for housing and business employment using greener transport.
Nature	There are opportunities to develop existing AONB plans team to improve the desired outcomes for the Bay area, which offers a wealth of visitor attractions and wildlife sites. The level of investment and uptake of Agri-environment schemes will help to improve the natural landscape and biodiversity value in generating new jobs in nature and land management.
Innovation and finance	The CLEP's strategy will need to consider the short, medium and long term finance and budgets to invest in green technologies and net carbon zero initiatives for the Bay area. For example encouraging testbeds and innovative programmes and identifying opportunities for innovation in 'clean growth' that meets the local needs for the Bay area.

# The Bay is best placed to invest in its greener and sustainable tourism industry

## Why it matters

Tourism plays a key role in the economy of the Bay area, employing around 25,000, with most of those based in South Lakeland. A significant part of South Lakeland is covered by the Lake District National Park and Yorkshire Dales National Park. COVID has elevated the UK staycation and the Lake District has seen one of the busiest summers in recent history. The growing demand for eco and sustainable tourism and outdoor leisure activities e.g. camping, walking, hiking, cycling, boat trips etc has increased the use for facilities around the Bay..

The Bay's branding is already well recognised by the public. With demands for parks and open space likely to continue to stay due to COVID and also climate emergency, we must act now to make sure this industry aligns to our priorities.

A lack of investment in social and leisure infrastructure means the Bay area needs a stronger offer for attracting and retaining tourists.

There is relatively little out-commuting from the Bay area - 96.1% of the working population remain in the area for their employment. The area is also a net in-commuting location with the area drawing in almost 1,500 additional people per day to work in the area. There is an opportunity is to unlock the considerable constrained access through the delivery of new and enhanced transport and infrastructure in the Bay area to make it the Bay Eden-ready. This will ensure the Bay area benefits from better connectivity with extended cycle way to promote new attractions and walking routes to test new visitor experiences.

The local funding, led by Lancashire LEP will have the opportunity with a large scale footprint to attract future workforce in green initiatives across the Bay area.

## What will be different

The Bay area has the opportunity to design and invest in our towns and infrastructure in a way that encourages tourists to make better health and wellbeing choices. There are likely to be a number of social, health and environmental benefits as a result of tourism. To attract inward investment and innovation towards a more cleaner and greener Bay area we will focus on:

- Developing Morecambe Bay's potential as a visitor destination for its natural environment and heritage, with a focus on encouraging opportunities for visitors to stay all year round, not just in the summer
- Protecting and enhancing the Bay's green and blue spaces, ensuring that everyone in the county has good access to a high quality natural environment
- Improving air quality in the Bay through action on transport, industrial, agricultural and domestic emissions such as the Bay wide cycleway

- Working closely with the National Park Authorities to support carbon reduction, better environmental management and greener transport choices
- Reducing the amount of waste produced in the Bay through reduced material use, promoting greater product re-use, and improving recycling rates
- Embedding the Transport Authority into the Bay operating model will bring in fresh thinking in the Bay area and be an enabler for new circular opportunities
- Strengthening local supply chain relating to tourism to encourage economic growth that specialises in consumer services, reflecting the entrepreneurial spirit and independence of the local community.

## How it will work

We believe the Bay is both unique, in terms of the existing industries, renewable technologies and educational institutions and a natural partner, in terms of our landscape, for the Government to pilot national options and opportunities to inform, test and lead the Green Industrial Revolution on behalf of the UK.

We will progress the Eden Project North and similar schemes. Investment and co-creation of job opportunities with our anchor institutions will help to conserve natural landscape and promote biodiversity whilst also promote tourism. This will include applying for funding from the £40m Green Recovery Challenge Fund recently announced in Government's 10-point green recovery plan.

## Local case study: Eden Project

The Eden Project has submitted a business case for £70m Government funding to help make Eden Project North in Morecambe a reality. This will be a major new exemplar attraction in the Bay that seeks to reimagine the British seaside resort for the 21st century. Planned as a year-round destination to combine indoor and outdoor experiences, connecting people with the internationally-significant natural environment of Morecambe Bay while enhancing wellbeing. Eden Project North is a key driver of the UK's post-Covid green recovery and shows it is a "shovel-ready" project which would deliver significant economic, environmental and social benefits for the Bay and wider North West region, as well as contributing to the wider levelling-up agenda and the Government's 25-year Environment Plan. Eden Project North is projected to attract around 1m visitors a year and directly employ 400+ people. The business case estimates a visitor spend of more than £200m pa in the region (not including money spent at Eden Project North) which would support an additional 1,500 jobs.



# Building community wealth is central to our ambitions and our culture

## Why it matters

**We will prioritise Community Wealth Building as a fundamental way of serving and improving our communities. It's people-centred approach to local economic development will drive our values, behaviours and principles to support the community wealth agenda across the Bay area.**

The Bay is best placed to be the anchor and agent of change to realise the potential of community wealth. We are already collaborating to exercise strong, confident interventions, as shown by our recent ability to secure funds in our request to Government in our Resilience and Prosperity Strategy.

In the aftermath of the effects of COVID-19 community wealth building will play a pivotal role in generating sustainable local businesses and good local jobs. We want to capitalise on the positive emergence of a strong social capital and community capacity, as well as help to build much needed economic resilience.

We are already using the principles but in small pockets, by working together we can continue to build on our potential to create wealth. There is also disparity in local wealth in certain parts of the Bay, resulting in income deprivation and where a large proportion of the local economy is driven by low wage and tourism.

We will draw on best practice and lessons from around the UK and abroad. In particular we will use the five the pillars of the community wealth building approach, as set out in the recent paper 'Own the Future,' from the Centre for Local Economic Strategies (CLES) (see diagram).

## What will be different

Putting community wealth building at the heart of our culture, we will agree a 'Bay Model' using the best practice of CLES's five pillars.

**Anchor organisations:** We will utilise our strong relationships with our anchor institutions, such as higher education institutions, other public sector organisations and tier 1 manufacturers, to maximise their spend in the Bay area. This will involve:

1. Co-designing a statement of intent for institutions to sign up to, committing them to following the building community wealth approach
2. Co-developing activities bespoke to each anchor institution to unlock economic and social value.

Putting community wealth building at the heart of our culture, we will agree a 'Bay Model' using the best practice of CLES's five pillars.

We will lead the way as one of the largest public sector employers in the area. For example commissioning public contracts using social licensing so that local and environmental priorities are met.

Another key anchor organisation will be the NHS. BHCP have signed up to an Anchor Charter. We will work with their Head of Economic Partnerships to review opportunities to unlock wealth in their suppliers and establish other partnership working opportunities.

**Strengthening our local supply chains:** Working closely with industry we will:

- Conduct market intelligence to understand how much suppliers spend on local firms and where there are opportunities for our local suppliers to grow
- Tailor industry specific support schemes to foster the growth of local suppliers and generate healthy market competition.



Figure 4.x Five pillars of community wealth building



## Building community wealth is central to our ambitions and our culture (continued)

### How we will deliver

We will deliver this exciting, future focused and socially responsible culture and approach, building on our successes to date, being insight led, and ensuring our staff and wider workforce understand, buy in and advocate this approach in all that they do. As a unitary we can effectively unlock wealth to grow of our local economy and create sustainable jobs. Measures of these outcomes will include:

- Greater procurement spend retained within The Bay, our neighbouring counties and within the wider Northern Powerhouse
- Improved labour market indicators such as the a lower unemployment rate and claimant count
- Improvements in social mobility indicators such as the Social Mobility Commission index.

### Local case study: My MainwayHub

My MainwayHub set up on a Housing estate providing access to housing teams in a non -traditional public building setting, in their community. Working with Beyond Imagination around community engagement with residents of a whole housing estate (Mainway) the MyMainway project has been about gathering views about the future of the estate and been undertaken in the challenging Covid environment.

Beyond Imagination working with Lancaster University on creative engagement, participative and collaborative design and multi-disciplinary action research. Projects include creative engagement with our residents around the Mainway housing development; developing a 3D 'digital twin' for our whole district using geospatial, public realm and planning data; exploring resident and landlord behaviour to enable energy efficiency improvement across our district.

### Local case study: New Constellation

Barrow's New Constellation is an experiential journey to explore what the Barrow area could become if it fully reflected the potential of its incredible residents. A search has been launched to find a group of up to 15 people, representing all walks of life across Barrow and its communities, to be part of this exciting adventure. Participants will be given the space and tools to co-create a new vision for Barrow's future, inspired by cutting-edge community projects and innovation already happening in the area, as well as elsewhere. The powerful project will create a place that offers the group safety and courage to dream and to give expression to the deeper voice within us all that too rarely influences the plans that shape our lives. The aim is to hear the experiences and hopes from the group members, then collectively they will map a new story for the Barrow borough. The outcomes will be shared so that they can help inform the strategy processes for the area. The journey will be led by creative incubator The New Constellation, working in close collaboration with Barrow Borough Council and local community groups, as well as acclaimed innovators Hilary Cottam, author of 'Radical Help', and Rob Hopkins, author of 'From What Is to What If'. The vision will be articulated through the creative content made alongside local artists and shared with the community. It is intended that this collaborative community project will evolve to provide a context and guiding principles that can assist Barrow borough for the future and the important decisions ahead.

The process, designed to work around Covid-19 restrictions and provide a hopeful, future-focused moment in what is expected to be a challenging winter, is supported by The National Lottery's Emerging Futures Fund. Hosted remotely, it will combine group and one-to-one conversations, audio recordings, individual work and reflective exercises, creative workshops and tasks, and a few surprises.

# Prosperity through productivity – a growing and productive Bay economy

## Why it matters

Together with our shared understanding of our priorities and challenges we will better support the Bay area to close the productivity gap. Growing the productivity of the Bay economy can make a huge impact on the prosperity of its residents and support the wider performance of the Northern Powerhouse.

We are a key driving force in the national economy due to our industrial and commercial strengths, our platform for innovation, nationally significant infrastructure assets and our unique cultural and lifestyle offering.

Currently we work longer hours for less reward which makes it harder for our residents to have a work life balance. The productivity puzzle has become even more acute as a result of COVID through business uncertainty, falling investment and social distancing restrictions. We want to unlock our productivity potential to stimulate our economic recovery and improve the quality of life of our residents. The 2019 LEP Outlook Report measures productivity using Gross Value Added (GVA per hour worked. Against the national average of £35 in 2018 Cumbria earned £30.20 and Lancashire £31.30, or 14% and 11% less than the average respectively.

### Local case study: The Bay Prosperity & Resilience Strategy

The Bay Prosperity and Resilience Strategy has been jointly developed by an economic partnership between Barrow Borough Council, Lancaster City Council and South Lakeland District Council. The partnership is seeking government funding over the next 2 years to jointly develop plans and projects to further unlock the Bay's economic potential. These plans would provide the evidence for a significant bid to Government, which could provide millions of pounds of investment in crucial schemes that deliver economic growth.

The strategy describes the council's eight economic collaboration themes:

- Renewables and clean growth
- Building on the area's arts and cultural offer
- Delivering new roles for ports at Barrow and Heysham
- Retaining and attracting the best talent and diversity
- Supporting high-efficiency 'food-agri' innovation
- Enhancing digital connectivity
- Growing healthy communities
- Building resilient town centres

## What will be different

In the Bay Prosperity and Resilience Strategy submitted to Government in September, we laid out our strategy for our economic partnership including our response to helping business with the immediate and longer-term impact of COVID-19. This included our eight themes of economic collaboration which all represent areas where collaboration will deliver bigger, better and more effective solutions and boost productivity.

With the greater scale and voice as a single Bay Council to work with industry we have the potential to release productivity through:

- Working with the LEP to foster the growth of high-technology industries, through start-up businesses and through university-business interaction
- Providing a forum for businesses to have a voice, seek support and collaborate on issues of mutual interest
- Supporting our world class leading sectors to invest in learning and development spend and invest in their people
- Promoting fairer employment practices and quality of life such as the national living wage.

We would lead the way by delivering activities to close our own productivity gap, including supporting front line workers. A priority area would be seeking to offer the living wage for all our staff and asking our partner organisations to follow.

## How we will deliver

As a unitary we will:

- Improve the quality of life of our residents by helping them to work smarter rather than harder.
- Close the £5 per hour productivity gap to become 10% more productive leading to an increased economic output of £868m\*. This unlocked economic potential would multiply outwards to benefit our neighbouring councils and the Northern Powerhouse. If fully utilised our productivity potential could turn our authority into a net contributor to Exchequer.
- Improve health and wellbeing for our residents by having a better work life balance. A healthier workforce as a positive economic driver will also generate further improvements in productivity.

This ambition provides a platform for further devolution, with an opportunity for the Bay and wider North West footprint to accelerate recovery and growth, including consideration of this being through a Mayoral Combined Authority.

\* 10% of £8676m GVA for the 3 Bay authorities at current market prices, ONS

# Raising life-long aspirations by developing education & qualifications and a community of talent

## Why it matters

The task of implementing initiatives to improve life-long learning and enhance individual development and employability represents an essential opportunity.

We want the Bay to be a successful lifestyle location of choice for large volumes of talented individuals and their families. But currently the Bay faces a number of challenges including:

- A declining workforce
- Low attainment and aspiration
- Key skills shortages including digital skills and key job shortages such as creative industries

The current structure doesn't enable conversations between different organisations and the private sector, including our anchor institutions. This has led to an unequal approach and cut off the routes for some of our residents.

There are joint project opportunities that will contribute to the prosperity through productivity, such as the Morecambe Bay curriculum work being pioneered by Eden Project North in partnership with Lancaster University, University of Cumbria, and the Further Education (FE) colleges around the Bay, agreed with Ofsted. This is a step change in a rounded curriculum offer that is centred on Place and reconnecting our children and young people with their natural surrounding, history and community, creating diverse education and career opportunities.

## Local case study: South Lakeland Masterplan for Industrial Site

A local working group aligned with the LIS to drive economic regeneration represented by GSK Ulverston, South Lakeland District Council (SLDC), Cumbria LEP, Cumbria County Council and Ulverston Town Council, under the chairmanship of MP Simon Fell is developing the vision for an area of land in Ulverston donated by GSK in 2018 to support the creation of jobs and growth in the local economy. Local MP for Barrow and Furness Simon Fell said: "This is a hugely important step to seizing the opportunity that this site offers. We have the chance to build a lasting legacy for Ulverston and the surrounding area with a focus on life-science and renewable energy jobs." The Task Force's vision for the land is for it to be a nationally significant advanced manufacturing-based business location, which draws on Ulverston and Morecambe Bay's established strengths in world-class life sciences.

However, to date the response across Cumbria to promoting education pathways has been largely reactive. Individually we lack the scale to create and deliver a cross sectoral vision. We need a strategy to support local people and retain the talent that currently leaves the Bay.

## What will be different

Together we can lead on the reform agenda for education by creating a forum for collaboration on a new long-term strategy. This community of talent made up of educational institutions, local authorities, Cumbria and Lancashire LEPs will drive the strategy forward, as well as creating opportunities for new forms of collaboration and identification of synergies.

Activities within our strategy would include:

- Greater coordination in driving skills development that fits and supports the potential of high-value growth industries
- Greater collaboration with our Higher Education Institutions (HEIs), such as Lancaster University, a top ten UK institution, benefiting from their strong international links.
- Working with education institutions to address specific skills shortages in advance, such as engineering (electrical, nuclear, civil, marine etc)
- Supporting our institutions to prepare our people for the jobs and opportunities in tomorrow's industries, with a focus on digital skills
- Link our long-term strategy with our Prosperity and Resilience Strategy so that our attractive economic area retains our best talent.

## How we will deliver

- Be the catalyst to drive a whole system long-term strategy and approach to skills and learning
- Offer an exciting and innovation range of education and training opportunities to our residents
- See improved educational attainment across agreed groups for all forms of education
- Support the growth of new sectors as a result of a more diverse range of skills and wider talent pool, furthering our innovation and productivity potential
- Empowering communities and delivering broader outcomes, not just focus on formal qualifications
- See skills shortages, vacancy rates and unemployment fall, leading to a fall in the area's benefits bill.

# Improved digital and physical connectivity will enable long term economic growth and resilience and improve social wellbeing

## Why it matters

There is a need to improve both digital and physical connectivity for people, communities and businesses alike as important enablers to economic prosperity and thriving communities. Good digital connectivity is now a pre-requisite for long-term economic growth and resilience. It is also an increasingly important contributor to social wellbeing, allowing people access to services, resources and social connection. Poor digital connectivity is a major concern, particularly in Cumbria. The rural and remote nature of many of our communities means people and businesses are operating in the context of a digital deficit when compared to other parts of the UK.

Only 93.8% of Cumbria has Superfast broadband ( $\geq 30$ Mbps) compared to 97% on average for the rest of England. In addition Cumbria's mean download and upload speed is currently 33Mbps and 8.7Mbps respectively. This is again below average as the national mean is 46.8Mbps and 9.6Mbps respectively.

The UK Broadband impact study projected a £20 net economic impact for every £1 of public investment. The Centre for Economics highlighted that disconnected individuals are likely to experience between a 3%-10% decrease in earnings benefits. Moreover, those who are digitally connected are able to communicate with family and the community 14% more frequently.

Similarly, physical connectivity is varied and in places poor – it's needed to allow people to reach economic areas in reasonable time and to connect socially.

Like many rural places, parts of our communities face limitations on physical connectivity due to the condition of local roads; reliance on A-roads and minor roads in some areas; limited access to public transport in some villages and towns (especially on weekends) and a lack of integration between different modes of transport.

These physical and digital issues create challenges for providing financially sustainable and effective public services and is a barrier to attracting people to live and businesses to locate here. We need to create greater digital inclusion through both skills and access for all our residents so they can better access services and participate in their communities. It also exacerbates social isolation and associated problems for those in more remote areas, reducing quality of life.

## What will be different

Our ambition is to bridge the current digital divide with other areas of the country, delivering enhanced digital infrastructure, as well as supporting the development of digital skills for all of our population. This will involve:

- The further roll out of Superfast/Ultrafast broadband, meeting and then exceeding Government targets (e.g. of Gigabit broadband by 2025)
- Bringing forward a strategy to join up the public estate to enable a Full Fibre grid and greater public Wi-Fi capability;
- To develop a strategy to improve mobile coverage extending 4G coverage (working with the shared rural network initiative) and open a dialogue with government to develop 5G pilots/testbeds as these start to become more mainstream, building on rural pilot programmes in areas like Dorset.
- Looking at how we support alternative models of increasing connectivity in rural areas, for example Broadband for the Rural North (B4RN), enabling greater levels of inclusive online service provision
- Building on exemplars from the Digital Skills Partnership for our region and maximising the impact of the National Retraining Programme.

In terms of physical connectivity, we will deliver a strong transport strategy and investment plan to support existing and future development, linking this with The Bay's green and visitor economies, supporting active lifestyles and improve public health outcomes. Examples would include increasing the quality of cycle paths and facilities in towns and our key transport transition points (e.g. road to rail). We also plan to look at innovative ways of revitalising public transport availability in those areas that are currently less well-served (e.g. transport as a service Apps), which will empower the Bay to focus on our priorities together.

## How we will deliver

Working closely with our neighbouring authorities we can take advantage of the opportunity that devolution could offer in terms of new powers and funding, for example around strategic transport planning. Creating a Combined Authority that could operate across the two new unitaries and with key public and private sector providers, we will explore a coordinated transport strategy, amongst other opportunities, to maximise the impact of infrastructure investment in our region, ensuring it is better aligned between public and private sectors.

### Local case study: B4RN

Launched in 2011 by a local volunteer group, B4RN's affordable community-focused model is regularly used as a leading national exemplar of what is possible in terms of gigabit fibre and an empowered rural community. 7,000+ homes have been connected with £7m+ invested by local communities.



## 4.4 Finance and affordability

This proposal present realistic and deliverable efficiencies that will create a resilient and sustainable council.

### Financial summary

Previous sections have outlined how the Bay Council will deliver a resilient and sustainable system of unitary local government for the Bay. This financial impact of changes have been developed based on indicative modelling as part of this proposal. This indicates that the Bay is expected to deliver a net benefit of £35m over the next 5 years.

#### Note:

- The figures quoted in the Financial Case differ from those in the Economic Case because they include inflation.
- Figures in the earlier Economic Case are presented at current prices (excluding inflation). Those including inflation should be used for the purposes of informing affordability and funding.
- VAT is also typically included in the Financial Case, but is not included here as it is assumed that Councils can recover VAT.

In line with HM Treasury guidance, only cashable benefits should be shown in the Financial Case. Indirect benefits, in this case, can be considered cashable, however, they are not achieved as a direct impact of the structural change being proposed in this case. For completeness, total overall direct and indirect benefits are shown in this section, with a sensitivity showing the overall financial position if indirect benefits are not achieved.

It should be noted that all individual opportunity areas are subject to more detailed analysis in individual business cases to inform decisions by the implementation executive. This should include consideration of areas such as any pension issues, impact on budgets of each organisation and any changes to shared staff roles.

### Summary table

5 Year Benefit Value (£m)	FY21/22 Year 1 (£m)	FY22/23 Year 2 (£m)	FY23/24 Year 3 (£m)	FY24/25 Year 4 (£m)	FY25/26 Year 5 (£m)
<b>£35m</b>	(12.0)	(10.0)	16.7	17.5	22.7

Notes: Difference in total due to rounding

### Refining and updating our business case

Additional analysis around the financial case will be conducted when the Secretary of State has agreed to our proposal.

This would include:

1. Updates in light of government announcements on future funding for local government
2. Updates in light of expected policy announcements, particularly in relation to devolution and recovery
3. Incorporation of additional detail and analysis of reform options based on feedback
4. Attribution of project costs to participating authorities (capital and revenue)
5. Analysis of further likely sources of funding
6. Analysis of the impact on participating authorities' income and expenditure accounts and balance sheet, duly confirmed by an external auditor
7. Overall affordability and funding arrangements, including (written) confirmation from the organisation's Members and other key stakeholders and any contingency arrangements for overspends
8. Assessment of council tax harmonisation
9. Assessment of policing and fire and rescue service costs once arrangements are agreed.



## 4.4 Finance and affordability

The Bay Council represents an affordable transition with costs of transition modelled on recent experience and a conservative approach

### Affordability summary

**This table sets out the estimation of implementation costs for developing and managing a two-year transition programme.**

The assessment of costs has been built bottom up from an assessment of similar experience, recent reorganisation business cases and actuals and scaled to the Bay context.

The assessment includes additional areas reflecting the Bay area commitment to engagement and partnership working. An allowance has been made for co-production and development to built in community and partner involved in the design and development of the council.

Given the uncertainties at this stage of the proposal, and in line with general conservative approach taken in this submission, a significant contingency has been built into the assessment.

Sub-Category	5 Year Costs (£m)	Year 1 £m	Year 2 £m	Year 3 £m	Year 4 £m	Year 5 £m
Programme Team, Org Design and Change Programme	<b>5.53</b>	2.74	2.79	-	-	-
Accommodation	-	-	-	-	-	-
Audit / Finance one-off support	<b>0.41</b>	0.41	-	-	-	-
HR one-off support	<b>0.41</b>	0.10	0.31	-	-	-
Skills / learning costs	<b>0.82</b>	0.41	0.41	-	-	-
Legal one-off support	<b>0.77</b>	0.57	0.19	-	-	-
Other specialist advice	<b>0.21</b>	0.15	0.05	-	-	-
Consultation, communications and rebranding	<b>0.39</b>	0.19	0.20	-	-	-
Co-production	<b>0.20</b>	0.20	-	-	-	-
Contingency	<b>2.5</b>	1.20	1.30	-	-	-
Redundancy Costs	<b>1.82</b>	0.90	0.92	-	-	-
<b>Total:</b>	<b>13.06</b>	<b>6.88</b>	<b>6.18</b>	-	-	-

**Notes:** Difference in total due to rounding

## 4.4 Finance and affordability

The direct benefits and costs of reorganisation represent a deliverable and cautious approach we are confident can be realised

### Direct costs and benefits

**This table shows the costs and benefits from reorganisation that will come from the efficiencies of bringing together the existing three districts and respective parts of the two counties.**

These benefit areas represent recognised areas of benefit targets from bringing organisations together and removing duplication or reducing operational demand.

There will be a reduction in leadership and management roles as a result of the consolidation, resulting in a recurring benefit.

There will be investment in transforming enabling support across the council, taking the opportunity of reorganisation to modernise support functions and systems. The initial costs of transformation are repaid by year 6, reducing the running cost of the council.

There is a planned investment in new capabilities that will enhance the future council's ability to make evidence based decisions through use of advanced analytics and data.

There will be a significant opportunity for consolidating procurement of common and shared categories of spend between the predecessor councils.

There will also be savings in the operational asset requirements of the future council from consolidation of accommodation and ways of working to make optimum use of the portfolio.

There will be savings from reduced costs of elections and due to fewer members.

Type	Opportunity	5 Year Value (£m)	Year 1 £m	Year 2 £m	Year 3 £m	Year 4 £m	Year 5 £m
Direct Benefit	Leadership integration	<b>5.2</b>	0.0	1.3	1.3	1.3	1.3
Direct Cost	Leadership integration	<b>(0.1)</b>	(0.1)	(0.0)	(0.0)	(0.0)	(0.0)
Direct Benefit	Transformed enabling support	<b>12.6</b>	0.0	0.0	4.0	4.2	4.4
Direct Cost	Transformed enabling support	<b>(15.3)</b>	0.0	(2.7)	(5.5)	(5.6)	(1.4)
Direct Cost	Investment in enabling support	<b>(0.7)</b>	0.0	0.0	(0.2)	(0.2)	(0.2)
Direct Benefit	Joined up commissioning & procurement	<b>19.4</b>	0.0	0.0	6.2	6.5	6.7
Direct Benefit	Governance change	<b>0.3</b>	0.0	0.0	0.1	0.1	0.1
Direct Benefit	Asset strategy & portfolio management	<b>14.3</b>	0.0	0.0	4.6	4.8	5.0
<b>Direct Benefits &amp; Costs Total</b>		<b>35.8</b>	<b>(0.1)</b>	<b>(1.5)</b>	<b>10.5</b>	<b>11.0</b>	<b>15.8</b>

**Notes:** Difference in total due to rounding

## 4.4 Finance and affordability

Combining reform and reorganisation we will make interventions that create recurring and sustainable system benefits

### Indirect costs and benefits

**This section outlines the indirect benefits that are possible through linking our reorganisation to a reform and recovery approach that delivers on our priorities.**

There are significant opportunities for the creation of a new unitary authority in the Bay area to provide strategic leadership in driving system wide benefits.

For each of these areas we have included a high-level assessment of the net benefit potential as a result of interventions we could make.

We have included assessment of the costs of those interventions and based the potential returns on available evidence and examples to validate the assessment. These thematic intervention areas will be further developed and refined as part of the implementation process, combining our reorganisation and reform planning in an integrated programme of change.

In making our assessment we have been conservative in the potential returns. We have included a further sensitivity test to consider the potential stretch benefits and additional return that might be possible.

These benefit areas result in significant, sustainable and recurring benefits that will be enhanced by a Bay Council providing the leadership and stimulus.

Type	Reform priority theme	5 Year Value (£m)	Year 1 £m	Year 2 £m	Year 3 £m	Year 4 £m	Year 5 £m
<b>Indirect benefit</b>	Adult Social Care	<b>3.7</b>	0.0	0.0	1.2	1.2	1.3
	Children's services	<b>2.0</b>	0.0	0.0	0.6	0.7	0.7
<b>Indirect benefit</b>	Community Power	<b>4.0</b>	0.0	0.0	1.3	1.3	1.4
<b>Indirect benefit</b>	Community Wealth	<b>4.0</b>	0.0	0.0	1.3	1.3	1.4
<b>Indirect benefit</b>	Climate Emergency Commercial Strategy	<b>8.0</b>	0.0	0.0	2.6	2.7	2.8
<b>Indirect cost</b>	Community development	<b>(2.7)</b>	0.0	(0.7)	(0.7)	(0.7)	(0.7)
<b>Indirect cost</b>	Reform investment	<b>(6.7)</b>	(5.0)	(1.7)	0.0	0.0	0.0
<b>Indirect Benefits &amp; Costs Total</b>		<b>12.3</b>	<b>(5.0)</b>	<b>(2.3)</b>	<b>6.3</b>	<b>6.5</b>	<b>6.8</b>

**Notes:** Difference in total due to rounding

## Council tax harmonisation

Council tax rates will need to be harmonised and a subject of further analysis and agreement pending a decision

**In order to model council tax harmonisation for the unitary authorities we assume that the lowest district rate will be increased at the maximum allowed (1.99% or £5 which ever is greater) with highest rates held constant and then reduced to harmonise within five years.**

Band D equivalents can be taken from the MHCLG Calculation of Council Tax Base data (October 2020). Council tax rates will be taken from the MHCLG data. 2021/22 would be the base year.

The aim will be to minimise 'foregone council tax' and create an equitable rate for all reflecting the new unitary.

This will also need to consider the precepts relating to the counties precept including the adult social care precept (Lancashire at £1,400 and Cumbria at £1,441 in 2020/21), police authorities (Lancashire at £211 and Cumbria at £266) and fire and rescue authorities (Lancashire at £71 and Cumbria included in the county precept). Average band D parish totals in Lancaster are £0, £8 in Barrow and £39 in South Lakeland.

This will form part of the financial workstream to be explored in more detail as we progress to implementation.





## Making it happen

This section explains how we will deliver the change.



## 5.1 Making it happen

How we will ensure that the benefits and opportunities for a new sustainable model for local government are achieved

In previous sections of this proposal we set out why the Bay is the best solution for a move to unitary local government. In this section we set out our considered and deliverable implementation approach to deliver reorganisation, reform and recovery within the Bay, building on the lessons learned from the South Lakeland District Council transformation programme, Customer Connect. The outcomes of the programme will help to further improve systems for residents, business and visitors to drive property for all.

Such large scale change requires a detailed implementation plan and approach, alongside an established change management approach. More details of how we will make this happen are describe in 3 steps below:

### 1 Immediately begin detailed planning and collaboration

**We will immediately begin detailed preparation and collaboration activities to deliver the new Bay Council.**

- Our joint work will continue to evolve after submission of this proposal and focus on the important prosperity and resilience agenda we are pursuing
- We will lay the foundations for mobilising an enhanced programme once the MHCLG decision is made.
- We will begin to establish our implementation programme and team to develop and deliver on reorganisation, reform and recovery
- We will add greater granularity and agree our detailed implementation plan.

### 2 Drive the change

**We will establish best practice programme management tools and techniques to deliver change at scale and at pace.**

- We will establish a Programme Management Office to oversee and co-ordinate the programme, adopting leading practices to realise the benefits that we have set out
- Our programme governance model will guide and steer our agenda, led by a Programme Board who will provide strategic direction against our reform priorities
- We will set up a rigorous approach to risk and issue management approach to ensure the right people are involved in managing issues early.

### 3 Release the change

**We will deliver a programme of engagement working with both of the County Councils, our public sector partners, our communities and the wider public.**

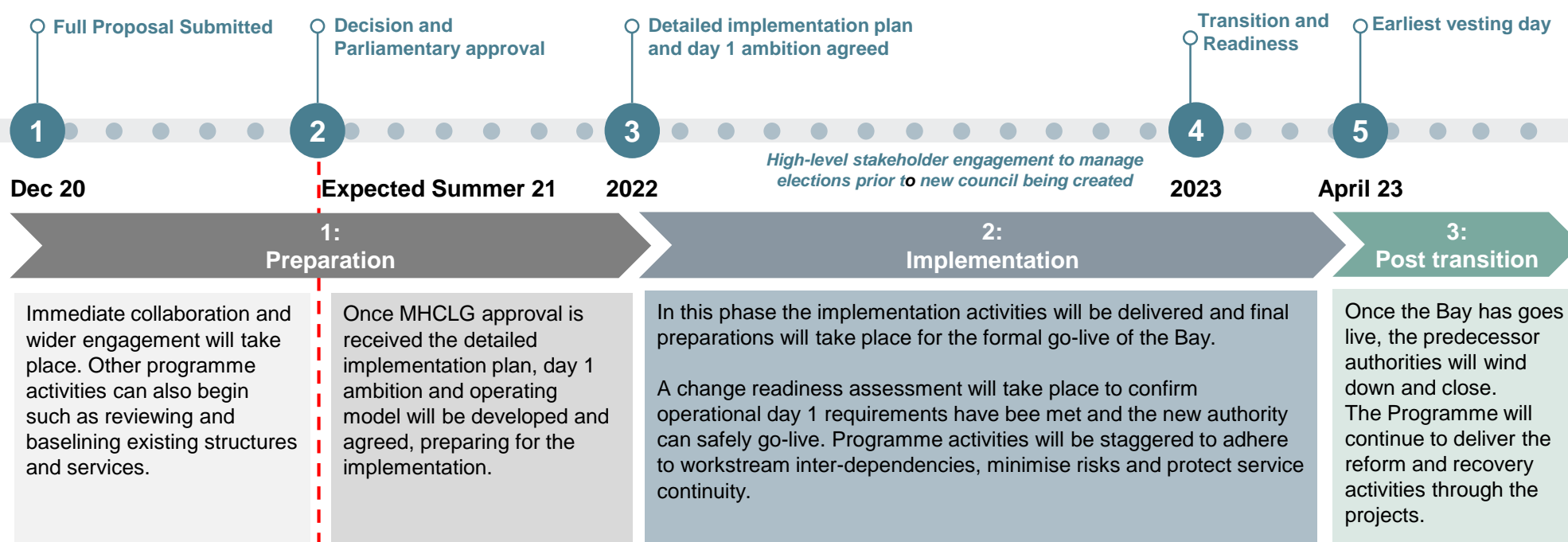
- Our leadership team will communicate our ambition to our people, partners and residents to create a feeling of shared ownership
- We will combine our stakeholders, both internal to the councils and involved in the wider system, to understand their needs and motivations and take them with us on this journey
- We will redefine the desired beliefs, behaviours and ways of working in the new council and represent a fresh start
- Shared priorities to achieve real change

## 5.2 Programme approach

How we will ensure that the benefits and opportunities for a new sustainable model for local government are achieved

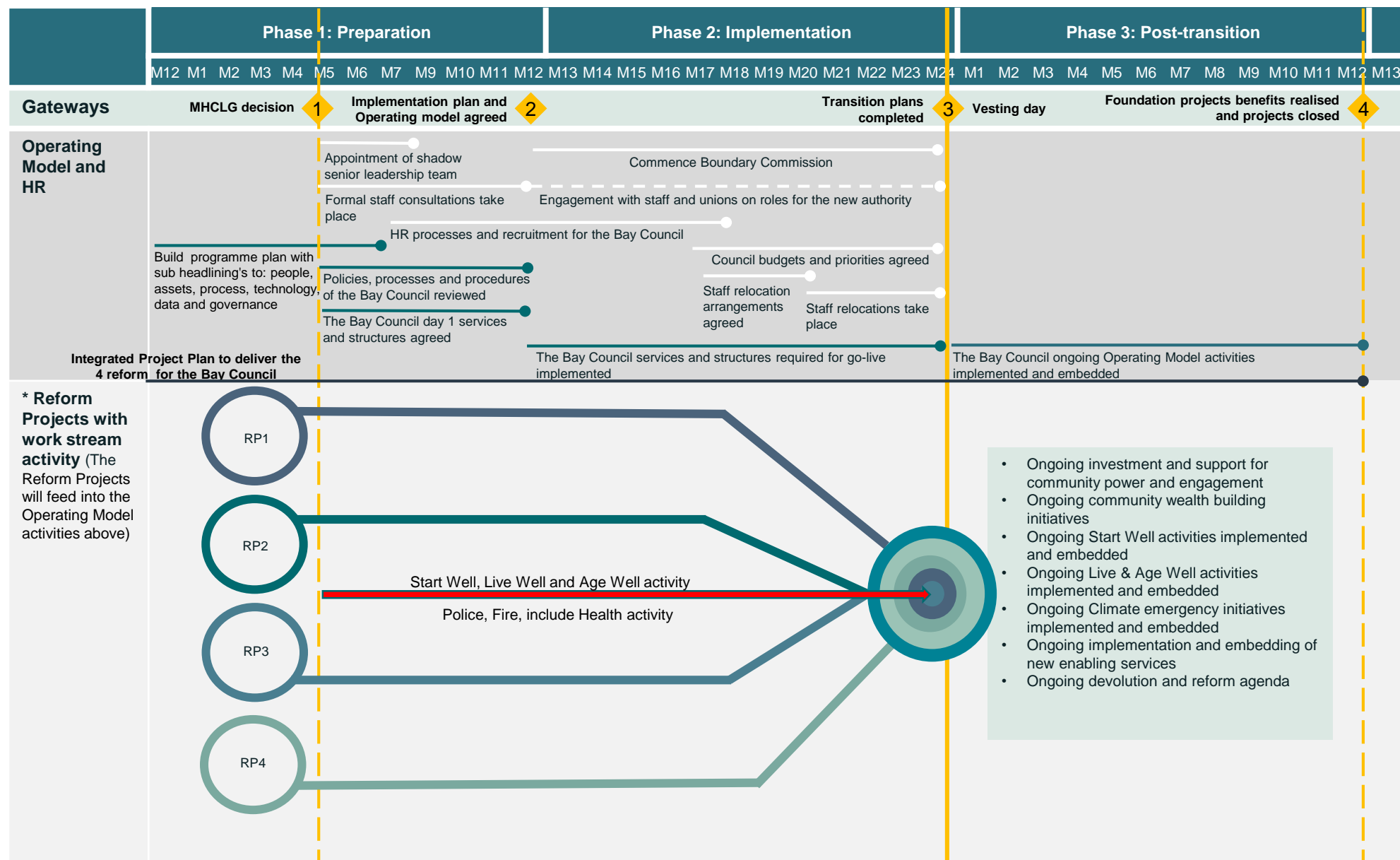
Below is a high level summary of our programme phases to launch the new Bay Council. We expect that any decision will take some time to allow for full consideration of our proposal and consultation with local partners and within government. We have assumed that the decision and subsequent transition period will be targeted at vesting day no earlier than April 2023.

The length of each programme phase is dependant on the completion of programme activities within it, which are described in more detail in our high level programme implementation plan.



## 5.3 High level Programme implementation plan

This section has been developed based on experience and recent unitary authorities as good practice as well as our own learning.



- Indicative Reform Projects:  
Key: RP1 = Community Power and Engagement, RP2 = Community Wealth Building, RP3 = Well-being, RP4 = Climate Emergency with the following workstreams: Start Well / Children Services, Live & Age Well Adults Services & Health, Investments and Devolution

\*The implementation plan will be developed further based on good practice from previous programmes such as Customer Connect, in managing change



## 5.4 Driving Change - Programme management approach

We will establish best practice programme management tools and techniques to deliver change at scale and at pace.



### Programme Governance

**The Programme governance model will guide and steer a combined reorganisation and reform agenda across the Bay area and all impacted councils, including continuing authorities**

- We will convene and align partner organisations and other stakeholders through our system leadership to better integrate efforts on creating the conditions in the system that enable more effective working. Reorganisation will become a catalyst for reforming that services are delivered, enabling a rethink that removes departmental and organisational siloes and introduces more holistic solutions.
- The Bay Programme Board will drive the Programme forward by providing strategic direction and sign-off. Its members will include Leaders from each district council, chief executives, lead officers and programme and project managers
- The role and terms of reference of the joint committee going forward will be reviewed and updated.



### Risk management

**Effective risk management is essential in any major transformation programme. We will establish a robust risk management regime to ensure successful delivery of re-organisation and reform.**

- The Bay Programme approach to Programme Risk Management will be consistent with best practice guidance for managing successful programmes. The PMO will own the process for the creation, tracking and management of risks with the RAID (risk, assumption, issue and dependency) Log.
- Each risk, assumption, issue and dependency will have a designated owner who will be responsible for ensuring that mitigating actions as required are put in place, tracked and reported on, with the support of the PMO.
- The RAID log will be reviewed on a regular basis by the PMO and escalated up through the programme governance model as needed.



### Benefits management

**A structured approach to benefits management will ensure that the Programme successfully achieves positive outcomes for the people, places and performance of the Bay area**

- The benefits in this proposal will be regularly updated and review to ensure that as a programme we realise our ambition for the Bay. Greater details on the approach to benefit realisation management will be developed during the preparation phase.
- Direct financial benefits of reorganisation
- Indirect financial benefits that are possible through linking our reorganisation to a reform and recovery approach that delivers on our priorities
- More details on the types of benefits were provided in section 4.3 Finance and Affordability.



### Assurance and review

**Programme assurance activities will be established to assess the performance of the Programme and provide reassurance on a regular basis.**

- This will include a detailed formal review as the programme moves between the preparation, implementation and post-transition phases. At these points the Programme Board will give their approval once they are satisfied that the Programme can safely and successfully proceed.
- Alongside the formal reviews the PMO will monitor and evaluate programme performance throughout to resolve issues and learnt lessons quickly.
- Once all programme benefits have been achieved a detailed post programme evaluation will take place.

## 5.5 Releasing change

We will deliver a programme of engagement working with both of the County Councils, our public sector partners, our communities and the wider public.



### Enable reform leadership

**We already have a sense of shared purpose and commitment amongst our leaders. Our leadership team will communicate our ambition to our people, partners and residents to create a feeling of shared ownership**

- In the initial phases our reform leadership team will build on existing good relations developed between council leaders and officers during the previous work by all councils and this case.
- Once our proposal is agreed Shadow Authority and Executive arrangements, subject to any legislation requirements, will be put into place.
- This will involve officers and members from the preceding councils co-operating as reform leaders and being supported to think, engage and role model:
  - Breaking with the past and present – abandoning mindsets grounded in the past and anchoring all activity to the desired future
  - Focusing on genuine commitment – investing emotional and intellectual energy and committing whole-heartedly to making the future a reality
  - Incorporating people in the change – leaders investing sufficient time and energy to build collective enthusiasm for the future and creating the employee participation and involvement essential to success.



### Engage and enable people

**We will combine our stakeholders, both internal to the councils and involved in the wider system, to understand their needs and motivations and take them with us on this shared journey.**

- This will involve overcoming resistance to change, and creating an environment that encourages the willing participation of people in the change process by helping people understand why they should change, and maintaining the focus on this rationale so there is a compelling and sustained reason to become involved and be part of the solution
- We will equip people both inside and outside of the councils with the skills, behaviours and mindsets for reform
- We will also create emotional connections with reform supporting people's need to respond positively with both heart and mind to the future vision and the benefits of the change
- As we would expect all existing councils to cease to exist to be replaced by the Bay staff transfer and engagement will be a key factor – both on a technical level (i.e. TUPE regulations / continuity and equality of employment opportunity for most, with open competition for key leadership roles) but also emotionally to the new councils and way of working.



### Embedding new behaviours

**We will redefine the desired beliefs, behaviours and ways of working in the new council and represent a fresh start.**

- This case presents a much stronger opportunity to avoid a single 'preparing' council culture to dominate the new arrangement. The new arrangements are an opportunity to shape councils in the spirit of a modern and progressive council. To embed new behaviours we will:
  - Clarify and define the desired future culture and ways of working
  - Assess the current cultural alignment and responsiveness to reform
  - Work with staff, partners and residents on ways of working to the desired future.

## 5.6 Managing the risks and realising benefits from reform and reorganisation

### Adopting a risk conscious approach

Throughout this process we have approached potential risks and issues in an open, honest and collaborative way. We recognise the risks associated with any form of local government reorganisation and reform, in fact we are effectively managing many similar risks in our current operating environments within and between organisations.

As set out in section 4, our proposal is about adopting a risk conscious mindset, exploring, assessing and consciously taking appropriate risks where the returns, be they financial, social or environmental, outweigh the risks.

Our continued approach to risk management will be consistent with best practice for large, complex change programmes with multiple stakeholders and multiple workstreams as we move from design, into transition and implementation.

We have identified the top three strategic programme risks we are tracking as part of our risk management approach, and will continue to build on and develop out the risks, along with assumptions, issues and dependencies over the coming months, with the appropriate governance arrangements in place.

### Realising the benefits for our organisations, communities and wider public service agenda

The ability to realise both short term and longer term sustainable benefits is at the very heart of this agenda. Identifying, measuring and reporting on the benefits realised through reorganisation and reform are critical to provide direction, purpose and focus for us and to demonstrate achievement to our communities and partners.

As set out in this proposal, our vision is bold and far reaching, and to that end we will go further than just demonstrating realisation of benefits from direct savings. Embedded into our culture we will take a whole systems approach, collaborating with partners, businesses and communities to identify total benefits from our proposed interventions, and seeking to address financial, social and environmental benefits in our approach. Through adopting this mindset we will continue to strengthen the public service agenda across the Bay and deliver better outcomes for all of our communities.

Risk description	Proposed mitigation
<b>The proposal is not treated as a platform for system wide reform as well as reorganisation, leading to underachievement of benefits and reduced improvements in outcomes for our communities</b>	Reform based projects form the foundation of the implementation approach, and the future culture and behaviours both in transition and into delivery. There will be clear identification and assessment of benefits associated with reform as well as reorganisation, and effective distributed leadership to drive system wide change.
<b>Service delivery is impacted due to integration of some services and disaggregation of others</b>	Priority is given to minimising disruption and maximising the opportunities that change offers to our communities and organisations. Implementation workstreams will focus on stability and improvement to key services such as adults services and children's service, police, fire and place based services in close collaboration with those currently responsible for the services.
<b>Staff and the wider workforce are negatively impacted from further change whilst potentially still in response or moving into recovery</b>	Staff engagement has already been taking place to articulate the vision and ambition, the opportunities for staff and the local communities. Continued focus on clarity and transparency of the process, along with ongoing support for their health and wellbeing.
<b>Limited stakeholder support increases complexity of the change</b>	Consultation has already taken place with broad support from across our key partners. Continued focus on strengthening relationships, listening and collaborating to find mutual benefits of the future arrangements. Ongoing design and planning to make this change happen in practice as well as on paper.

## 5.7 Equalities and diversity impact assessment

Under section 149 of the Equality Act 2010 the General Equality Duty asks public authorities and any organisation providing a public function to take proactive steps for equality and diversity.

This due regard is evidenced through an Equality Impact Assessment. Section 149 states:

*A public authority must, in the exercise of its functions, have due regard to the need to:*

- *Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act*
- *Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it*
- *Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

We anticipate our proposed option will have some positive and no negative impacts on persons with protected characteristics. Our drivers for change and proposed future vision, values and operating model will be driven by an overriding determination to make a significant positive impact on all three priorities of the Act, and explicitly to improve equality of opportunity and tackle the deep-seated inequalities that currently plague many of our communities, and in turn exacerbate community tensions and discrimination. We will complete a full Equality Impact Assessment during the preparation phase of the programme and will continue to review and test as the proposal firms up.



## 5.8 System impact - Police services

We are not proposing immediate changes to the geographic boundaries for policing in Cumbria or Lancashire, and neither do we believe that these boundaries are limitations on the options for the Bay Council. There are short and longer term solutions which could be considered by the Secretary of State

### Short term

A **collaboration agreement** between the two Police forces to exercise police powers that will support efficient and effective delivery of police services across the area is possible. Provisions for collaboration are set out in the s22A to s24 of the Police Act 1996, as amended by the Policing and Crime Act 2009 and Police Reform and Social Responsibility Act 2011.

Statutory Guidance for Police Collaboration sets out the provisions under which collaboration agreements may be made by police forces and policing bodies.

The Policing and Crime Act 2017 created a statutory duty on fire and rescue authorities, police forces, and ambulance trusts to:

- keep collaboration opportunities under review;
- notify other emergency services of proposed collaborations that could be in the interests of their mutual efficiency or effectiveness; and
- give effect to a proposed collaboration where the proposed parties agree that it would be in the interests of their efficiency or effectiveness and that it does not have an adverse effect on public safety.

The duty is deliberately broad to allow for local discretion in how it is implemented. It recognises local emergency services are best placed to determine how to collaborate for the benefit of their communities. However, the duty sets a clear expectation that collaboration opportunities should be considered.

The duty does not preclude wider collaboration with other local partners, such as local authorities and health bodies. To reflect their wider role, ambulance trusts are required to consider the impact of the proposed collaboration on their wider non-emergency functions and the NHS when determining if it would be in the interests of efficiency or effectiveness.

The view of the Chief Constable in Cumbria was that they would make the proposal work from an operational policing perspective. Their equivalent in Lancashire would support unitary local government in general but wants consideration of Lancashire as a whole. For both police and fire there is a need for a clear national position on what the government deems acceptable. A solution should be possible that permits an effective organisation of local government

### Longer Term

In the event that the Secretary of State was minded to make an Order for reorganisation, then a longer term solution would require the respective Chief Officers, Police & Crime Commissioners and Fire Authorities to consider any relevant proposals in the Local Recovery and Devolution White Paper and intention to build on the government ambition for a radical transformation of how the police and fire and rescue services work together.

Police Authority	RA 20/21 £m
Cumbria	£114.6
Lancashire	£309.9



## 5.9 System impact - Fire & Rescue Authority

The current Fire & Rescue Services do not align to the proposed geography of the Bay Council, therefore our assessment seeks to address this in both the short and longer term.

### Short term

In the short term we propose no changes to the existing geographic boundaries for Fire & Rescue Services in Cumbria or Lancashire, but agreement on operational collaboration.

Under the Fire and Rescue National Framework for England, fire and rescue authorities must collaborate with other fire and rescue authorities to deliver interoperability (between fire and rescue authorities). Fire and Rescue Services Act 2004, Section 16 covers arrangements for discharge of functions by others and to address some of the short term barriers which may exist.

We propose in the short term the use of a **collaboration agreement** between the two Fire & Rescue Services as set out in the Fire and Rescue Services Act 2004. As for the police, the Policing and Crime Act 2017 created a statutory duty on fire and rescue authorities, police forces, and ambulance trusts to:

- keep collaboration opportunities under review;
- notify other emergency services of proposed collaborations that could be in the interests of their mutual efficiency or effectiveness; and
- give effect to a proposed collaboration where the proposed parties agree that it would be in the interests of their efficiency or effectiveness and that it does not have an adverse effect on public safety.

The creation of a Bay Council would be an opportunity for collaboration.

The Lead Member for the Fire and Rescue Authority, which is hosted by Cumbria County Council, would want assurance that reorganisation would not result in a separation into two fire authorities. This would be unviable given the small size of the current authority. However, neither the Lead Member nor the Chief Fire Officer saw any reason why it would not be possible to continue to deliver good services across the current footprint, including the Bay, and for joint work with the Fire & Rescue Service in Lancashire.

Their equivalent in Lancashire, which is a stand alone authority, identified the opportunities through collaboration to support the Bay Council

### Longer Term

In the event that the Secretary of State was minded to make an Order for reorganisation, then a longer term solution would require the respective Chief Officers, Police & Crime Commissioners and Fire Authorities to consider any relevant proposals in the Local Recovery and Devolution White Paper and intention to build on the government ambition for a radical transformation of how the police and fire and rescue services work together.

FRS Authority	RA 20/21 £m
Cumbria	£21.4
Lancashire	£59.0



## Appendix 1

Strategic stakeholder engagement and  
expression of support

# THE BAY



## Stakeholder Engagement and Correspondence

We have initiated stakeholder engagement and included examples of the correspondence that we have received and will share further information and feedback as our proposal progresses.

Dr Hilary Cottam OBE  
Unit 412 / Level 4/  
Peckham Levels  
95A Rye Lane SE15 4ST

30<sup>th</sup> November 2020

To Whom it May Concern

I would like to express my support for the plans submitted by Barrow Borough Council, South Lakeland District Council and Lancaster City Council for their proposal for a unitary authority covering their areas – to be known as The Bay.

This proposal re-draws the boundaries of the authorities in keeping with historical ties and strong local identities. It presents a unique opportunity for Barrow, Lancaster and South Lakeland to build on over a decade of deep community work which has created strong horizontal relationships within this geography between citizens and local leaders, and which in turn, if respected, and nurtured, will enable local leaders to grow strong local economies and thriving communities.

My work on *Radical Help* and more recent research into work and the local economy has enabled me to develop strong ties in this region across local government, business, academic institutions and the eco-system of local community organisations. I believe the richness of the connections within this geography – and across these sectors – provides a particular opportunity to create a dynamic local economy - ensuring the success of local grants already secured - and a step change in statutory provision (in health care, social care and learning environments) – ensuring the development of new models of public service provision for others to emulate.

Working with governments around the world, I am closely familiar with the challenges involved with external assessment of proposals for institutional re-organisation. I write to you therefore in an independent capacity, based on my experience in designing effective system change and with close knowledge of the localities involved. I believe that a re-organisation that draws the boundary around Barrow, Lancaster and South Lakeland Councils would create the conditions to reduce inequalities, underpin a thriving regional economy and ensure social flourishing for decades to come, exactly as the Government seeks to achieve.

Yours faithfully

Dr Hilary Cottam



Westmorland General Hospital  
Burton Road  
Kendal  
LA9 7RG

Moor Lane Mills  
Moor Lane  
Lancaster  
LA1 1QD

1 December 2020

Sam Plum  
Chief Executive  
Barrow Borough Council  
Duke Street  
Barrow-In-Furness  
LA14 2LD  
(by email)

Dear Sam

Thank you for sharing your recent submissions regarding Local Government reform and we appreciate that much thinking and planning has already gone into your initial proposals. We recognise this is an exciting opportunity for you and for future partnership working with health colleagues for the betterment of our local populations.

The Morecambe Bay Health and Care Partnership has inspired new thinking amongst partners and brought many benefits to our local population. Yet we equally recognise that it is an area that inequalities remain high and population outcomes low. There is much more we can and should do together, and we believe better integrated working across health, local authorities and district councils is a key enabler in help make this happen.

As healthcare partners we thought it would be helpful to set-out a consistent view on Local Authority reform to share with all Council partners. We have done this through a set of simple principles and ambitions (attached) that we hope councils will consider and reflect on in their future submissions. At this stage we are keeping an open mind with regard to all proposals and continue to welcome the opportunity for further dialogue.

Yours sincerely

Aaron Cummins  
Joint System CEO

Jerry Hawker  
Joint System CEO

Enc.

cc Mike Thomas, Chair, University Hospitals of Morecambe Bay NHS Foundation Trust  
Dr Geoff Jolliffe, Clinical Chair, Morecambe Bay Clinical Commissioning Group



# Stakeholder Engagement and Correspondence

We sought input from the Cumbria Police and Crime Commissioner and welcome their clear views

## REORGANISATION OF LOCAL GOVERNMENT AND DEVOLUTION FOR CUMBRIA

### INTRODUCTION

1. As Police and Crime Commissioner I have been asked to comment on proposals for local government reorganisation for the county. Policing is of course one of the key infrastructure services for the county in order to maintain public safety for residents, businesses and the many millions of tourists who visit each year. In Cumbria we are fortunate to have a highly performing Constabulary and governance process as assessed by Her Majesty's Inspectorate of Police and Fire Services and I believe it very important in any restructuring of local services that we do not undermine the delivery of this strong performing and essential public service. To that end, I make my contribution to the debate on restructuring for the county in the context of policing and strictly from a non Political Party Partisan view but also as an elected representative who, uniquely, is elected with a remit to serve across the whole county. I would further add that until we are able to consider the detailed proposals for all options, it is unwise to discount any options and indeed we may in the end be best served by a unique Cumbria Hybrid Option.

### THE NEED FOR CHANGE

2. It is apparent to me that within a county of circa half a million residents, to have six District Councils and a County Council is a luxury we can ill afford. Beyond the obvious cost of running 7 administrations and Head Offices there is inevitably duplication and efficiencies which I believe can be driven, though this will clearly need to be developed in the respective detailed business cases. The previous studies have demonstrated a range of potential savings to local taxpayers of millions of pounds which could be better spent delivering services. Whilst we do not yet know the full cost of Covid to the country or the county it seems inevitable that there will have to be significant efficiency in government both locally and no doubt nationally and reorganisation can contribute to this process. In addition and possibly more important is the need to prepare and plan now for recovery of our local economy in a coherent and efficient manner. In my view this needs to be achieved with strategic leadership taking a holistic county wide view and with the levers to drive forward economic action and delivery as well as giving 'voice' to the county in Whitehall, for that reason I support the requirement for a directly elected leader or Mayor. I believe it is important for such a leader to be directly elected from the entire county in order to have a real mandate to speak for all corners of the county - particularly in a county like Cumbria where our geography creates natural, economic, cultural and heritage differences between the North and the South. Even with a county wide electoral mandate, it will be a challenge to speak for the whole county.

### OPTIONS

3. At this early stage two outline options are being proposed, as Police and Crime Commissioner I think it important to state that I believe together with the Chief Constable that we can and would deliver Policing Service to either option but that this is most definitely best delivered by maintaining the current county border and our current policing footprint. I am confident we could deliver this in either of the scenarios currently being proposed. Until we see detailed options for restructuring it is difficult to make further comment but I would offer initial views as follows:

### A SINGLE UNITARY AUTHORITY

4. In principle I would wish to see as few levels of administration as possible to achieve financial efficiency, coherence of public service delivery and to drive economic development and recovery. This argument would support a single unitary authority and intuitively, delivery of this option should be simpler given it would be building on an 'in place' structure, but does not take account of the geographic and cultural make up of the county. It has been clearly stated by the Southern Districts that they are vehemently opposed to a single administration and from my

own experience of working closely with communities in the South of the County, I would support the contention that residents in the South Lakes and Barrow and Furness areas would not support the idea of one unitary and in their perception (rightly or wrongly) be 'governed from Carlisle.' Aligned to the vast geography of the county and the geographic barriers to communications of all type and not least roads, I believe the cultural and heritage arguments are persuasive in suggesting that the county is too large for a single Unitary Authority at this stage - it is my view that it may be a natural evolution but I do not believe the public (and certainly not in the South of the County) would support this proposal currently. If we were to adopt the Single Unitary Authority option, I believe that a mechanism should be developed to ensure that a directly elected leader or Mayor is created to lead on strategic economic development.

### TWO UNITARY AUTHORITIES

5. Creating two Unitary Authorities and disaggregating services currently delivered by the County Council will be challenging and potentially more challenging than aggregating up to a Single Authority; furthermore it would seem axiomatic that two authorities would cost more to run than a single one. Notwithstanding these challenges I believe there are powerful arguments to suggest that public opinion would favour the two Unitary Option which would deliver greater local democratic accountability. The southern districts of the county certainly feel greater affinity and align themselves with the Morecambe Bay/Peninsula construct and this would follow the proven Health Provision footprint from MBNHT. A North South split does seem like an obvious solution if we are to have two Authorities but the proposal does cross the county boundary which is a complication potentially, not least with differences in Council Tax rates and some disaggregation of accountability for services etc but none of which is insurmountable.
6. In the two Unitary model I would most strongly advocate that the Policing boundaries do not need, nor should they be changed and that governance arrangements would sit outside, the Unitary Authorities as they do today. If this model were adopted, Fire Services could be disaggregated from the County Council under the PCC to deliver Blue Light services and develop further efficiency and delivering to the same footprint as currently. This latter structure for Blue Light Services could be reviewed in due course as and when a Mayoral Structure is effected and matures. Whilst I believe that a workable solution is possible to develop, consideration will need to be given to the need for robust protocols for resilience planning and responsibilities. Currently this is covered by the County Council over the County footprint, and much of the delivery of support in resilience scenarios is delivered by the Blue Light Services. Clearly having a part of the Southern Unitary in a different county will be a complication- not insurmountable, but this will need to be addressed and very clear lines of communication and responsibility for Blue Light Support to resilience planning and measures must be built into SOPs for the new Unitary Authorities. In the short term my strong advice would be to maintain geographic responsibilities as now following county boundaries and Blue Light Services remaining outside changes to the Unitary structures in the short to medium term.
7. As noted above, it is difficult to give unequivocal support to any options till we develop detail, but I believe that the two Unitary Model is that most likely to receive public support in the short to medium term, delivers closer democratic accountability, would undoubtedly save public money and is more likely to be well placed to develop economic development dealing with the discrete local needs which are different from North and South of the Lake District mountains.

### DIRECTLY ELECTED LEADER/MAYOR

8. Whilst we do not yet know the full cost of Covid to the country or the county it seems inevitable that there will have to be significant efficiency in government both locally and no doubt nationally, and reorganisation can contribute to this process. In addition and possibly more important is the need to prepare and plan now for recovery of our local economy in a coherent and effective manner. In my view this needs to be achieved with strategic leadership taking a holistic county wide view and with the levers to drive forward economic action and delivery as

well as giving 'voice' to the county in Whitehall, for that reason I support the requirement for a directly elected leader or Mayor. I believe it is important for such a leader to be directly elected from the entire county in order to have a real mandate to speak for all corners of the county - particularly in a county like Cumbria where our geography creates natural, economic, cultural and heritage differences between the North and the South. Even with a county wide electoral mandate, it will be a challenge to speak for the whole county, but I believe it will be a huge benefit to the future economic recovery and development of Cumbria.

9. Whilst the above cannot at this stage be unequivocal I hope it is a useful contribution to the debate around local government reorganisation and I am of course happy to contribute further as more detailed proposals are developed.

# Stakeholder Engagement and Correspondence

We sought input from the Lancashire Police and Crime Commissioner through discussion. We have included their response received on 8 December and our response.



By email only  
Leader South Lakeland Council  
CEO South Lakeland Council

Telephone: 01772 533587  
Email: [commissioner@lancashire-pcc.gov.uk](mailto:commissioner@lancashire-pcc.gov.uk)  
Date: 8<sup>th</sup> December 2020

Dear Sirs

## RE: Local Government Reform – Proposal for the Bay Area

It is my understanding that through a letter of the 9<sup>th</sup> of October 2020 the Secretary of State for Housing, Communities and Local Government, in exercise of his powers under Part 1 of the Local Government and Public Involvement in Health Act 2007, invited any principal authority in the area of the county of Cumbria to submit a proposal for a single tier of local government.

I am aware that along with other proposals, an outline proposal for the "Bay Area" was submitted on the 9<sup>th</sup> of November 2020. Since that date further work has been undertaken to develop a full proposal which needs to be submitted by the 9<sup>th</sup> of December 2020.

The proposal is said to present the case for a new unitary council for the Bay which would include Lancaster administrative area. The proposal, which I have only seen today (7<sup>th</sup> of December 2020) has not been shared with me, as the Police and Crime Commissioner for Lancashire in any way previously, which is very disappointing. Further meaningful engagement with me has also not been undertaken by any party to the Bay proposal. I have not been a party to a Stakeholder meeting. I am unclear where the comments attributed to Lancashire and policing throughout the document have originated, in the absence of detailed engagement with myself and the Chief Constable.

The proposal sets out the case for removing the administrative area of Lancaster from Lancashire and absorbing it into one of two new unitary councils for the Cumbria area. For the avoidance of doubt, Lancaster is not in the administrative area of Cumbria, it is in Lancashire and it is policed by Lancashire Constabulary.

The city of Lancaster has a long and distinguished history being mentioned in the Domesday Book in 1086 and importantly, it is from the city of Lancaster that the County of Lancashire takes its name, previously having been called "Lancaster-shire". It is my view that the people of Lancaster are proud to be called Lancastrians and are proud to be part of Lancashire. Lancaster is the very bedrock of the Lancashire county footprint and as a principle to decouple it from its natural historical home would be a retrograde step. Administrative history is extremely important and there is no reason why working cross boundary cannot continue and even be enhanced even if Lancaster remains outside the boundary. Indeed prior to the 1974 reorganisation both South Lakeland and Barrow were also in fact part of Lancashire.

Cumbria, like many other areas in England may well benefit local government reorganisation within its own administrative boundary. The opportunity to build on existing strong relationships in Cumbria is one which can be pursued through a local government reorganisation in order to improve economic prosperity and resilience. There are however other models of potential reorganisation that can be considered and it is suggested that these are more appropriate to preserve the continuity of policing in the administrative area of Cumbria.

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Police & Crime Commissioner for Lancashire, OPCC, County Hall PR1 0LD  
[www.lancashire-pcc.gov.uk](http://www.lancashire-pcc.gov.uk)



Cont'd.../...2...

The proposal to remove the Lancaster City Council administrative region from the county of Lancashire would necessitate a change in the policing boundary and therefore from a policing perspective this proposal is not supported.

It is my view that you have not met the requirement in your proposal as required by the Secretary of State in his letter of the 9<sup>th</sup> of October 2020. I draw your attention to the schedule and the requirement at 2 (c) which states:

"c. The impact of any proposed unitary authorities on other local boundaries and geographies. If the area of any proposed unitary authority crosses existing police force and fire and rescue authority boundaries, the proposal should include an assessment of what the impact would be on the police forces and/or fire and rescue authorities and include the views of the relevant Police and Crime Commissioners and Fire and Rescue Authorities."

As already stated, my views are not presented in the proposal here despite an attempt to imply they are.

Secondly, I see little or no assessment of impact of the proposal on policing in the proposal. It is merely acknowledged that there will be an impact if the Secretary of State chooses to make an Order for reorganisation.

Lancashire Constabulary has an operating model for the whole of Lancashire. It operates as one. It is naïve to think that a part can be cut away and there be no impact.

The model is based on 3 divisions or BCU's (Basic Command Units). They are split into South/West and East divisions. The divisions are broadly balanced geographically and demographically to meet the policing needs in each area. West division consists of the administrative areas of Blackpool, Fylde, Wyre and Lancaster. To remove the Lancaster City Council area from this footprint will have a significant impact on the whole operational model. It would cause resilience issues for policing in the county, particularly with the loss of a custody centre at Lancaster police station (one of only 6 pan Lancashire) and also a briefing base in Morecambe (one of 9 across the county).

Lancashire Constabulary currently have around 25,000 admissions to custody each year the location and utilisation of the custody suites across the county is finely tuned. The suites provide resilience to each other in times of increased demand both locally and across the county. Further resilience is needed when repairs or refurbishment is required of existing custody facilities. Custody is an area that is subject to a complex staffing regime which is dynamic.

The Lancaster custody facility is also a briefing base. However, operationally the operational response on the ground from that facility is for an area wider than just the Lancaster City Council area. There would clearly be an impact on estate requirements for the Constabulary and an associated need to find and utilise other accommodation in the context of the operational model.

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Police & Crime Commissioner for Lancashire, OPCC, County Hall PR1 0LD  
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The difference in the makeup of Lancashire Constabulary and Cumbria Constabulary is significant - with Lancashire being one of the biggest forces in the country and Cumbria being one of the smallest. This introduces many issues including what infrastructure and specialist support is currently available to the public of Lancaster City Council area versus the alternative.

The Lancaster base hosts resources and provides support not only to that area but to the whole of Lancashire. There are layers of different types of policing resources in play. For example, the area is massively supported by deployments from other areas of Lancashire at times. There are significant Level 2 threats such as County lines and Child Exploitation and issues in Lancaster City Council area which benefits from targeted resources from staff outside Lancaster and across the county.

The associated impact in changing the operating model is the impact on the staff at all levels in the Constabulary from senior police officer posts to a range of staffing roles. Over 500 people in Lancashire Constabulary are likely to be directly affected by the Bay proposal and potentially many more indirectly. Any implementation of the Bay proposal would bring with it the need to align resource to facilitate a TUPE type transfer of relevant staff, alongside the need to transfer relevant assets and liabilities. No assessment has been done of the impact of this policing boundary change in this regard.

There would of course be many other associated impacts for Lancashire and Cumbria Constabulary if the administrative area is consumed into the Bay including the need to address the use of systems (as they will not be the same in all respects), the impact on crime recording, the impact on contact management and the need to realign Constabulary resources to address the impact of the reorganisation. This in itself will impact on an already busy policing agenda including for example the delivery of the national uplift of police officers and this may mean that Constabulary cannot deliver what it had hoped to on various agendas. The distraction of this proposed reorganisation is unnecessary outside the administrative boundary of Cumbria.

Council tax harmonisation is referenced in the proposal indicating that it would be "subject to further analysis and agreement". This again is very important to address now.

The issue of council tax harmonisation arises simply because of the differences in the current levels of council tax between the two authorities. It is entirely unconnected with the costs and savings of the reorganisation itself. The issue of council tax harmonisation is old trodden ground in some respects and was discussed in 2006 with government as part of the proposed merger arrangements for Lancashire and Cumbria Constabulary. It has to be said that at that time it was a major factor in both parties reaching an agreement not to proceed with the amalgamation.

For 2020/21

- Residents of Lancaster have a Band D Council Tax of £211.45 for the PCC for Lancashire
- The current Band D Council Tax for the PCC for Cumbria is £265.59 - **£54.14 higher**

The process of how to equalise council tax has not been addressed or considered to any depth. Further, it appears that the proportional increase in population to Cumbria (a nearly 28 % increase) would be higher than the proportional increase in Council tax base and therefore ability to generate income – this doesn't appear to have been modelled and the impact assessed.

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[www.lancashire-pcc.gov.uk](http://www.lancashire-pcc.gov.uk)

# Stakeholder Engagement and Correspondence

Lancashire Police and Crime Commissioner continued....(and our response)



Cont'd.../...4...

In terms of government grant funding any change in population to either administrative area will require an adjustment to government policing grant funding for each PCC. I can see no assessment of the impact of potential grant changes for either PCC. I am therefore unable to understand fully the impact that may have on Lancashire's future income and expenditure. In the event of a negative impact in that regard I would be looking to seek or assurances from government that neither PCC suffers any detriment due to a change in grant levels by implementing this proposal.

The proposal suggests at page 91 that there is a short term and long term consideration in respect of police boundaries. It suggests that in the short term collaboration through s22A of the Police Act 1996 could be put in place. Lancashire and Cumbria Constabulary already collaborate both locally and through many national agreements however it is in appropriate to suggest that collaboration agreement could be in place for the short term on reorganisation.

In fact it is my understanding that when making an order for reorganisation under the Local Government and Public Involvement in Health Act 2007, section 11(4)(g) allows a consequential alteration to police force boundaries to be made. Section 13(4) provides that the Secretary of State must use the power to alter police force boundaries in a way that ensures no county in which there are no district councils, district or London borough is divided between two or more police areas. This therefore covers all possible unitary councils that could be formed using the powers under the 2007 Act, and so the Secretary of State must, if necessary, use their power in section 11(4)(g) to alter the police force area to ensure the new unitary is covered in its entirety by one police force area. In my view there is no short term and to suggest otherwise is inappropriate.

For the reasons set out above I am unable to support the Bay proposal.

I do broadly support the move towards local government reorganisation. I do feel that it is time and there is a need and that is the case for Lancashire itself. In fact I would advocate for a reorganised Lancashire with a combined mayoral authority, based on the Divisional policing footprint outlined above. It makes much more sense to develop this proposal for Lancashire and to leave the area intact and for government to work with Lancashire Councils and the PCC to develop this proposition further. It is hoped such an opportunity will arise soon, in the context of the widely anticipated Government White Paper on Devolution.

Yours sincerely

Clive Grunshaw  
Police & Crime Commissioner for Lancashire



Clive Grunshaw  
Police and Crime Commissioner for Lancashire  
Email: [commissioner@lancashire-pcc.gov.uk](mailto:commissioner@lancashire-pcc.gov.uk)



South Lakeland District Council  
South Lakeland House  
Lowther Street  
Kendal  
Cumbria  
LA9 4DQ  
Tel: 01539 733333  
[www.southlakeland.gov.uk](http://www.southlakeland.gov.uk)  
Date: 8 December 2020

Dear Mr Grunshaw,

Local Government Reform – Proposal for the Bay Area

Thank you so much for your letter of today. We very much appreciate your taking the time to contact us.

In your letter you indicate that you have not been engaged in the process. It is our understanding that repeated attempts have been made to engage you and your office in this process. A meeting with the Leader & Chief Executive of Lancaster City Council had been scheduled for last week, but was cancelled by your office. Subsequently you spoke directly with the Leader of Lancaster City Council. Numerous attempts have also been made to follow up the call between yourself and the Leader of Lancaster City Council with your officers, however, they did not respond. A separate meeting was also held between Lancaster City Council and senior operational officers. It is the outcome of these conversations that we believe is faithfully represented in the document we have presented to our councils.

As you are probably aware, we were able to arrange a meeting with the Cumbrian PCC - which demonstrates our desire to reach out to the Police authorities.

We very much appreciate your summary of recent history, which was also in our minds. There is no question of changing the ceremonial boundaries. This is simply a proposal for how we organise local government. It is interesting that the opinion polling and survey data in Lancaster and Morecambe shows overwhelming support for the Bay unitary.

As regards policing, we are proposing no change to the existing police boundaries. We have taken Counsel's advice on the matter and it is clear from the legal opinion that the statute does not require a change in police force configuration on change in local authority boundaries.

Naturally we will continue to work to address outstanding issues in a collaborative way. These are not matters which can be rushed and we would be willing to meet as part of the ongoing process, through which we can further address any point raised in this letter. Indeed we would



also recommend a joint conversation with relevant government officials to discuss outstanding matters.

We would be grateful if your office would suggest a time when we could discuss the matter with you.

Yours sincerely,

Cllr Ann Thompson  
Leader of Barrow Borough Council

Sam Plum  
Chief Executive of Barrow Borough Council

Dr Erica Lewis  
Leader of Lancaster City Council

Kieran Keane  
Chief Executive of Lancaster City Council

Cllr Giles Archibald  
Leader of South Lakeland District Council

Lawrence Lowrey  
Chief Executive of South Lakeland District Council



# Stakeholder Engagement and Correspondence

Following on from discussion with the Lead Member and Chief Officer of the Fire Authority in Cumbria, the Cumbria Chief Executive expressed concern about the need to consult with Full Council as the fire authority. We have asked for that opportunity.

## Cumbria County Council



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Cllr Ann Thomson and Sam Plum  
Leader and Chief Executive, Barrow Borough Council  
By e-mail: [m.thomson@barrowbc.gov.uk](mailto:m.thomson@barrowbc.gov.uk) [s.plum@barrowbc.gov.uk](mailto:s.plum@barrowbc.gov.uk)

Cllr Giles Archibald and Lawrence Conway  
Leader and Chief Executive, South Lakeland District Council  
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Copied to: Cllr Stewart Young (Leader of the Council); Cllr Peter Thornton (Deputy Leader); Cllr Janet Willis (Cabinet Member for Customers, Transformation and Fire and Rescue); Steve Healey (Chief Fire Officer)

7 December 2020

Dear all,

### Bay Unitary Proposal – Fire & Rescue Authority

We note the publication, on Friday afternoon, of the full proposal for establishing a new unitary authority for Barrow, Lancaster and South Lakeland (the Bay) in advance of your Executive/Cabinet and Council meetings tomorrow.

In the Secretary of State's invitation of 9 October it states "If the area of any proposed unitary authority crosses existing police force and fire and rescue authority boundaries, the proposal should include an assessment of what the impact would be on the police forces and/or fire and rescue authorities and include the views of the relevant Police and Crime Commissioners and Fire and Rescue Authorities."

As part of the "Bay" stakeholder engagement, and at your request, Cllr Janet Willis, Steve Healey, Chief Fire Officer and Mark Askew, senior manager, met with Tim Pope and Nathan Elvery (PA Consulting), Sam and David Sykes to enable you to understand their perspectives on the potential impact of any change and their own priorities.

In advance of the meeting, Steve clarified his role as the professional officer responsible for running the Fire and Rescue Service and that his views did not represent the views of the Fire Authority. In Cumbria the Fire Authority is the Full Council and comprises all 84 Elected County Council Members. Cllr Willis is the Cabinet Member with lead responsibility for Fire and Rescue services in addition to a broader portfolio.

I also outlined the nature of the Fire Authority governance in a subsequent meeting with Lawrence and Sam.

It is disappointing therefore to see that you did not, share your proposal in advance of publication, or sought the views of the Fire Authority on this proposal.

During the stakeholder meeting Cllr Willis and Steve highlighted their views, including:

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[cumbria.gov.uk](http://cumbria.gov.uk)



## Cumbria County Council



- The advantages of the Cumbria footprint for the service in terms of simplicity
- The benefits of the Fire & Rescue Service being part of the County Council
- The recent positive inspection outcome, confirming the high performance of the service
- The day-to-day service delivery of all Fire & Rescue Services operated across boundaries with the nearest resources responding to incidents
- That there didn't appear to be any easy answers on the model for how the service could be governed and organised to fit with the Bay unitary proposal

At this meeting your team did not put forward a specific model for the governance and organisation of the Fire & Rescue Service for County Council colleagues to comment on.

Given the points I have set out above it is therefore surprising to see the statements included in your proposal which suggest that there are no reasons why it would not be possible to continue to deliver good Fire & Rescue services across the current footprint, including the Bay. These do not fully represent the stakeholder meeting and, for the reasons outlined above do not constitute the formal view of the Fire & Rescue Authority.

We therefore request that this is made known to all members of your authorities, in your forthcoming meetings and that the proposal is amended in advance of submission to MHCLG.

Yours sincerely,

Katherine Fairclough  
Chief Executive

Serving the people of Cumbria  
[cumbria.gov.uk](http://cumbria.gov.uk)



Katherine Fairclough  
Chief Executive  
Cumbria County Council

Email: [katherine.fairclough@cumbria.gov.uk](mailto:katherine.fairclough@cumbria.gov.uk)



South Lakeland District Council  
South Lakeland House  
Lowther Street  
Kendal  
Cumbria  
LA9 4DQ

Tel: 01539 733333  
[www.southlakeland.gov.uk](http://www.southlakeland.gov.uk)

Date: 7 December 2020

Dear Katherine,

### Bay Unitary Proposal – Fire and Rescue Authority

Thank you for your letter and taking the time to provide input to our proposal for The Bay Council.

We did discuss with the portfolio holder and the Chief Fire Officer issues which may arise for the Fire and Rescue services given a reorganisation of local government on the Bay footprint, including whether there are any reasons that the fire authority cannot continue with its current footprint. We heard none. Indeed your letter does not suggest there are reasons why it cannot.

We would be most grateful if you could let us know if there are any reasons why it cannot continue with the Cumbria footprint. If such, we would be pleased to take them into account.

We note that you indicate that the fire authority is the Council comprising 84 members. We understand the council has not recently met to discuss local government reorganisation - and no meeting was scheduled. So we are not clear how we could have obtained their views in council. But we are very happy to hear the results of a full council discussion on the matter. Indeed we would be delighted to attend a meeting of councillors.

Naturally we will continue to work to resolve any outstanding issues in a collaborative way. These are not matters which can be rushed and we would be willing to meet as part of the ongoing process. Indeed we would recommend a joint conversation with relevant government officials to discuss outstanding matters.

Yours Sincerely,

Cllr Ann Thompson  
Leader of Barrow Borough Council

Cllr Giles Archibald  
Leader of South Lakeland District Council

Sam Plum  
Chief Executive of Barrow Borough Council

Lawrence Conway  
Chief Executive of South  
Lakeland District Council

CC'd  
Cllr Stewart Young (Leader of Cumbria County Council); Cllr Peter Thornton (Deputy Leader of Cumbria County Council); Cllr Janet Willis (Cabinet Member for Customers, Transformation and Fire and Rescue); Steve Healey (Chief Fire Officer)

# Stakeholder Engagement and Correspondence

We have welcomed the constructive input from business representatives and will continue to engage through the process

The Rt Hon Robert Jenrick MP  
Secretary of State for Housing, Communities and Local Government  
Ministry of Housing, Communities and Local Government  
2 Marsham Street  
London SW1P 4DF

December 7, 2020

Dear Mr Jenrick:

Proposals for local government reorganisation in Cumbria

I write to set out the Chamber's position on proposals for local government reorganisation.

Operating at the heart of the business community, Cumbria Chamber of Commerce is actively engaged and in daily communication with around 13,000 businesses throughout the county, representing all sizes and sectors. In addition to our core Chamber functions we set up and operate Cumbria Business Growth Hub – the county's business support service – and were instrumental in establishing Cumbria Local Enterprise Partnership.

It is clear from our discussions with businesses that there is widespread support among the Cumbrian business community for unitary local government. They find the existing two-tier system of county and district councils wasteful and confusing. In addition, the two-tier system at times makes Cumbria appear divided and indecisive, undermining the county's ability to speak coherently and impacting negatively on our ability to create and develop opportunity. We must not squander this once-in-a-generation opportunity to address this.

Clearly, a Cumbria-wide unitary would offer a solution of sufficient scale to deliver a workable authority that would be expected to deliver the greatest cost savings.

Alongside this option, we believe it is essential that due consideration is given to the size and shape of the organisation or organisations replacing existing local authorities, ensuring a delivery mechanism that is forward looking and best placed to exploit Cumbria's potential.

Are we missing an opportunity to test whether there is a benefit in having two unitaries, each focused on a distinct functional area?

A watershed runs west to east across Cumbria – north of it, rivers flow into the Solway Firth while to the south they flow into Morecambe Bay. This physical division is also an economic and social one with two separate travel-to-work and travel-to-learn areas. The north of the county looks to Carlisle as its natural capital and beyond it to the Borderlands and Newcastle. In contrast, South Cumbria often sees Carlisle as distant and remote and feels closer to Lancashire. Indeed, much of south Cumbria was in Lancashire prior to the 1974 reorganisation. Businesses are clear that this is the natural division and that there is merit in considering a solution for Cumbria comprising two unitary authorities.

A north Cumbrian unitary made up of the Allerdale, Carlisle, Copeland and Eden districts would be well placed to seize opportunities in the nuclear sector and its associated spin off and supply chain opportunities. The UK's largest nuclear site, Sellafield, is within Copeland but its workforce is drawn from a wider area and much of its supply chain is in Allerdale and Carlisle. These north Cumbrian communities embrace and work positively with the nuclear sector in a way that other areas may not, making it difficult for initiatives around the nuclear industry to gain community acceptance. It also supports development of opportunities around the Borderlands and co-operative working with the North East.

Continued...



Carlisle  
Broadacre House  
16 - 20 Lowther Street  
Carlisle  
Cumbria CA3 8DA  
Tel: 0845 22 600 40

West Cumbria  
Innovation Centre  
Westlakes Science Park  
Moat Row, Whitehaven  
Cumbria CA24 3TP  
Tel: 01946 592329

South Lakeland  
25 Steamergate  
Kendal  
Cumbria LA9 4BH  
Tel: 01539 735891

Furness  
Phoenix Business Park  
Phoenix Business Centre  
Barrow-in-Furness  
Cumbria LA14 2UA  
Tel: 01229 840253

E: [info@cumbriachamber.co.uk](mailto:info@cumbriachamber.co.uk)  
W: [www.cumbriachamber.co.uk](http://www.cumbriachamber.co.uk)



The southern authority would comprise Barrow and South Lakeland plus the Lancaster district of Lancashire. This is a coherent economic and geographical unit, linked by the A590 trunk road and the Lancaster-Barrow railway. Lancaster is a vibrant university city that would add critical mass to Barrow and South Lakeland. Crucially this would support and enhance existing initiatives and opportunities focusing on Morecambe Bay and gives the area a greater opportunity to build on what is there and create a more positive economic future, combining the skills and opportunities of, for example, BAE Systems and its spin out tech companies, with Lancaster's world-class university.

We understand that there are discussions around other potential combinations and there are some opportunities to make peripheral changes, such as moving Millom into the southern unitary. It is, however, clear from our experience and discussions with businesses that any model that divides Allerdale from Copeland, or Eden from Carlisle, or Barrow from South Lakeland, would be detrimental to those areas because of the close economic ties between these pairings of districts.

Two previous attempts at reorganisation in Cumbria foundered because, while there was broad agreement that unitary local government is desirable, there was no consensus about what form it should take. I've no doubt that we will see similar disagreements this time but we must not miss this opportunity to replace the two-tier system that is failing Cumbria, its people and its businesses.

The business community is clear that the way forward for Cumbria is single tier be it one countywide authority or two separate authorities. This should not be a discussion or decision left to the local authorities. To come up with the model that will be most beneficial for Cumbria, its economy and its people, real thought and open-minded consideration needs to be applied and the communities involved genuinely consulted to make sure that the way forward chosen is right for the county, its people and its opportunities.

Yours sincerely

ROB JOHNSTON MBE FCOM  
Chief Executive, Cumbria Chamber of Commerce



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Cumbria Chamber of Commerce & Industry Ltd is a company limited by guarantee registered in England and Wales. Company Number 042 11 384



## Stakeholder Engagement and Correspondence

We have had a range of correspondence broadly in favour of a new Bay Authority

BAE Systems Submarines  
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Cumbria LA14 1AF  
United Kingdom

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www.baesystems.com

BAE SYSTEMS

4<sup>th</sup> December 2020

Sam Plum  
Chief Executive  
Barrow Borough Council  
Barrow Town Hall  
Barrow-in-Furness  
Cumbria  
LA14 2LD

Dear Sam,

### Support for Local Government Reorganisation

As you will be aware, our business, based in Barrow-in-Furness designs, manufactures test and commissions nuclear submarines for UK MOD, including the nuclear deterrent programme, Dreadnought. Our business is one of the largest employers in South Cumbria, with a workforce of over 8,000, many of whom reside in the Barrow and Furness area. A proportion of our supply chain is also based in Cumbria therefore we have a vested interest in ensuring the most beneficial outcome for the region. As a responsible corporate citizen BAE Systems Submarines is proud of our strong community relationships and have a collaborative approach with our local authority stakeholders.

As part of the engagement process we have been made aware of a number of proposals for Cumbria, and believe that each have their own potential to have a transformational impact on the region for both business' and residents. A good deal of work and planning has clearly already gone into developing each proposal, and we would like to engage further as the process develops throughout 2021.

We welcome the recent direction from Government for the need for change, and would also welcome involvement in the analysis of the business cases to understand, in more detail, the evidence and the benefits of each proposed model.

Therefore at this stage we would like to inform you of our support in principal for local government reform for Cumbria.

Yours sincerely

Steve Cole  
Chief Infrastructure Officer

Direct Tel: 01229 873270  
BAE SYSTEMS Marine Limited, Barrow-in-Furness, Cumbria, LA14 1AF, United Kingdom.

Registered in England and Wales No. 228770 Waverk House, PO Box 87, Farnborough Aerospace Centre, Farnborough, Hampshire, GU14 8YU, United Kingdom.

*"That South Lakeland District Council be advised that, if the Government insists on pressing ahead with local government reorganisation in Cumbria, Natland Parish Council supports the creation of a new Bay Authority, combining the administrative areas of South Lakeland District Council, Barrow Borough Council and Lancaster City Council, and that the Parish Council's expression of support be included in the submission being made to central government".*

*Kevin M Price. Parish Clerk.  
Natland Parish Council*

## Appendix 2

### Community and Stakeholder Engagement

# THE BAY



## Methodology

**Barrow, Lancaster and South Lakeland have jointly conducted a comprehensive programme of community and stakeholder engagement. This has shaped our proposal and validates our belief that this proposal commands widespread public support.**

External **independent polling** conducted by Survation shows **overwhelming support for a new Bay Authority** and indicates serious concerns that a single county unitary would not reflect the needs and opinions of local people. Survation, a respected member of the British Polling Council, conducted a telephone survey of 1012 adults across the three districts of the Bay between 13 and 19 November 2012.

- 60% believe that the area would be best served by a unitary council for Morecambe Bay
- 67% are concerned that under a single county unitary their voice would not be heard on local issues

Full results are available here <https://cdn.surveion.com/wp-content/uploads/2020/12/02090636/Morecambe-Bay-Tables.xlsx>

The three authorities have conducted a **local survey** consisting of both closed questions and spontaneous free text responses. This was promoted by the three councils and in the local media, was open from 10-30 November and has attracted 2796 responses. The results show overwhelming support for these proposals. Crucially, this **support extends across all three authorities, with no geographic area or section within the community opposed.**

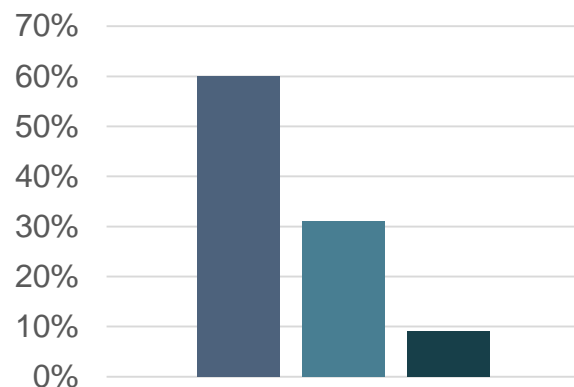
There have been two strands of **community and stakeholder engagement**: District-led local engagement, and co-ordinated events across the Bay. In the Bay wide strand, 10 focus group events have taken place involving business, community groups, parish councils and young people. Stakeholders have engaged very seriously with the Bay proposals and the response has been generally positive. There is a broad recognition of the importance of this process and there was particular support for:

- Bringing decision making closer to the Bay
- Aligning our economic area with a single authority
- An ambitious shared vision for the future of the Bay

## Topline Results

**An independent telephone poll of 1,012 adults living in the Bay area, conducted by Survation 13-19 November 2020**

### The Morecambe Bay area would be best served by...



- A unitary council for Morecambe Bay based on the geographies of Barrow, Lancaster and South Lakeland districts
- A whole county unitary for Cumbria and separate arrangements for Lancashire

■ Don't know

**A local survey with 2,796 responses open 10-30 November 2020**

“A new local authority that covers Barrow, Lancaster and South Lakeland would be preferable to one based further afield e.g. in Carlisle (Cumbria County Council) or covering a bigger geography (Lancashire County Council)”.

	All agree	All Disagree	Neither
Barrow	86%	10%	4%
Lancaster	93%	5%	2%
South Lakeland	76%	19%	4%

**Community and stakeholder events involving employers, community groups, parish councils and young people**

“The format of the Bay is very good...There is a massive opportunity to create prosperity for the north and set ambitious targets”

“It would make total sense to align the council with the NHS footprint which is pan Morecambe Bay”

“I’m very happy to express the views of many parish councillors who have spoken to me and we are almost universally in favour of The Bay proposal”

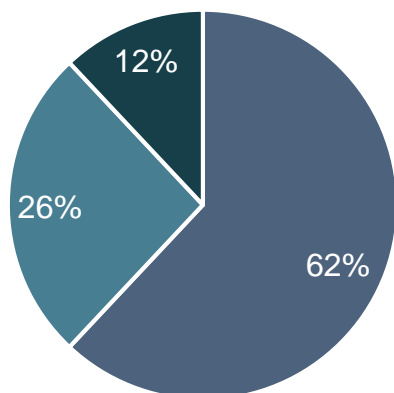
“I believe that the merger with Barrow, Lancaster and South Lakes would be in all our best interests.”



## Opinion Polling

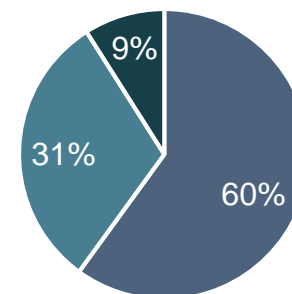
- Survation conducted a telephone survey of 1012 adults across the three districts of the Bay between 13 and 19 November 2020.
- The results show strong support for a Bay unitary, with a belief that this would deliver better services and concern that a county unitary would make it harder for local voices to be heard.
- These results are consistent across demographic groups and between all three districts.
- Full data tables are available here: <https://cdn.surveion.com/wp-content/uploads/2020/12/02090636/Morecambe-Bay-Tables.xlsx>

What option would be most likely to improve the quality of services provided by councils?



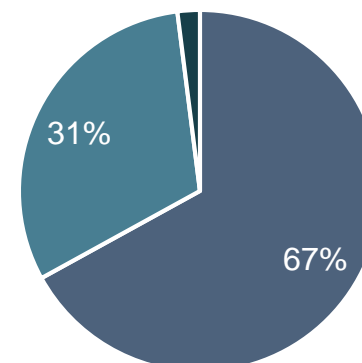
■ Morecambe Bay unitary ■ A county level unitary ■ Don't know

The Morecambe Bay Area would be best served by...



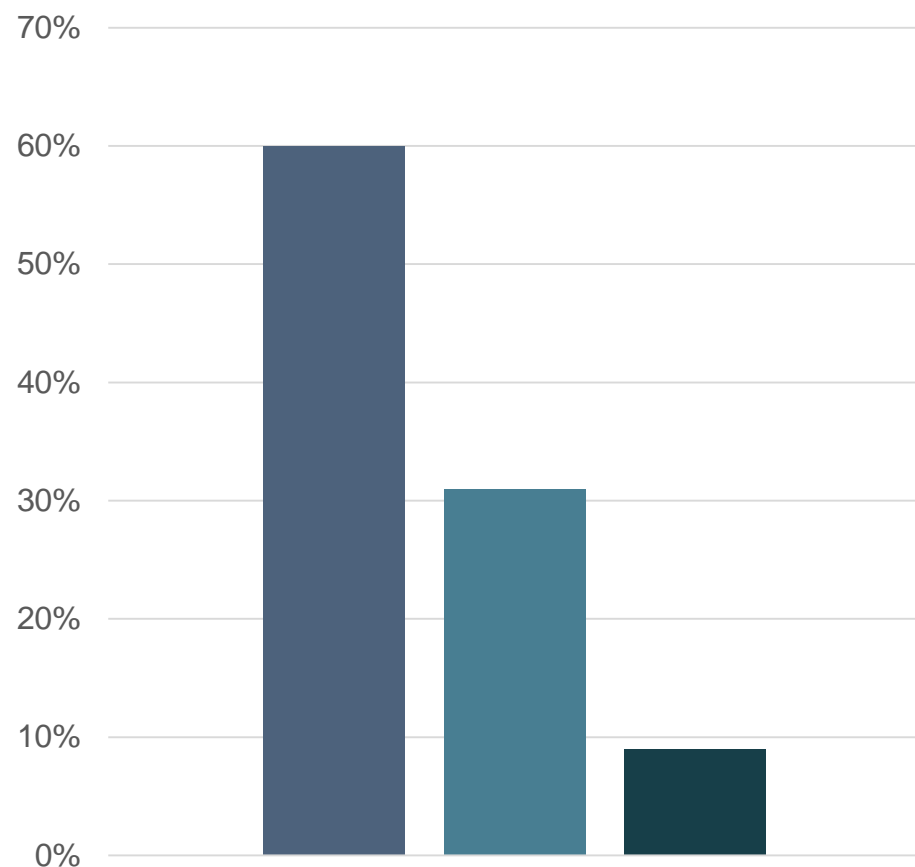
- A unitary council for Morecambe Bay based on the geographies of Barrow, Lancaster and South Lakeland districts
- A whole county unitary for Cumbria and separate arrangements in Lancashire
- Don't know

Would you be concerned that if your local area was overseen by a single council at a county wide level, your voice may not be heard on local issues?

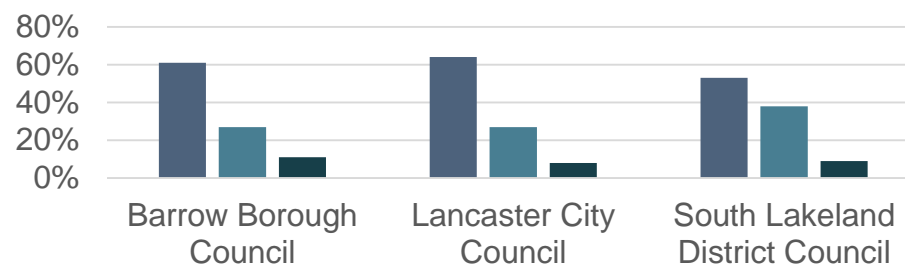
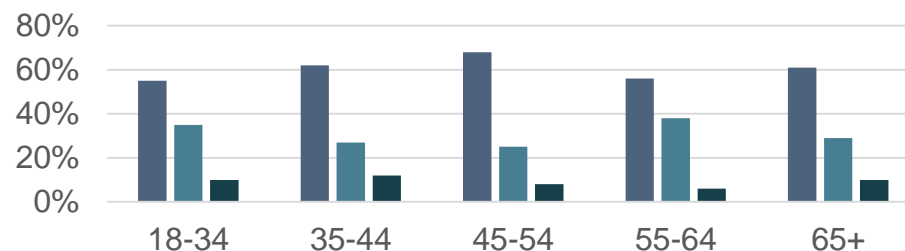
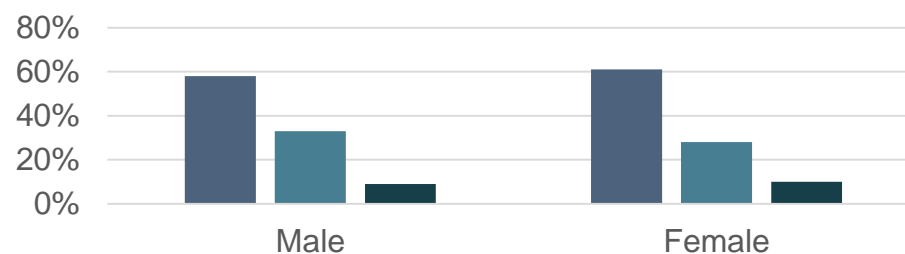


■ All concerned ■ All not concerned ■ Don't know

## Q1. Which of the following statements best reflects your view? The Morecambe Bay area would be best served by...

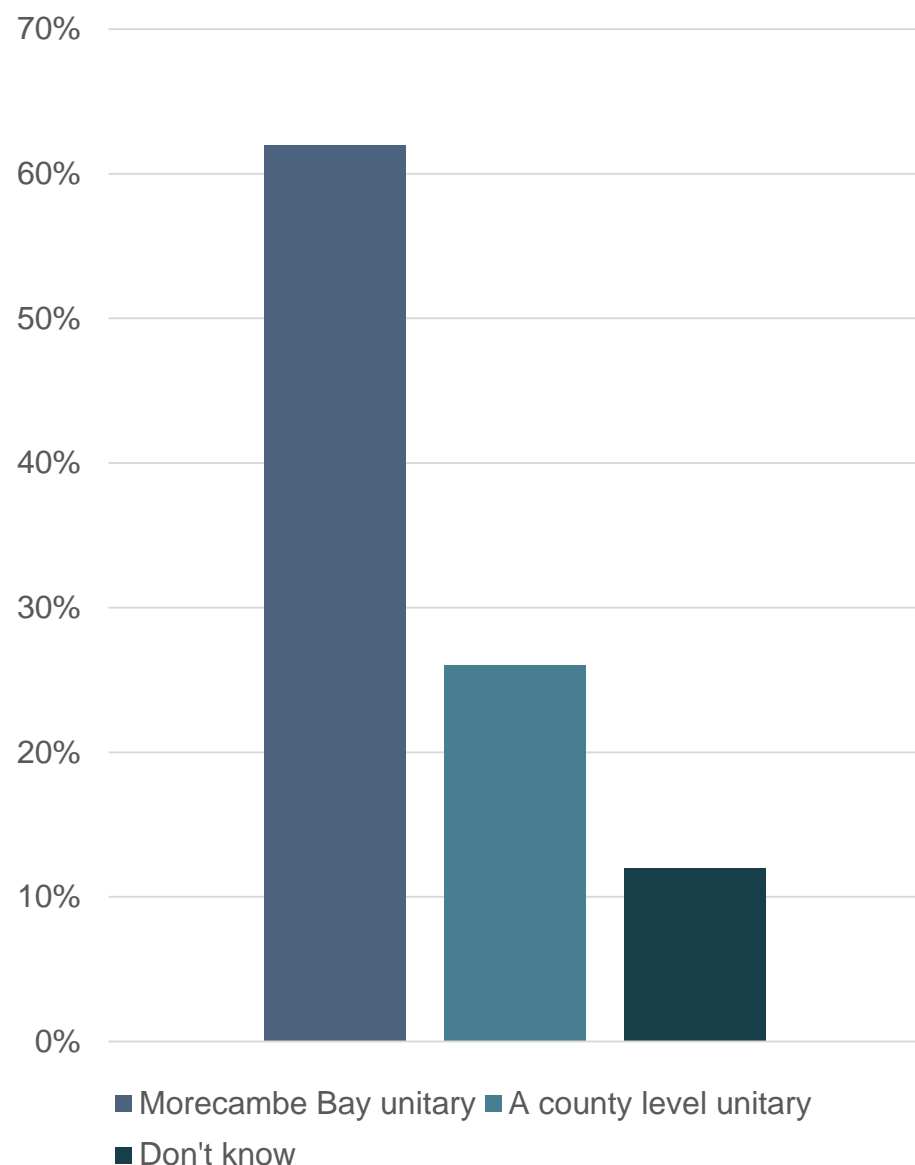


- A unitary council for Morecambe Bay based on the geographies of Barrow, Lancaster and South Lakeland districts
- A whole county unitary for Cumbria and separate arrangements in Lancashire
- Don't know

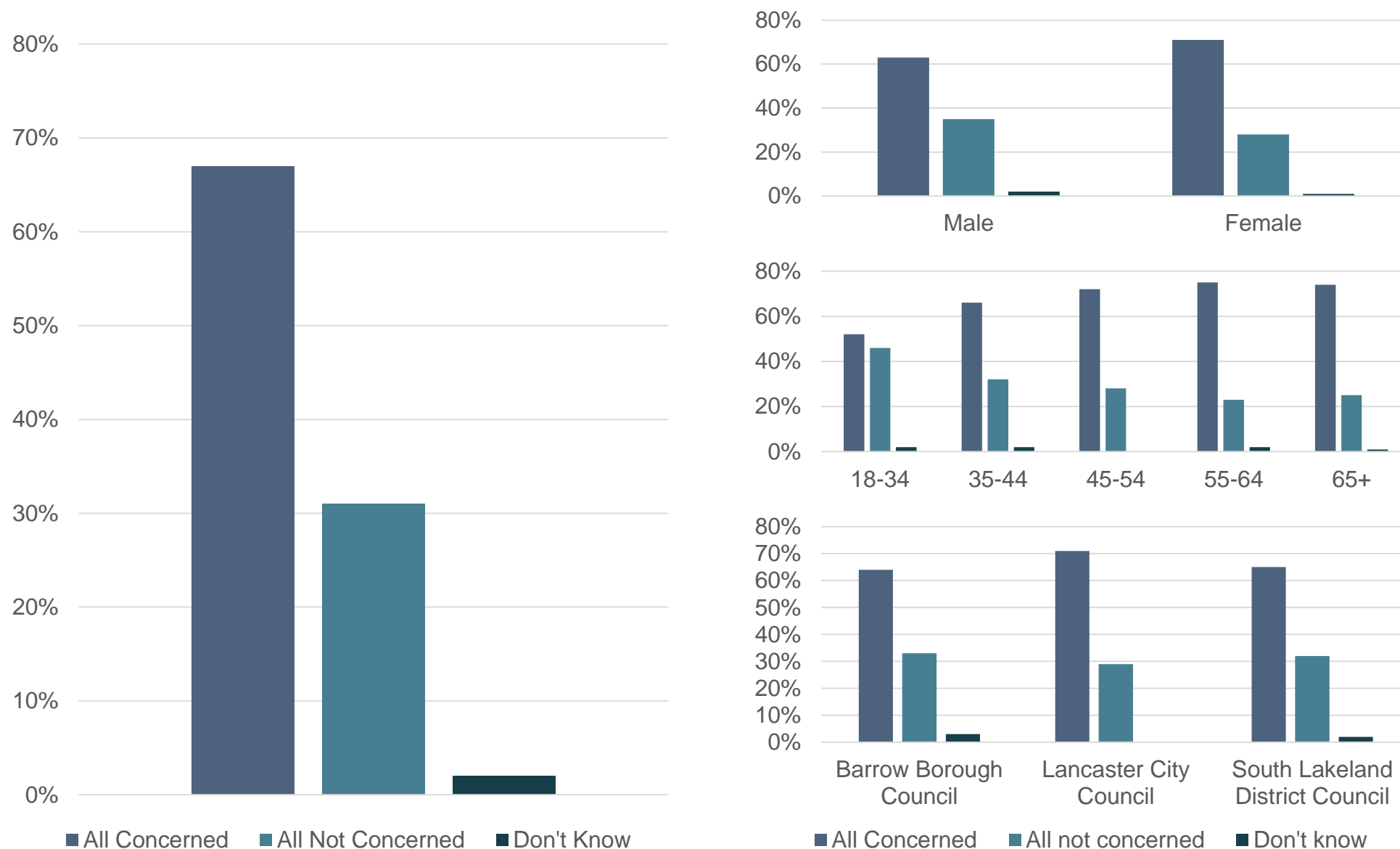


- A unitary council for Morecambe Bay based on the geographies of Barrow, Lancaster and South Lakeland districts
- A whole county unitary for Cumbria and separate arrangements in Lancashire
- Don't know

## Q2. In your view, what option would be most likely to improve the quality of services provided by councils?



### Q3. To what extent, if at all, would you be concerned that if your local area was overseen by a single council at a county wide level, your voice may not be heard on local issues?



## Council Survey

- The three authorities consulted extensively with local residents. An online survey was conducted from 10-30 November 2020 and was promoted via councils' usual communications channels.
- The survey attracted 2796 responses, with robust response rates across the Bay area and across different demographic groups.
- The Survey included closed questions as well as the opportunity to give spontaneous free text feedback. This generated over 500 comments and the sentiment was generally supportive. We have presented a sample alongside the quantitative results.
- The results show strong support for the proposed Bay authority, concern that a county-level unitary would not be responsive to local people and a clear belief that a Bay authority is best placed to shape a sustainable local economy for the area.
- These results are consistent across demographic groups and across the Bay area.

District	Respondents
Barrow	420
Lancaster	1213
South Lakeland	1071
Other/unspecified	92

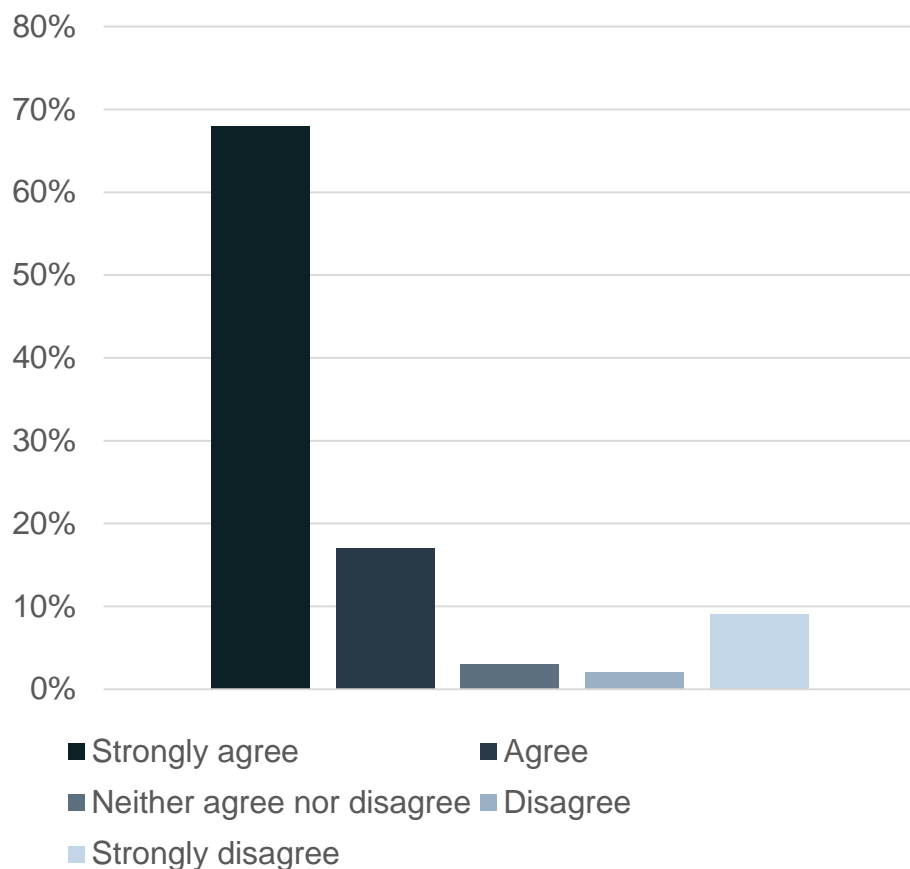
Sex	Respondents
Female	1397
Male	1193
Other/ prefer not to say	206

Age	Respondents
16-29	194
30-39	307
40-49	406
50-59	617
60-69	644
70 and above	464
Unspecified	164



## Council Survey

**Q1. To what extent do you agree with the statement: "a new local authority that covers Barrow, Lancaster and South Lakeland would be preferable to one based further afield e.g. in Carlisle (Cumbria County Council) or covering a bigger geography (Lancashire County Council)".**



“

“This option makes perfect sense...and it forms a more economically, socially and culturally coherent region than either of the other two options.”

“The Bay authority would cover a reasonable geographic area, one which people can identify with.”

“Carlisle is a long way from Barrow. Some people have never even visited it. Keep services closer.”

“Everyone in South Lakeland associates themselves with Morecambe Bay and Lancaster. Carlisle is not on our radar. I can't remember last time I travelled North.”

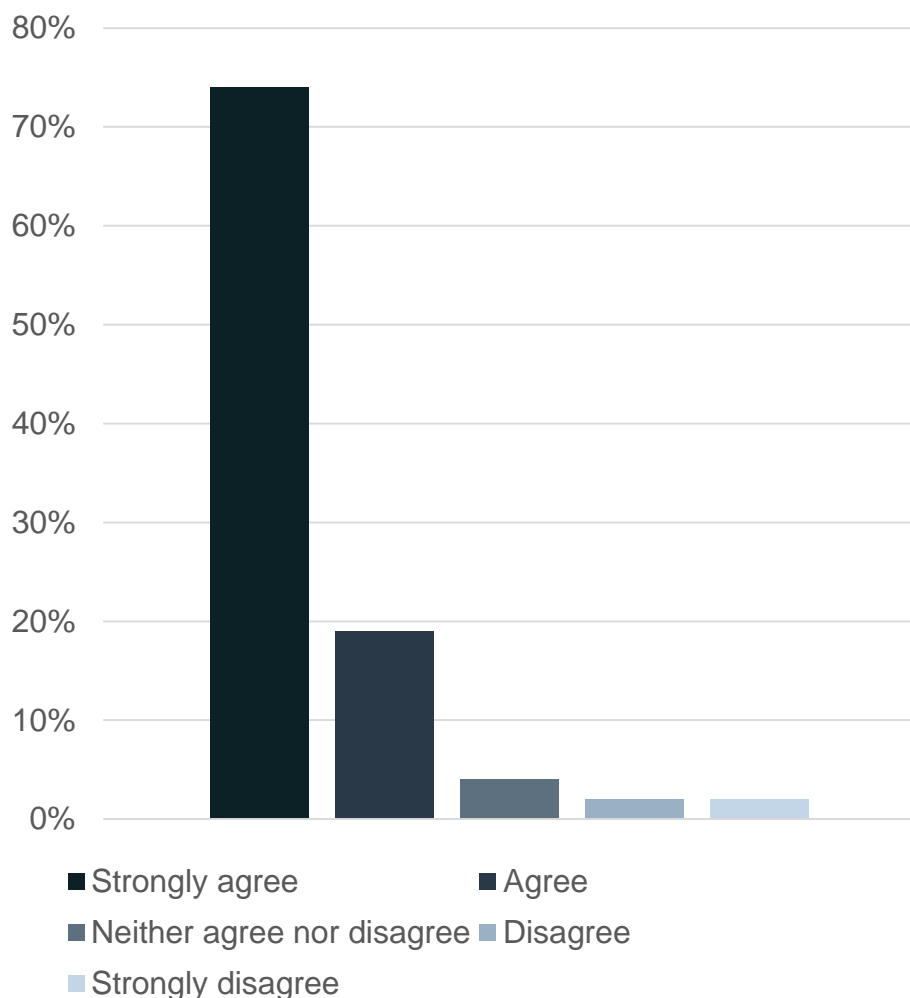
“Lancaster naturally blends with South Cumbria for jobs, education, health and tourism.”

”

	All agree	All disagree	Neither
Barrow	86%	10%	4%
Lancaster	93%	5%	2%
South Lakeland	76%	19%	4%

## Council Survey

**Q2. To what extent do you agree with the statement: "local services should be decided and delivered close to where people live and work."**



“

“The closer the constituent authorities are the better the chances of success. The balance between being big enough to succeed and small enough to be local is difficult. This proposed authority meets that challenge.”

“The pandemic in particular has shown the strength of localism in protecting and enhancing communities and people's sense of belonging.”

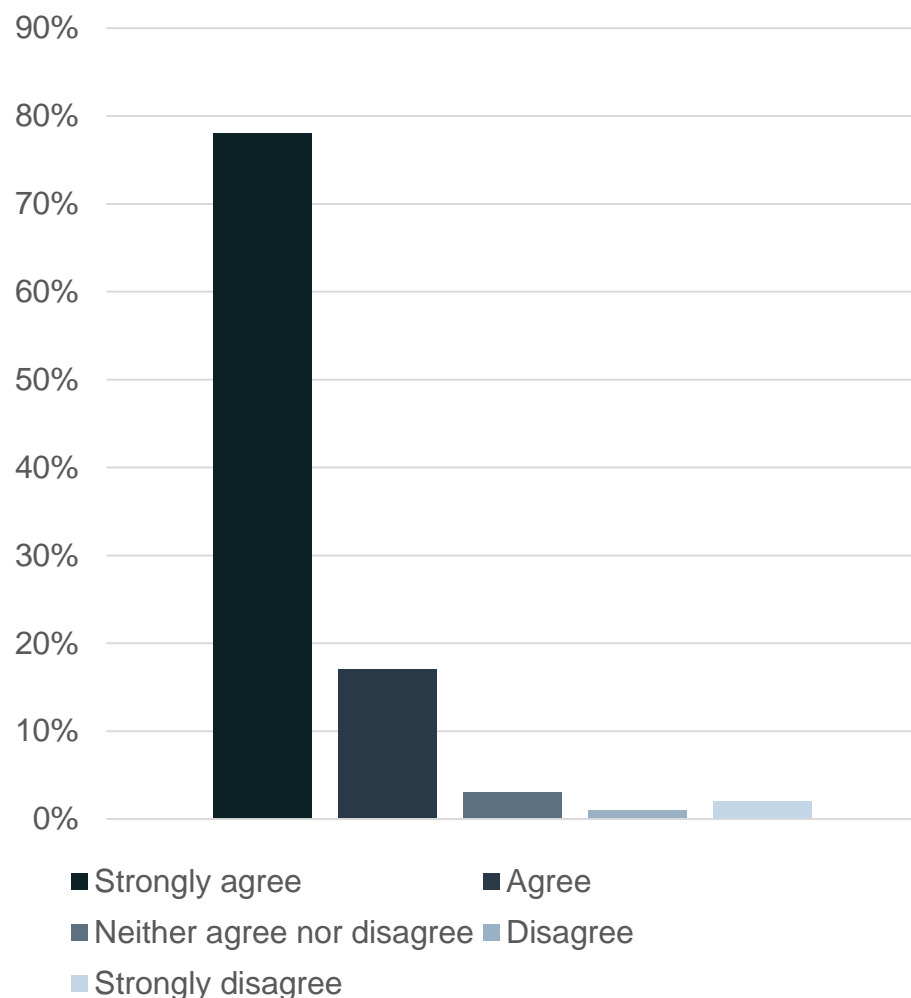
“A locally delivered transport service would be much better.”

”

	All agree	All disagree	Neither
Barrow	96%	2%	2%
Lancaster	96%	2%	2%
South Lakeland	86%	7%	6%

## Council Survey

**Q3. To what extent do you agree with the statement: “local people should be represented by people that are close to the community and democratically accountable to local people.”**



“

**“I think the new Bay authority would attract younger people to stand as councillors and improve democratic accountability.”**

**“The area is best served by keeping administration local so our needs are better understood”**

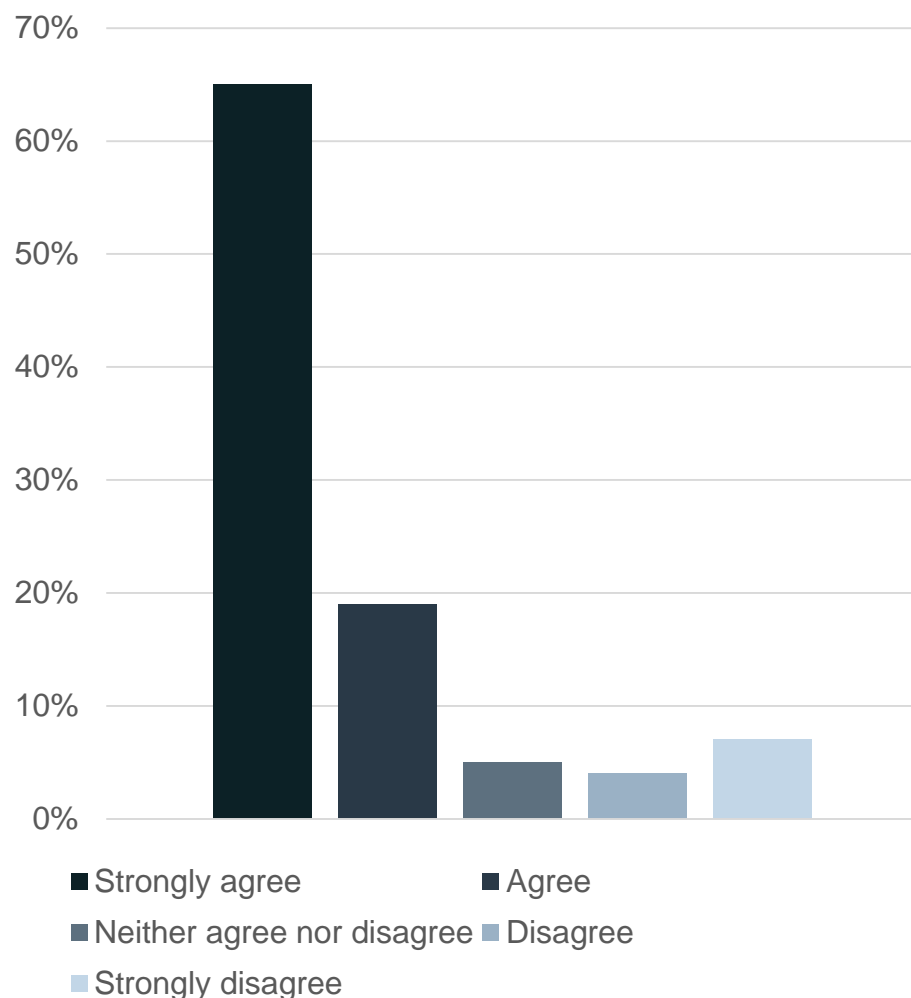
**“This is fundamental to community cohesion and giving residents a voice...local representation and accountability is crucial.”**

”

	All agree	All disagree	Neither
Barrow	96%	1%	2%
Lancaster	97%	1%	1%
South Lakeland	90%	5%	4%

## Council Survey

**Q4. To what extent do you agree with the statement: “a new local council for the Bay will be best placed to shape a sustainable local economy for our area.”**



**“We already share a Health Trust and so working across and identifying with this area is already established.”**

**“There is a strong geographic and economic integrity to the Bay area.”**

**“The Barrow-Lancaster train service is a good communications link which many people use.”**

**“Linking the Bay area and sharing resources, vision, and goals will improve the whole area”**

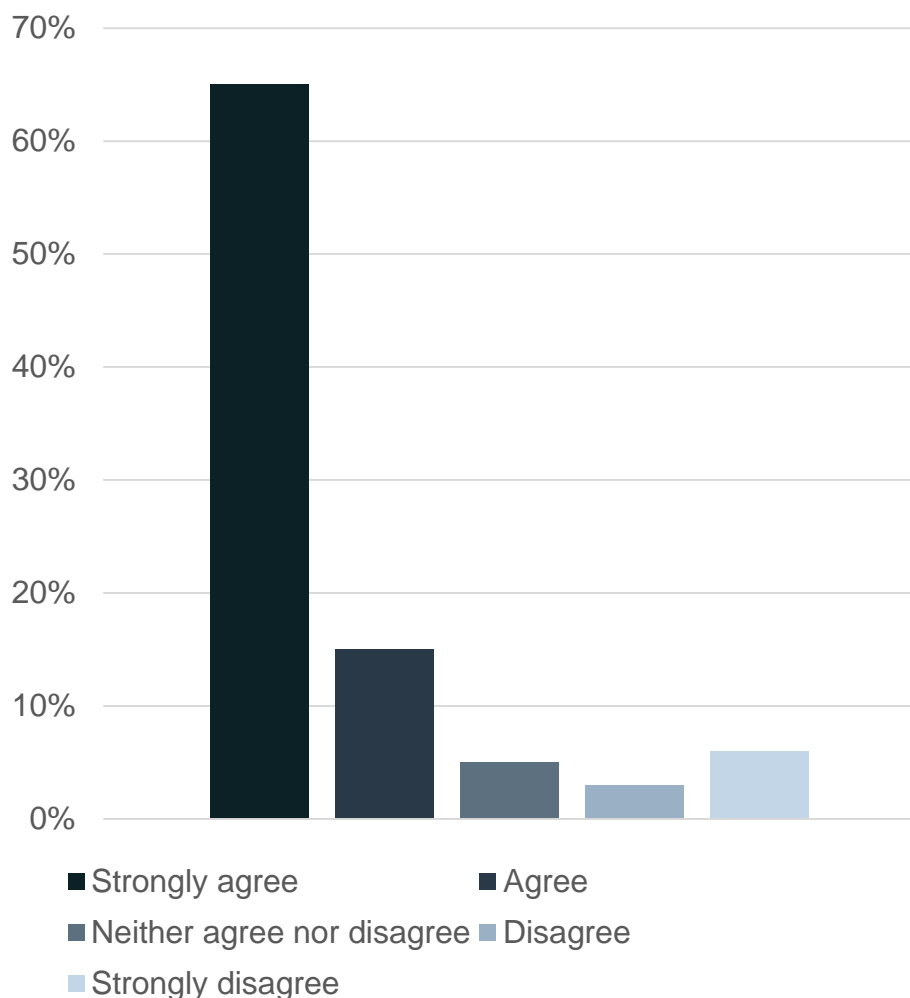
**“I think our social, environmental and political outlook maybe has more in common than with the north of the county.”**



	All agree	All disagree	Neither
Barrow	86%	8%	5%
Lancaster	90%	5%	5%
South Lakeland	75%	18%	6%

## Council Survey

**Q5. To what extent do you agree with the statement: “our local environment is better protected by a single council focused on Barrow, Lancaster and South Lakeland”.**



“

“The Bay’s natural environment underpins the economy, social and cultural fabric of the place, it needs to be sustained and improved...I believe a more local authority is best placed to deliver this.”

“The Bay area is an area with environmental integrity...there should be one local authority serving this area.”

“These councils are definitely committed to tackling climate change and will form a stronger force together.”

”

	All agree	All disagree	Neither
Barrow	83%	6%	5%
Lancaster	88%	4%	4%
South Lakeland	71%	13%	7%



## Public consultation

### Methodology

To ensure as broad a range of views as possible in the given timescales, a series of stakeholder events were held. Each local authority held sessions, introduced by CEOs and senior officers and chaired by Leaders and portfolio holders for:

- The business community
- Community and voluntary sector (CVS) partners
- Town and parish councils
- Young people

Business, CVS and town and parish council stakeholders were contacted between 13-18 November, letting them know Barrow, Lancaster and South Lakeland had submitted an outline business case on 9 November. Stakeholders were invited to an engagement event to learn more about the full business case being developed, to ask any questions they may have about The Bay and understand how they could engage and influence its development. A consultation event with young people was held jointly across the Bay to hear young people's views on The Bay proposal as key stakeholders, recognising that decisions made today will impact upon their future.

Stakeholders were also invited to complete and share the survey link and also invited to provide written feedback.

At the outset, the authorities' approach was to encourage open and transparent dialogue, with clarity around the fact that the engagement sessions would likely underline areas that stakeholders had identified as a priority that would be developed further in a detailed business case or through a detailed public consultation process in 2021.

Within the context of the COVID-19 pandemic and restrictions on physical meetings, all engagement was conducted online, via Zoom meetings and social media platforms, for example Facebook Live.

Social media engagement took place on Twitter and Facebook in order to share the survey and raise awareness with the general public. Postal addresses were available to minimise digital exclusion.

At every stage, Barrow, Lancaster and South Lakeland have taken decisions through committees and Full Council, demonstrating transparency and engagement at every stage.



Have you?  
Survey closed on  
30 November



- Online survey
- Facebook live events
- Twitter campaign
- Targeted stakeholder meetings
- Independent polling
- Dedicated webpages with FAQs
- Briefings with local media and press releases
- Local Government Chronicle
- Article in winter edition of council newsletter to residents

## Public consultation

### Business community

The Bay is host to a range of SMEs and major employers, who employ thousands of local residents and contribute millions to the nation's economy.

A key theme that arose among the business community was how a new Bay authority would enhance the area's economic attractiveness to businesses and investors, building on existing positive relationships and removing a layer of government to make stakeholder engagement more cohesive and direct, with 2 organisations instead of 7. Of those attendees that were neutral, there was a strong majority in favour of a two-unitary model and wanted at a later stage to understand the detail of how a new Bay unitary authority would work.

There were reservations about replacing one distant bureaucracy with structures that would replicate their inefficiency and it was agreed that the formation of a Bay authority is an opportunity for a stronger local connection between the council and businesses.

The role of LEPs in a new authority was a key discussion point. Businesses were keen to hear how The Bay would help make the case to Government for strategic inward investment. Businesses want to retain the positive aspects of the Industrial Strategy; infrastructure improvements (including broadband, roads and public transport); cross border relationships with the National Parks authorities. Businesses also emphasised the importance of developing skills, and key to this is engaging young people with developing the proposed new authority. The challenge of housing was raised and its role as key infrastructure to support the "natural market" of The Bay.

The LEP itself has not expressed a view on the LGR options at this stage but conversations with regard to the principle have been positive.



**"The format of the Bay is very good...There is a massive opportunity to create prosperity for the north and set ambitious targets" – Director, Agribusiness, South Lakeland**

**"All of our access points are from the south...no-one I know would ever think of going to Carlisle for shopping, services or anything else...freeing ourselves from Carlisle and becoming part of a North Lancashire/South Cumbria authority would be a constructive step." – Director, SME, Barrow**

**"We support this...we draw all of our workforce from around The Bay and we know it's a natural demographic area ."– Large employer, The Bay area.**

**"There is significant affinity between Barrow and Lancashire. From that standpoint, the proposal makes sense. Having a larger unit will give the resources to move some of these things forward [e.g. tourism]." – Large employer, Barrow**

**"A strong tourism economy has seen major private sector investment of some £100 million in the past ten years but is supported by poor infrastructure. This needs urgent investment. The Morecambe Bay economy is the 6th biggest in the North West. It has real growth potential if it had a focused administration rather than the fraught system that currently exists" – local resident, South Lakeland."**



# Business Community

We have communicated with business organisations, major employers and SMEs. The following business organisations, major employers and SMEs were asked to submit views on the outline proposal and invited to attend one of three briefing meetings. **Meeting attendees indicated in bold.**



## Barrow

### Arshall Property

Associated British Ports

### BAE Systems

Baines Wilson

Barrow AFC

Barrow BC

Barrow Business Improvement District

### Barrow College

Barrow Market Liaison Committee

Barrow Raiders RLFC

Blake Henderson Ltd

Britain's Energy Coast Business Cluster

BERGG and CLEP Board and sub sector groups

Brathay Trust

Chamber of Commerce

Chris Brammall Ltd

Copeland Community Fund

Corrie and Co

Cumbria Community Foundation

Cumbria Family Business

Cumbria Local Enterprise Partnership

### Cumbria Tourism

Ethica

Denbrook Limited

Duke of Edinburgh Hotel

### Federation of Small Businesses

Forge Europa

Furness Building Society

Furness Education and Skills Partnership

Furness College

Furness Internet

### Furness Tourism Forum

Glaxo Smith Kline

Heaths Toymaster

Hiltongrove

### Holiday Inn

The Islands and Bays of Barrow

and Furness Coastal Community Team

### Langdale Estates

Kimberley Clark

Manhattans

Maritime Apartments

Optech Fibres

Orsted

### Oxley Group

Phoenix Business Centre

Ryman Chair of BID

South Lakes Safari Zoo

Special Occasions

Playdale Playgrounds

RM Letting and Development

Robert McBride

Stagecoach

### University of Cumbria

## Lancaster

Avanti West Coast

Digital Lancashire

### EDF Energy

Small Traders Association

Factored Studio

### Federation of Small Businesses

Furness Economic Development Forum

Highways Agency

### Lakes Garage Doors

### Lancashire Enterprise Partnership

### Lancaster & District Chamber of Commerce

Lancaster Business Improvement District

Miralis

Morecambe Business Improvement District

Northern Rail

Peel Ports Heysham

Seatruck Ferries

### Small Green Consultancy

Stagecoach

Tech Lancaster

Transpennine Express

## Business Community (continued)

We have communicated with business organisations, major employers and SMEs. The following business organisations, major employers and SMEs were asked to submit views on the outline proposal and invited to attend one of three briefing meetings. **Meeting attendees are indicated in bold.**

### South Lakeland

Acrastyle Ltd

#### **BAE Systems**

Billerudkorsnas Beetham Ltd

The Black Bull

Booths

Brewery Arts Centre

Cartner Hones

CGP Books

Clarks

Cumbria Chamber of Commerce

#### **Cumbria LEP**

Cumbria Tourism

English Lakes Hotels

#### **Family owned farm**

Farfield Mill

Federation of Small Businesses

Fidget Design

Forge Europa

Furness Engineering & Technology

Gilkes

GLL

### **Grizedale Arts**

GSK

Hawkshead Relish

Herdy

Holker Group

Houghton Parkhouse

Impact International

James Cropper

Kendal BID

Kendal College

Kendal Mountain Festival

Kendal Nutricare

L&W Wilson

Lake District Estates

Lakeland

Lakeland Arts

Lakeland Arts Festivals

Langdale Leisure

Levens Hall Estate

Marl International

Moore and Smalley

Napthens



National Farmers Union

North West Auctions

Oakmore Homes

#### **Oxley Group**

#### **Playdale Playgrounds**

#### **Plumgarths**

Praxis

#### **Russell Armer**

Sedbergh School

Siemens Subsea

South Lakes Housing

Stagecoach Cumbria & North Lancashire

Treetop Trek

#### **Ulverston BID**

#### **Ulverston Community Enterprises**

#### **University of Cumbria, Ambleside**

Verse

W McClures

Westmorland Agricultural Society

#### **Windermere Lake Cruises**

#### **Wordsworth Trust**

#### **Zeffirelli's**



## Public consultation

### Community and voluntary sector/ public

Engagement with members of the Community and Voluntary sector (CVS) focused on how a new Bay authority would demonstrate competence in the service areas it is not currently responsible for. There was clear recognition that this competence already exists, and The Bay would draw from existing resources (staffing, physical assets).

There was a strong focus on climate emergency, biodiversity loss and poverty reduction (particularly child poverty and reference to poverty within LDNP) and the three authorities' similar approaches to date. All have declared a climate emergency; Barrow and South Lakeland have declared a poverty emergency, with Barrow and Lancaster undertaking poverty commissions. A joined up approach with pooled human and financial resources would be well placed to deal with these issues together. Arnsdale and Silverdale AONB being under one authority was given as an example of the benefit of single unitary oversight

### Members of the public

Those who did not support the proposal raised objections to any changes, citing the timing in light of the COVID-19 pandemic response they felt authorities should instead be focused on, as well as the economic impact and preparedness for Brexit. Public support for The Bay authority from people who wrote or emailed was 61%, with 39% either not in favour of any change (status quo) or against.

Members of the public and CVS members raised the issue of ceremonial vs administrative boundaries across Lancashire and Cumbria. The proposed change is purely administrative with no impact on ceremonial/ civic jurisdictions, protecting the area's sense of place and heritage.

“

**“I believe that the merger with Barrow, Lancaster and South Lakes would be in all our best interests. We have far more links with the Morecambe Bay area than the north” – local resident, South Lakeland.**

**“It would make total sense to align the council with the NHS footprint which is pan Morecambe Bay and relationships that are well established in that footprint make collaborative working very effective” – Lancaster stakeholder.**

**“I entirely support the proposal...I agree that local people will look towards The Bay unit” – Strategic Partner, Morecambe Bay.**

**“The Bay has real growth potential if it had a focused administration rather than the fraught system that currently exists...The Government will get a handsome return if it invests in Morecambe Bay.” Resident – Kendal.”**

**“Having been born in Barrow 73 years ago and therefore being a Lancastrian but now a Cumbrian...it makes total sense, if the way forward is to have a larger authority, for Barrow to merge with South Lakes and Lancaster Councils” Resident – Barrow.”**

”



## Community and voluntary sector

We have actively engaged with a wide variety of community, public sector and charitable organisations, who have participated strongly in the consultation. The following organisations were asked to submit views on the outline proposal and invited to attend one of three briefing meetings. **Meeting attendees are indicated in bold.**



### Barrow

Age UK Barrow  
Alzheimer's Society  
Art Gene  
Barraculture  
Barrow & District  
Disability Association  
**Barrow Citizens Advice**  
Barrow Foodbank  
**Cumbria CVS**  
Cumbria Foundation  
Cumbria Wildlife Trust  
Dalton Parish  
Drop Zone  
Family Action Barrow  
The Farmer Network  
Furness Carers  
Furness Multicultural Forum  
Groundwork  
Inspiring Barrow  
The Islands and Bays of Barrow and Furness Coastal Community Team  
Leonard Cheshire Disability  
Love Barrow Families  
Mind in Furness

**Morecambe Bay Partnership**  
My Zen  
Natural England  
Project John  
SAFA  
Salvation Army  
SBT Churches  
St Marks Church  
St Marys Hospice  
Signal Film and Media  
**The Well**  
Women's Community Matters  
ZEST

### Lancaster

Age UK Lancashire  
Cancer Care  
Citizens Advice North Lancashire  
Duchy of Lancaster  
**Eden Project**  
Environment Agency  
The Exchange CIC  
GMB  
Lancaster District CVS  
Lancaster Girls' Grammar School  
**Lancaster Vision**  
**Lancaster University**  
**Lancaster & Morecambe College**  
Loyne School  
Ludus Dance  
More Music  
New Life Church  
The Well  
UNISON  
UNITE

### South Lakeland

Action with Communities in Cumbria  
Age UK South Lakeland  
Alzheimer's Society  
Arnside & Silverdale AONB Partnership  
Arts Council England  
AWAZ  
Barnado's  
Captain French Surgery  
Barra Culture  
Cartmel Surgery  
Cartmel Village Society  
Cumbria Action for Sustainability  
Cumbria County Scouts  
Cumbria CVS  
Cumbria Deaf Association – South Lakes  
Cumbria Inter-faith Forum  
Cumbria Rural Housing Trust  
Cumbria Wildlife Trust  
Cumbria Youth Alliance  
Dr Johnston and Partners  
Dr Murray and Partners  
Duddon Valley Medical Practice  
Eden Housing Association  
Fairoak  
Flookburgh Youth Club  
Frances C Scott Charitable Trust  
**Friends of Lake District**  
Ford Park Community Group  
Furness MIND  
Girlguiding Cumbria South  
Greener Ulverston

Haverthwaite Surgery  
Home Group  
Homes for Ulverston  
The James Cochrane Practice  
Kirkby Lonsdale Civic Society  
Lake District National Park  
Lakeland Housing Trust  
Lakes Line Community Rail Partnership  
Lakes Line Rail User Group  
Lunesdale Surgery  
Manna House  
National Federation of Gypsy Liaison Group  
Nutwood Medical Practice  
Oklea Trust  
One Boice – Kendal 7 South Lakes Centre for Independent Living  
Park Community Group  
Park View Surgery  
Peninsula Medical Practice  
Riverside Housing Association  
Sight Advice South Lakes  
South Cumbria Dyslexia Association  
South Lakes Action on Climate Change  
Station House Surgery  
Stoneleigh Surgery  
Two Castles Housing Association  
Westmoreland County FA Ltd  
Yorkshire Dales National Park

## Public consultation

### Town and Parish councils

The scale and number of Town and Parish councils across the Bay area is hugely varied, with three in Barrow (two parishes and one town council), 40 in Lancaster and 69 in South Lakeland.

Ahead of the submission of the outline business case, authorities offered to deliver briefings to towns and parishes, explaining LGR and The Bay proposal. Leaders also attended informal meetings where requested as part of their ongoing engagement with towns and parishes where The Bay was discussed. These took place at the beginning of November, prior to the submission of the outline business case.

As a stakeholder group, Town and Parish councillors welcomed The Bay's proposed closer relationship with them to address key concerns raised by local residents such as roads and potholes; local planning; traffic (particularly around schools), speeding and pollution.

The Bay proposal received broad support from a large number of individual Town and Parish councillors, including in cases where there has not been the opportunity, given the tight timescales, to convene a formal meeting. The proposal did receive formal support from Askam and Ireleth Parish Council and Halton-with-Aughton Parish Council, Kirkby Lonsdale Town Council, Pennington Parish Council and Natland Parish Council.

Other councils who were able to debate the proposal decided to remain neutral on whether to support The Bay or the County proposal until more information was available.

No responses were received from parish councils opposing The Bay.



**“I’m representing Colton PC. We are officially neutral as we would like more information, but I’m very happy to express the views of many parish councillors who have spoken to me and we are almost universally in favour of The Bay proposal.” – Colton Parish Councillor.**

**“Following the meetings I attended on 26th November and feeding back to our councillors, I am pleased to say that Halton-with-Aughton Parish Council offers its full support in the bid to form The Bay Unitary Authority.” – Letter from Halton-with-Aughton Parish Council.**

**“At our meeting on 26-11-2020, New Hutton Parish Council discussed whether to support a Cumbria County unitary authority or a Morecambe Bay one. After canvassing the opinions of parishioners and discussing the issue at length, the Parish Council concluded that it could not decide which proposal to support. – Parish Clerk.”**

**“In response to the recent discussions regarding the proposal for a Bay unitary authority, the Parish Council for Askam and Ireleth are unanimous in supporting this endeavour. The Parish Council believe that this opportunity will bring economic and social benefits provided by a single authority for the area, allowing better access to services and support with also greater accountability to the residents.” Letter from Askam and Ireleth Parish Council.**

**“Thank you for giving us the opportunity to discuss the proposal and provide our comment. I can confirm that the parish council support the proposal to create the Bay Unitary Authority.” – Pennington Parish Council.**



## Parish Councils

Town and Parish Councils across the Bay has been engaged in the process, invited to attend a briefing and to participate in the consultation.

Some parishes took a formal position of support and there was general support for a locally-focused unitary.

### Barrow

Askam and Ireleth Parish Council  
Dalton with Newton Town Council  
Lindal and Marton Parish Council

### Lancaster

Aldcliffe-with-Cawood Parish Council  
Bolton-le-Sands Parish Council  
Borwick Parish Meeting  
Cantsfield Parish Meeting  
Caton-with-Littledale Parish Council  
Carnforth Town Council  
Cockerham Parish Council  
Ellel Parish Council  
Gressingham Parish Council  
Halton-with-Aughton Parish Council  
Heaton-with-Oxcliffe Parish Council  
Heysham Neighbourhood Council  
Hornby-with-Farleton Parish Council  
Ireby and Leck Parish Council  
Melling-with-Wrayton Parish Council  
Middleton Parish Council  
Morecambe Town Council  
Nether Kellet Parish Council  
Over Kellet Parish Council  
Over Wyresdale Parish Council  
Overton Parish Council  
Priest Hutton Parish Meeting  
Quernmore Parish Council  
Scotforth Parish Council  
Silverdale Parish Council  
Slyne-with-Hest Parish Council  
Tatham Parish Council  
Thurnham with Glasson  
Warton Parish Council  
Wennington Parish Council  
Wray-with-Botton Parish Council  
Whittington Parish Council  
Yealand Conyers Parish Council  
Yealand Redmayne Parish Council

### South Lakeland

Aldingham Parish Council  
Allithwaite and Cartmel  
Arnside  
Barbon  
Beetham Parish Council  
Blawith and Subberthwaite Parish Council  
Broughton East Parish Council  
Burneside Parish Council  
Burton-in-Kendal Parish Council  
Cartmell Fell  
Casterton Parish Council  
Claife Parish Council  
Colton Parish Council  
Coniston Parish Council  
Crook Parish Council  
Crosthwaite and Lyth Parish Council  
Dent Parish Council  
Docker Parish Meeting  
Duddon Parish Council  
Egton-with-Newland, Mansriggs and Osmotherley Parish Council  
Fawcett Forest Parish Meeting  
Firbank Parish Meeting  
Garsdale Parish Council  
Grange-over-Sands Town Council  
Grayrigg Parish Meeting  
Haverthwaite Parish Council  
Hawkshead Parish Council  
Helsington Parish Council  
Heversham Parish Council  
Hincaster Parish Meeting  
Holme Parish Council  
Hutton Roof Parish Council  
Kendal Town Council  
Kentmere Parish Meeting  
Killington Parish Meeting  
Kirkby Ireleth Parish Council  
Kirkby Lonsdale Town Council  
Lakes Parish Council  
Lambrigg Parish Meeting

Levens Parish Council  
Lindale and Newton-in-Cartmel  
Longsleddale Parish Meeting  
Lower Holker Parish Council  
Lowick Parish Council  
Lupton Parish Council  
Mansergh Parish Meeting  
Middleton Parish Meeting  
Milnthorpe Parish Council  
Natland Parish Council  
New Hutton Parish Council  
Old Hutton and Holmescales  
Parish Council  
Pennington Parish Council  
Preston Patrick Parish Council  
Preston Richard Parish Council  
Satterthwaite Parish Council  
Sedbergh Parish Council  
Sedgwick Parish Council  
Skelsmergh and Scalthwaiterigg  
Parish Council  
Skelwith Parish Council  
Stainton Parish Council  
Staveley-in-Cartmel Parish Council  
Staveley-with-Ings Parish Council  
Torver Parish Council  
Ulverston Town Council  
Underbarrow and Bradleyfield  
Parish Council  
Urswick, Bardsea and Stainton  
Parish Council  
Whinfell Parish Meeting  
Whitwell and Selside Parish  
Meeting  
Windermere & Bowness Town  
Council  
Witherslack, Meathop and Ulpha  
Parish Council

## Public consultation

### Young people

The stakeholder engagement for young people and young people's organisation was attended by a diverse range of people from across the three authorities, covering a broad age range and priority areas for future development.

There was a strong desire to be involved in the development of a Bay area proposal, with a range of age-appropriate materials so that young people could shape the way in which services are delivered in future, irrespective of whether The Bay authority is taken forward, which all leaders agreed to.

Key themes that came up were a focus on children's social services and how that would be improved, from the current emergency-only fragmented delivery, to a more proactive service shaped by young people and those who care for or work with them, for example greater investment in mental health support.

Young people also raised the issue of affordable housing and the impact of holiday homes, particularly in the South Lakes area. They wanted to see measures to ensure local people could access long-term homes they could afford.

Separate follow-on sessions have been organised to capture the views of young carers as part of the process of developing The Bay proposal, to ensure the full business case and any subsequent work around service redesign fulfils their needs and aspirations.

Young people were keen to hear about all the options and were reassured that if the Government proceeds with LGR, there will be a further consultation process.

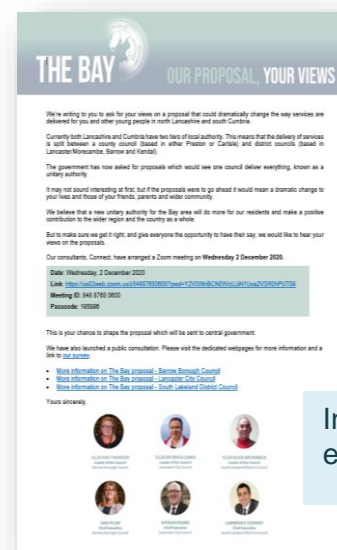
“

**“I would like to hear more about improving mental health services. It is almost impossible to access them.”**

**“At the moment talking about Cumbria, it feels it is all about Carlisle.”**

**“What plans are there for affordable housing? In Cumbria particularly, where we are inundated with holiday cottages and lodges, renting is pretty difficult. Also, what are your plans to develop support within sheltered housing for 16-18s who have had to leave home?”**

”



Invitation to young people's engagement event

## Young People

In the very limited time available we have sought to engage with young people and youth organisations across The Bay. Conversation was focused on how a new Bay authority could deliver better outcomes for young people than current arrangements. At the main consultation meeting with Leaders, around 20 young people took part and shared their views. A further session was held with young carers, with a greater focus on education, future aspiration and housing.

All of the following organisations were contacted and invited to participate in the consultation.

### Barrow

ACE	North Lancs Directions Group
<b>BBC Spokesperson FYP</b>	Jennifer's Dancers
<b>Dropzone Youth Services</b>	Lancs Fire Rescue
FMCF	Lancaster SU
Furness College	Lonsdale Scouts
Furness Education Consortium	Ludus Dance
<b>Furness Young Carers</b>	Marsh Community Centre
Inspiring Barrow	More Music
Walney Community Trust	Propup
<b>Youth Board</b>	Stanleys Community Centre
YouthAbility	University of Cumbria Students' Union

### South Lakeland

<b>Lancaster</b>	Barnado's
Cancer Care	Cartmel Priory School
CEEP	Cllr Sue Sanderson
EMUES U KCIC	<b>Cumbria County Scouts</b>
Escape 2 Make	Curious Minds
A Family's Best Friend	Drop Zone
Lancashire Youth Challenge	Dallam School
The Methodist Church	Furness Education Consortium

### Girlguiding Cumbria South

Inspira
John Ruskin School
Kendal Brewery Arts Centre
Kendal College
Kendal Cycle Club
Kirby Kendal School
Lakes School
Queen Elizabeth School
Queen Katherine School
Settleback School
South Lakes Federation
Targeted youth support CCC
Ulverston Victoria High School
Unity
University of Cumbria
Westmoreland County Football Association Limited
Cllr Suzie Pye





## Local support – meeting the Government’s LGR criteria

Barrow, Lancaster and South Lakeland councils believe that our consultation and engagement activity demonstrates strong local support, meeting a key element of the Government’s criteria for assessing LGR proposals.

- An Independent opinion poll conducted by Survation showed that 62% of local people felt that The Bay option would be “most likely to improve the quality of services provided by councils”.
- An online survey which attracted responses from 2796 local residents confirmed strong support for the proposal, including 68% who said "a new local authority that covers Barrow, Lancaster and South Lakeland would be preferable to one based further afield e.g. in Carlisle (Cumbria County Council) or covering a bigger geography (Lancashire County Council)".
- Stakeholder consultation meetings across The Bay with residents, businesses, young people, town and parish councils have been very positive.

“

**A proposal should seek to  
...command a good deal of local  
support as assessed in the  
round overall across the whole  
area of the proposal**

”

# THE BAY

