

FINAL RECOMMENDATIONS
ON THE
FUTURE LOCAL GOVERNMENT
OF DERBYSHIRE

A REPORT TO THE SECRETARY OF STATE
FOR THE ENVIRONMENT

November 1993



Local Government Commission for England
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THE LOCAL GOVERNMENT COMMISSION FOR ENGLAND

This report sets out the recommendations for the structure of local government in Derbyshire, agreed by the Commission:

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Local Government Commission for England

Sir John Banham
Chairman

Dear Secretary of State

THE FUTURE LOCAL GOVERNMENT OF DERBYSHIRE

As required by Section 13 of the Local Government Act 1992, I am, with this letter, submitting the recommendations of the Commission on the future local government of Derbyshire. The report is in two parts: first we have summarised the responses we have received to our preliminary proposals, and the conclusions we have drawn; next we set out our recommendations and the reasons for them. This letter provides a summary.

We recommend that two new unitary authorities should be established for the city of Derby, and for north-east Derbyshire focused on the town of Chesterfield. Elsewhere in the county there has been no agreement to any unitary structure since we specifically rejected in our consultation report a structure of unitary councils based upon existing district boundaries. Further, we have found considerable support for the present two-tier structure. We therefore recommend that there should be no change in the two-tier structure outside Derby and north-east Derbyshire.

Specifically, the Commission recommends that:

- (i) A new unitary authority should be established on the boundaries of the existing Derby City Council.
- (ii) A new unitary authority should be established for north-east Derbyshire on the boundaries of the area covered by Chesterfield Borough Council, North East Derbyshire District Council and Bolsover District Council.
- (iii) For the rest of the county, outside Derby and north-east Derbyshire, there should be no change to the two-tier structure of local government.
- (iv) The historic county of Derbyshire, on the boundaries of the present County Council, should remain for ceremonial and related purposes.
- (v) There should be combined authorities established for both the police and fire services in the county, on which representatives of the new unitary councils for north-east Derbyshire and Derby would serve, together with those from Derbyshire County Council. No changes are proposed in the probation and magistrates' courts services.

- (vi) Strategic land-use planning should be carried out by the new councils for north-east Derbyshire and Derby assuming joint responsibility with the County Council for structure planning in the area outside the Peak Park, including strategic policies for minerals and waste. Local plans outside the Peak Park should be the responsibility of the new unitary councils for north-east Derbyshire and Derby, and, as at present, each of the district councils, within the structure plan framework. The new unitary authorities should be mineral planning authorities, with responsibility for formulating detailed policies in respect of minerals and waste. They should also have responsibility for all aspects of development control. The allocation of development control functions elsewhere in the county should remain as at present.
- (vii) The new council for the city of Derby should initially comprise 44 councillors serving the existing 20 wards, as under the present City Council arrangements.
- (viii) The new council for north-east Derbyshire should initially comprise 50 councillors, with 2 councillors serving 25 wards based upon the current County Council's electoral divisions in Chesterfield, North East Derbyshire and Bolsover districts.
- (ix) Derbyshire County Council should initially comprise 39 councillors, with one serving each existing electoral division outside the unitary authorities serving Derby and north-east Derbyshire. There would be no change to electoral representation in the district councils outside the new unitary authorities serving north-east Derbyshire and Derby.
- (x) In the new council serving north-east Derbyshire, elections should be held once every four years, at the same time as they take place for Derbyshire County Council. In the new council for Derby, and in the remaining district councils, the present electoral arrangements should be maintained.
- (xi) The Commission is aware of some unparished areas where a demand exists for emparishing, and the Secretary of State is invited to direct the Commission to undertake a review in the near future in which the scope for emparishing can be considered.
- (xii) Elections for town and parish councils should, wherever possible, be held at the same time as elections for the principal authorities. There should be effective consultation with parish and town councils by all principal authorities.

Map 1 shows the proposed boundaries for the two new unitary authorities.

Altogether we have heard from over 17,000 residents and have benefited from the detailed work undertaken not only by the 10 local authorities, but also by a very wide range of interests – parish and town councils, business representatives, health authorities and other local and national representative organisations. We would like to record our thanks for the co-operation we have received.



Sir John Banham
Chairman
November 1993

Map 1

MAP OF DERBYSHIRE SHOWING DISTRICT COUNCIL BOUNDARIES AND THE
RECOMMENDED NEW STRUCTURE OF LOCAL GOVERNMENT



1 RESPONSES TO CONSULTATION

- 1 This report represents the culmination of over a year's work by the Commission since it was directed to review the structure of local government in Derbyshire. Stage 1 of the review began on 7 September 1992, when local authorities and other interests were invited to give their views to the Commission. In Stage 2, starting on 22 November 1992, the Commission prepared its draft recommendations, which were set out in a consultation report, *The Future Local Government of Derbyshire*, published on 17 May 1993. Stage 3 comprised an unprecedented consultation programme on these preliminary conclusions lasting until 18 July, after which, in Stage 4, the Commission considered all of the evidence before preparing the recommendations set out in this report.

REACTIONS TO THE COMMISSION'S PROPOSALS

- 2 In the consultation report to the people of Derbyshire, the Commission made seven draft recommendations, which are reproduced in summary form in Appendix A. The consultation report set out a range of possible unitary structures for Derbyshire. These are shown in Map 2.
 - Two unitary authorities: one for the city of Derby and another for the rest of the county. This was the Commission's draft recommendation.
 - Three unitary authorities: the city of Derby, North East Derbyshire (Chesterfield, North East Derbyshire and Bolsover districts) and the rest of the county.
 - Five unitary authorities: the city of Derby, North East Derbyshire, the Peak District, Mid and South Derbyshire.
 - Eight unitary authorities, based on existing district council boundaries but with Chesterfield and North East Derbyshire merging as their district councils had proposed.
- 3 Since the consultation report was published, the Commission has received views from a wide range of sources, including the residents of Derbyshire, public bodies, local authorities, Members of Parliament and the Audit Commission.
- 4 Overall, there has been broad support for several of the recommendations. However, the Commission's proposal that there should be a second unitary authority to serve the whole of Derbyshire outside the city of Derby did not enjoy a high level of support. This report therefore concentrates on the contentious structural issues. This section reviews the evidence and also sets out the conclusions which have been drawn from it.

Map 2

MAPS SHOWING POSSIBLE UNITARY STRUCTURES FOR DERBYSHIRE AS SET
OUT IN THE COMMISSION'S CONSULTATION REPORT (MAY 1993)

Two New Unitary Authorities



Three New Unitary Authorities



Five New Unitary Authorities



Eight New Unitary Authorities



VIEWS OF DERBYSHIRE RESIDENTS

- 5 Residents expressed their views on the Commission's draft recommendations either direct to the Commission, through local authorities, Members of Parliament and others, or through a MORI survey undertaken on behalf of the Commission.
- 6 The Commission heard directly from over 17,000 residents in an unprecedented consultation exercise:
 - Over 3,500 letters were received. Some two-thirds of these came from residents of Derbyshire Dales, many of which promoted unitary status for that district council. Of the balance, no clear preference emerged although a significant number favoured maintaining the existing structure.
 - Over 11,000 completed leaflet questionnaires were received. Almost one-third of respondents favoured a unitary district council or an eight-council pattern of unitary authorities. A quarter preferred the two-council option.
 - Over 2,200 people attended nine public meetings organised by the Commission. Most of those who spoke had, or previously had, a connection with local government. Most speakers preferred a locally based structure, comprising either district-based unitary authorities or the retention of the two-tier structure.
 - A questionnaire was included in the consultation report, copies of which were given to those who attended public meetings as well as being published in newspaper advertisements. No clear preference emerged.

Residents' views on alternative structures expressed direct to the Commission are summarised in Figure 1.

Figure 1

RESIDENTS' VIEWS EXPRESSED DIRECT TO THE COMMISSION

Preferred local government structure:		
8 unitary councils	6,314	(36%)
2 unitary councils	3,590	(21%)
5/6 unitary councils	2,416	(14%)
No change (except for unitary Derby)	1,902	(11%)
3 unitary councils	1,765	(10%)
Other	1,362	(8%)
Total	17,349	(100%)

Source: Local Government Commission.

- 7 The figure for residents apparently preferring a structure of eight unitary councils includes over 3,400 from Derbyshire Dales, where the District Council encouraged residents to write to the Commission; some of these promoted a unitary Derbyshire Dales without specifying a preferred county-wide structure.
- 8 The Commission has paid close attention to all the views that have been expressed during the consultation programme. However, it is not possible to draw definitive conclusions about the attitudes of Derbyshire residents from this part of the consultation programme. The Commission included only four structural possibilities in its leaflet questionnaire,

and did not include the option of retaining the existing structure. In addition, the respondents may not be representative of residents as a whole. The same issue of representativeness applies to local authorities' consultation programmes. Most district councils and the County Council prepared leaflets setting out their views on local government structure. In most cases, the leaflets included questionnaires which were returned to the local authorities in relatively large numbers. Local authorities provided the Commission with the results of these surveys together with the opinion research commissioned by three district councils.

- 9 In order to obtain a more objective picture of residents' attitudes, the Commission engaged MORI to undertake an independent survey during July 1993 of a representative sample of some 3,000 residents in Derbyshire about their views on local government structure. MORI's report on the survey is set out in Appendix B. Each of the four unitary structures in the Commission's consultation report was tested. In addition, at the request of the Association of District Councils, a six-council option, which had been promoted by some of the district councils in Derbyshire, was tested, together with the possibility of maintaining the existing structure. Respondents were asked which option they most, and least, preferred. They were then given a short briefing about the area and population of each of the proposed authorities in each option and the estimated financial implications, and asked again for their preferences. The MORI figures in this report will refer to respondents' views before being briefed; there was no great change in residents' views after briefing.
- 10 In the county overall, there is no strong preference for any particular unitary structure. Outside Derby, no more than 9 per cent of respondents expressed a preference for any one of the unitary structures, while 45 per cent expressed a positive preference to retain the existing two-tier structure. The only strong registration of antipathy is in relation to the Commission's preferred two-council structure, which was the least preferred option of 46 per cent of residents outside Derby. Figure 2 provides the details.

Figure 2

OPINIONS ON UNITARY STRUCTURES

% respondents outside city of Derby

No. of unitary authorities	Most preferred	Least preferred
Five	9(%)	1(%)
Two	8	46
Six	8	2
Eight	7	7
Three	6	2
No change	45	9
Don't know	16	33

Source: MORI October 1993

- 11 The picture in Derby is very different. As Figure 3 shows, the number preferring one or other of the unitary options is significantly higher, with the most popular option being the Commission's draft recommendation of a two-council option (21 per cent). Only 19 per

cent preferred to retain the existing two-tier structure. There is less antipathy to the two-council option in Derby than outside, although a much higher proportion (23 per cent) least prefer the maintenance of the existing two-tier structure than is the case in the rest of the county.

Figure 3
OPINIONS ON UNITARY STRUCTURES
% Derby residents

No. of unitary authorities	Most preferred	Least preferred
Two	21(%)	27(%)
Five	10	0
Three	7	1
Six	6	2
Eight	6	12
No change	19	23
Don't know	31	35

Source: MORI October 1993

- 12 A similar pattern emerged when residents were asked about the principle of unitary authorities, as Figure 4 shows. Support for the principle was clear in the city but less so elsewhere.

Figure 4
OPINIONS ON THE PRINCIPLE OF UNITARY AUTHORITIES
% respondents

	Support	Oppose	Don't know
In Derby	66(%)	22(%)	12(%)
Elsewhere in Derbyshire	51	33	16

Source: MORI October 1993

- 13 At the start of the review, the Commission found no groundswell of public opinion in Derbyshire expressing concern about the current local government structure, and seeking change. From the MORI survey and other evidence, this remains the case, even after the extensive campaigns of local authorities, the Commission's own consultations, and the considerable publicity provided in the press.

VIEWS OF PUBLIC BODIES

- 14 Of local bodies which wrote to the Commission during Stage 3, few favour unitary authorities based upon district council boundaries. Many support larger authorities, and a good number favour no change. In either case, there is a concern to avoid breaking up large-scale or strategic services, and a wish to minimise complex joint arrangements. This is a similar pattern to the views expressed to the Commission in Stage 1.

- 15 National bodies which have written to the Commission in general show a definite preference for larger, strategic authorities, as outlined in the Commission's consultation report.

VIEWS OF LOCAL AUTHORITIES

- 16 At the start of the review, Derbyshire County Council argued that no change to the existing local government structure is necessary, except possibly establishing the city of Derby as a unitary authority, with the rest of the county unchanged or organised into just one or two large councils. Seven out of the nine district councils argued that unitary authorities are to be preferred, and that they should be based on existing district boundaries. An eighth council (North East Derbyshire) proposed a merger with Chesterfield, which itself saw no need for change.
- 17 Some local authorities revised their views during the consultation programme. Chesterfield Borough Council and North East Derbyshire District Council favoured the establishment of a new unitary authority based upon a merger of the two districts with Bolsover District Council. High Peak Borough Council favoured a six-council option. Erewash Borough Council (and, in a revised view received by the Commission as recently as 21 October, Chesterfield Borough Council) indicated that there should be no change to the current system of local government in Derbyshire. The Commission was advised towards the end of the consultation period that district councils were attempting to formulate an alternative to the eight-council structure. Following these discussions, a six-council option was put to the Commission (in late June) and the Commission acceded to a request from some district councils and the Association of District Councils that this be included with the options to be tested in the Commission's opinion research. This option, described locally as the 'Dales 6', comprised unitary authorities based on Derby, the north east, High Peak, Derbyshire Dales and the western part of Amber Valley, Erewash and the eastern part of Amber Valley, and South Derbyshire. However, only one council, Derbyshire Dales District Council, has promoted this option if the Guidance rules out the eight-council option. Some councils have explicitly argued against it.
- 18 The County Council is consistent in its opinion that there is no need to change the present structure, although it would support as a second choice a unitary Derby and no change elsewhere. If there has to be a complete change, the council would support a unitary county or the Commission's initially preferred two-council option.

VIEWS OF THE AUDIT COMMISSION

- 19 Under Section 16 of the Local Government Act 1992, the Commission requested the Audit Commission for a written opinion on the likely impact of proposed structural changes to local government in Derbyshire contained in the consultation report on economy, efficiency and effectiveness (the 'three Es') in bodies which are likely to be affected by the changes (such as local authorities, town and parish councils and National Health Service bodies), and with which the Audit Commission is concerned.

The Audit Commission's main conclusions are:

'The eight or nine authority structures are unlikely to be the best solution in terms of the three Es because of fears of increased costs, risk to service quality in small authorities, confused accountability through joint arrangements, scarcity of quality management and the impact of more complex arrangements on the National Health Service.

In deciding between the two-, three- and five-authority options, the differences in the cost estimates do not provide a sufficiently robust basis for decision. The structure among these which best fits community realities is likely to perform best in terms of the three Es.'

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- 20 The Commission also met, and received representations from, most of Derbyshire's 10 Members of Parliament during Stages 1 and 2. In March 1993 the Commission was advised that all six Conservative MPs favoured a seven-council unitary structure, based upon present district council boundaries except in the north east where Chesterfield, North East Derbyshire and Bolsover would be combined into a single council. Those Labour MPs who expressed a view favoured maintaining the existing two-tier structure. No substantial changes to these views were expressed by MPs during Stage 3.

THE COMMISSION'S CONCLUSIONS

- 21 In its report to the people of Derbyshire, the Commission examined a range of possible structures for local government against the criteria set out in the Local Government Act 1992 and in the Government's Guidance, particularly:
- (i) reflecting the identities and interests of local communities;
 - (ii) securing effective and convenient local government;
 - (iii) ensuring that change is worthwhile and cost-effective over time.
- 22 The following paragraphs review these criteria in the light of the responses which have been received to the Commission's proposals.

THE IDENTITIES AND INTERESTS OF LOCAL COMMUNITIES

- 23 The Commission has found that its preliminary conclusions have been reinforced during the consultation programme.
- Derby is a well-defined urban area, with a clear sense of community identity. With a population of some 220,000, it is as large as many existing unitary metropolitan authorities and is the seventh largest district council in England.
 - Chesterfield is also a well-defined community, with the highest community identity in the county. Its Borough Council, and North East Derbyshire District Council, supported the establishment of a new unitary authority focused on the historic town. This remains the only merger of district councils put forward to the Commission in Derbyshire, but support for this would appear to be weakening, at least among Chesterfield councillors.

- Elsewhere, residents' sense of community is generally more focused on smaller, local areas than on district or county council areas. Although alternative structures have been considered by the Commission, no general option of merged districts satisfies this very local sense of identity, nor has there been local agreement about structures that could reflect such identities.

SECURING EFFECTIVE AND CONVENIENT LOCAL GOVERNMENT

- 24 The Commission has received representations on its draft recommendations in relation to particular services. On health and social services, for example, the Commission places great store on local government's new responsibilities for care in the community, and in establishing a structure which will facilitate effective working relationships between social services departments, housing departments and health authorities. Health-related bodies have provided a variety of views ranging from supporting a five- or six-council structure to a two-council structure.
- 25 A variety of opinion was also received in relation to the statutory planning functions, but there was also general support for the Commission's proposal to retain both strategic and local arrangements for forward planning, so as to ensure that a strategic view could still be taken of the requirements of the county as a whole. Respondents also stressed the need to ensure appropriate delivery of planning services at the local level, notably in relation to local plans and development control.
- 26 In relation to some other services – for example, libraries, archives, museums and other heritage services – representations have pointed to the need to maintain county-wide services, if possible without reliance on joint arrangements. This could point either to the Commission's originally preferred two-council option or to maintaining the County Council's part of the two-tier system. Similarly, the Policy Guidance specifies that the Commission should not recommend areas smaller than the existing ones for the police and fire services. Draft recommendations were therefore included within the consultation report for combined authorities to cover these services. Magistrates' courts and probation services should continue to be organised as they are at present. Few representations have been received on this matter.
- 27 Respondents have pointed to the need for joint arrangements for some specialist or strategic services at present run by the County Council, if they were split among smaller authorities. The Commission concluded in its consultation report that 'any improvement in local accountability which might result from a unitary structure will be diluted if the new structure requires a substantial number of working arrangements to be established between the new authorities.' The Commission has concluded that there are several county-wide and specialist services ranging from land-use planning, waste disposal and public transport co-ordination to community care, special education provision and the archives service, where joint arrangements, which could be vulnerable, would be necessary in a structure of unitary authorities. The Commission remains of the general view that some services should continue to be organised on a relatively large-scale basis, where they are of a strategic nature, achieve economies of scale, avoid joint arrangements where possible, and have the critical mass to maintain small specialist services at reasonable cost.

- 28 Representations were made to the Commission that its draft recommendation for a single local authority outside Derby would militate against convenient local government. The Commission remains of the view, however, that convenient services do not depend upon small-scale local government structures. More important is the organisation of services and the means of access to them. The Commission included a map in its consultation report showing existing service access points. The Commission considers that, coupled with further devolution and an enhanced representational and consultative role for town and parish councils, large-scale structures need not militate against convenient local government. Our progress report, *Renewing Local Government in the English Shires*, to be published shortly, explores the issue further.
- 29 Another concern raised frequently during public and other meetings which the Commission held was the reduction in the number of councillors implicit in the Commission's draft recommendation for two unitary councils – the number would be reduced from 477 to 172. Although in many areas town and parish councillors could have an increased role, and a reduction in the total number of councillors may be consistent with proposals for more streamlined management, fears were frequently expressed that, in a large unitary authority, the more rural areas would suffer from reduced representation.
- 30 With this in mind, the Commission asked MORI to ask respondents whether in principle they agreed with the Commission's proposal that the number of elected local authority representatives over the whole of Derbyshire be reduced to 172. Almost half (46 per cent) supported the proposal, while only 34 per cent were opposed. In its progress report, the Commission has concluded that, generally, there should be one councillor for about 4,000 local residents, which is in line with the situation in metropolitan districts in England (as well as with the Government's proposals for the new unitary authorities in Scotland).
- 31 Finally, a general observation: The Commission was assured by many in local government that improvements could be made to the existing two-tier structure. There are many ways in which this could be achieved, for example, in avoiding duplication, co-ordinating resources, securing effective partnerships, improving consultation and establishing one-stop shops.

COSTS AND SAVINGS

- 32 The Commission's use of the costing methodology developed by its financial consultants, Ernst & Young, was the subject of much discussion during the consultation process. In the consultation report, the Commission outlined the major differences of opinion between district councils and the County Council on the costing of options, which in the main stemmed from different assumptions of staffing levels required to support the main services, and the consequent need to develop a consistent means of appraising the financial implications of structural options, whether put forward locally or by the Commission.

- 33 The Commission, and its consultants, have had further discussions with the local authority associations and have received many written observations from local authorities and their consultants, who have provided additional information on their current costs. As a result, Ernst & Young reviewed some aspects of the model's application in Derbyshire. Its revised estimates for the structural options are set out in Figure 5.

Figure 5

FINANCIAL IMPLICATIONS OF DIFFERENT UNITARY STRUCTURES

No. of unitary authorities	Annual savings/(costs)	Transitional costs	Time to recover payback period
Two	£10–15 million	£15–20 million	1–2 years
Three	£7–12 million	£13–18 million	1–3 years
Five	£0–5 million	£13–18 million	3 years – never
Eight	(£1–6 million)	£7–12 million	Never

Source: Ernst & Young October 1993

- 34 The Commission's experience has been that estimates of recurrent indirect costs or savings, and of the necessary investment in the transition to new structures – mostly redundancy payments and IT costs – produce a clear pattern:
- A structure based on unitary authorities of the size of existing district councils in Derbyshire would cost substantially more than the present arrangements. As Figure 5 shows, a structure of eight unitary authorities in Derbyshire would incur transitional costs which would never be recovered by any savings.
 - A unitary structure with a small number of authorities is likely to produce significant savings compared with the present arrangements. This would have to be balanced against the substantial investment required in transitional costs in moving from the existing structure to the new. Figure 5 shows that the payback would be relatively swift if the present structure were replaced by just two or three unitary authorities.
 - The point at which fewer unitary councils starts to save on the cost of current arrangements is a matter of contention. The Commission remains of the view expressed in the consultation report that savings in Derbyshire could arise if the present 10 local authorities were replaced by six or fewer unitary councils.
 - The Commission has concluded that the projected ongoing savings and costs for the options considered must be an important factor in reaching its judgement, but acknowledges that some uncertainty will always remain in such estimates – particularly relating to transitional costs.

2 RECOMMENDATIONS

- 35 The Commission will set out its general views on the national policy issues involved in local government review, and on the review process itself, in its report, *Renewing Local Government in the English Shires*, which provides the context within which the Commission has considered the options for local government structure in Derbyshire. This section sets out the Commission's recommendations, in light of the responses to the consultation report, for the structure of local government in the county, and for other matters, about which there has been broad agreement on the Commission's preliminary conclusions.

THE STRUCTURE

- 36 The results of the MORI survey for the Commission suggest that there is widespread support within the city of Derby for it to become a unitary authority. Among residents of the city, two-thirds support the principle of unitary authorities, with only 22% opposed (the balance expressed no view). Moreover the Commission's recommended structure, which included the proposal that the city of Derby should become a unitary authority, was the first choice of the city residents. Few organisations consulted by the Commission failed to support the city's case for unitary status.
- 37 Outside the city, however, the situation is more complex. As mentioned above, the Audit Commission has advised the Commission that eight or nine unitary authority structures 'are unlikely to be the best solution in terms of the three Es because of fears of increased costs, risk to service quality in small authorities, confused accountability through joint arrangements, scarcity of quality management and the impact of more complex arrangements on the National Health Service'. This opinion confirmed the views expressed in the Commission's report to the people of Derbyshire. It was repeated by a majority of the local and national bodies independent of local authorities that have expressed an opinion to us. There is a general preference for larger unitary authorities able to tackle strategic problems, and concern at the prospect of undue fragmentation of local government in Derbyshire. Moreover, the Commission's cost estimates show that a structure of eight unitary authorities would lead to increased administrative costs, while the transitional costs, of the order of £7 million to £12 million, would never be recovered.
- 38 The district councils in Derbyshire campaigned strongly for unitary status on their existing boundaries, and the Commission was subjected to considerable pressure from local Members of Parliament as well as district councillors. A structure of eight unitary authorities, however, was the first preference of only 7 per cent of local residents in the MORI survey – a figure matched exactly by the 7 per cent of residents outside the city of Derby for whom it was the least preferred structure.
- 39 In the light of all the evidence, the Commission remains of the view that an eight-authority unitary structure for Derbyshire is not acceptable. The Commission has considered other possible structures for unitary authorities outside the city of Derby. However, none of the remaining three unitary structures described in the consultation

report for the area outside the city of Derby enjoys strong local support. Indeed, support for the unitary principle outside the city is notably weaker than it is within the city: only just over half the residents living outside Derby support the principle, while one-third are opposed. When presented with a choice, 45 per cent of residents living outside the city preferred no change.

- 40 Against this background, the situations of the city of Derby, Chesterfield and north-east Derbyshire, and the rest of the Derbyshire County Council area, are now considered.

THE CITY OF DERBY

- 41 The City Council put forward a strong case for change, and the Commission accepts that Derby, which was a county borough until 1974, has a strong claim to be a unitary authority. With a population of some 220,000, Derby is the seventh largest non-metropolitan district in England and is larger than many existing unitary metropolitan authorities. An authority the size of Derby would be capable of carrying out most local government services efficiently and effectively and of realising the potential benefits of unitary status. The benefits of bringing together responsibility for housing and social services, education and leisure would be particularly marked in this large, urban, multicultural city.
- 42 The MORI survey confirmed the strength of community identity of those who live in the city. Two-thirds of Derby residents feel very or fairly strongly that they belong to the city, 63 per cent use shops in Derby for their main food shopping and 92 per cent use them when buying clothes and household goods, 88 per cent look to the city for their leisure and sporting activities, 79 per cent of heads of households work in Derby and around three-quarters of school children go to school in the city.
- 43 The Commission considers that a unitary council for Derby could provide the basis for a cost-effective transfer of functions. Economies of scale should result from making the maximum use of existing resources in the development of a new unitary authority. Ernst & Young estimate that savings from the new authority, before the rest of the county is taken into account, could be up to £2 million a year. The transitional costs of establishing a unitary authority for the city of Derby will depend on the Commission's proposals for the remainder of the county.
- 44 There are, however, disadvantages to this proposal. Derby and the rest of the county are closely linked. The city is the focus for many transport routes, with tightly constrained boundaries. Consideration of the effectiveness of service planning, co-ordination and delivery must be carried out in conjunction with any new authority or authorities that share a common boundary. Some voluntary joint working arrangements will therefore be necessary to ensure these needs are addressed. District health authorities and some planning bodies felt that the city would be too small, or not suitably located, to form the most appropriate unit of unitary local government. Some other service specialists also argued for the maintenance of county-wide services.
- 45 On balance, however, the Commission considers that there is a very strong case for the

city of Derby to be served by its own unitary authority. There is a real sense of identity among its residents; the city has the capacity to deliver services efficiently and effectively; the nature of the urban problems facing the city would benefit from single-tier government; and there would be only a minimal need for joint arrangements. Finally, as has been shown, the people of the city of Derby have a quite different view of unitary authorities than residents outside the city. In the city there is strong support for a unitary council and, throughout the review, the Commission has perceived wide acceptance of the case.

RECOMMENDATION 1

A new unitary authority should be established on the boundaries of the existing Derby City Council.

CHESTERFIELD AND NORTH-EAST DERBYSHIRE

- 46 The only large town outside Derby is Chesterfield, which has a population of about 70,000, within a borough council area with a population of around 100,000; there is no other town in Derbyshire with a population over 36,000. At the start of the Commission's review, the Borough Council and North East Derbyshire District Council both submitted, as one of their options, the proposal that the two districts be combined to create a unitary authority focused on Chesterfield with a population of some 200,000. In response to the Commission's consultation report, the two councils supported the option of a council focused on the area with the addition of Bolsover to create an authority with a population of about 270,000 (before the Borough Council reverted, shortly before the publication of this report, to its original preference for no change).
- 47 Residents in Chesterfield have the strongest sense of identity with their town of all the areas in the county tested by MORI: 81 per cent feel they belong very or fairly strongly to the town. It is also an 'effective' community: 86 per cent use shops for their main food shopping and 89 per cent for clothes and household goods; 79 per cent look to the town for their leisure and sporting activities; 69 per cent of heads of households work in the town and 80 per cent of school children go to school in the town.
- 48 In North East Derbyshire district, the focus remains firmly on Chesterfield, which it virtually surrounds, although there are also pulls towards Sheffield, Dronfield and Clay Cross. Fifty per cent of North East Derbyshire residents use shops in Chesterfield for their main food shopping and 67 per cent for buying clothes and other household goods. It is also the most important focus for education, employment and leisure facilities. Residents of North East Derbyshire are generally in favour of closer links with Chesterfield (70 per cent, with 9 per cent opposing): this does not apply to Sheffield (20 per cent, with 49 per cent opposing). It was with these factors in mind that the Commission included in its consultation report a unitary authority based upon the three district councils in the north-east of Derbyshire – Chesterfield, North East Derbyshire and Bolsover – as part of a three-council structure for Derbyshire. The preference for a single authority council outside Derby, rather than two councils (one of which would have been focused on Chesterfield) was finely balanced. The Commission perceived in the north-east of the county the potential for a strong authority, with an identity focused on Chesterfield, able to achieve most of the benefits of economies of scale, and capable of delivering services with relatively few joint arrangements.

- 49 During the consultation on the Commission's draft proposals report, Chesterfield Borough Council and North East Derbyshire District Council both supported the proposal, although Chesterfield Borough Council has since indicated a preference for no change. Further support was stated by business interests, the area being the basis for a business initiative, CHART 99. In other representations, the concept of a single authority for the north-east of the county – regardless of the structure proposed for the rest of the county – found support.
- 50 The proposal also engendered some opposition, however. In making the proposal in its consultation report, the Commission recognised that Bolsover District Council had indicated that it would not wish to join the union. The District Council consistently argued for unitary status in its own right, pointing, for example, to the self-contained nature of the mining communities, and to the fact that residents looked out of the county for services as much as to Chesterfield. MORI had found that Bolsover District Council residents have a lower association with Chesterfield than residents in North East Derbyshire District Council; other centres also provide a focus for residents, such as Sheffield and Mansfield, both of which are outside the county.
- 51 In MORI's research, a single council for the north-east of the county formed a part of three options tested – for three, five and six councils. The proportion of respondents favouring one or other of these options was 29 per cent in Bolsover and 25 per cent in both Chesterfield and North East Derbyshire. The proportion favouring no change was higher – 49 per cent, 46 per cent and 47 per cent respectively.
- 52 Nonetheless, there is a strong case on community identity and service delivery grounds for a unitary authority based upon Chesterfield and North East Derbyshire. The residents of the two authorities clearly prefer such an authority to either a single unitary authority for the whole county outside Derby or a district-based pattern of unitary authorities. The question, therefore, is whether Bolsover should be included, and the Commission has considered this very carefully. The Commission does not consider that Bolsover could be an effective unitary authority on its present boundaries. Hardly anyone has suggested that Bolsover should be joined to an area outside the county. Few have suggested that the northern part of the district should be split from the southern part.
- 53 For all practical purposes, therefore, Chesterfield remains the likely focus for service provision for the foreseeable future. The MORI survey shows that there is as much support among the residents of Bolsover for the inclusion of the district in a unitary authority based upon Chesterfield as there is in Chesterfield or North East Derbyshire. Economies of scale should result from making the maximum use of existing resources in the new authority. Savings before the rest of the county is taken into account would result from bringing district and county services together, and from combining the district services from the three district councils, although some additional costs would apply to the rest of the county which would lose some economies of scale.
- 54 On balance, and notwithstanding the evidence from MORI that residents prefer the existing arrangements to any one unitary structure, the Commission believes that it would be in the best interests of Bolsover to join Chesterfield and North East Derbyshire to form a unitary authority with a population of about 270,000. Such an authority would be just

as capable as Derby of providing services effectively, of obtaining economies of scale, and of facing the challenges which confront the area.

RECOMMENDATION 2

A new unitary authority should be established for north-east Derbyshire on the boundaries of the area covered by Chesterfield Borough Council, North East Derbyshire District Council and Bolsover District Council.

THE REMAINDER OF DERBYSHIRE

- 55 If there are to be unitary authorities for Derby and north-east Derbyshire, there are only two reasonable possibilities for a unitary structure in the rest of the county, which can be set against leaving the existing structure as it is:
- one unitary authority for the remainder of the county; and
 - three or four unitary authorities based on the merger of some of the existing districts.
- 56 *One authority for the rest of Derbyshire.* This option was explored in the consultation report. It would have a number of advantages:
- It would be the most cost-effective structure, saving – as part of a county-wide three-council structure – between £7 million and £12 million a year.
 - It would meet the concern of some local and national groups about the breaking up of county-wide services into a large number of authorities.
 - A single authority would be of sufficient size to attract and retain staff with the skills and experience required to deliver major local government services.
 - It would preserve the identity of the county.
- 57 The problem of remoteness could be addressed through the decentralisation of management, investment in information technology and the creation of local councils to represent towns and parishes if there were demand for them among local residents. The evidence from the Commission's consultation programme, however, has shown in general that even though people are looking for cost-effective local government, they do not readily support the creation of very large county-wide unitary authorities. 46 per cent of those living outside the city of Derby identify this as their least preferred alternative unitary structure, according to MORI.
- 58 *Three or four authorities for the rest of Derbyshire.* In recognition of the need to evaluate a range of options for the county as a whole, the Commission included within its consultation paper a proposal for a five-council option for Derbyshire – Derby, north-east Derbyshire and three unitary councils for the rest of the county. The attraction of this option is presented as being that the smaller authorities would bring local government closer to communities, while still reaping the benefits of a unitary system. As we have shown, however, this obtained no explicit support from any local authority and little support from elsewhere. The clear message given to the Commission is that there is no merger of districts or splitting of the county which would meet with widespread approval. There would certainly be difficulties. The establishment of three unitary authorities for the county (in addition to councils for Derby and north-east Derbyshire) would only

marginally reduce the need for joint working arrangements between constituent authorities from those required for eight authorities. In addition, there would be the risk of disruption to services arising from the merged authorities having to cope with the amalgamation of district functions at the same time as inheriting county services.

- 59 Although the proposal in the consultation paper was broadly cost neutral, there would be transitional costs of between £13 million and £18 million arising particularly from the need to merge some district services and IT systems, while also dividing the County Council. These transitional costs would not be as high as in the option for a single authority outside the city of Derby and north-east Derbyshire because fewer districts would need to be combined, but they would take longer to recoup.
- 60 All possibilities, however, have to be judged against retaining both the County Council and district councils in the area outside the city of Derby and north-east Derbyshire. The Commission found no groundswell of opinion outside the city of Derby and north-east Derbyshire that local government in Derbyshire needed drastic reform – indeed there was strong support for the present structure. This was confirmed by MORI. This, the Commission judges, partly reflects the nature of the area but also a general feeling that in the past the two tiers have worked reasonably well together.
- 61 In the county as a whole, the establishment of unitary authorities in north-east Derbyshire and Derby would save some money, while in the rest of the county there would be some loss of economies of scale. The net effect would be broadly neutral. There would, however, be transitional costs in the region of £3 million to £8 million to pay for the improved structure in north-east Derbyshire and Derby.
62. If the present two-tier structure were retained in the area outside north-east Derbyshire and Derby, the number of councillors would be unchanged and the two-tier system could reflect the degree of affinity of people to both the county and district areas.
- 63 If the present system is retained, people would not gain the potential benefits of a unitary system of local government. However, to some extent a better understanding of local government, easier access to service delivery points and sharper accountability could be achieved by applying the measures for improvement which have been suggested by the County Council and some district councils. Having considered the matter carefully against the criteria, the Commission has concluded that none of the options for reorganisation would better reflect the identity or interests of local communities, or be likely to lead to more effective and convenient local government in the area, than the present two-tier structure.

RECOMMENDATION 3

For the rest of the county, outside Derby and north-east Derbyshire, there should be no change to the two-tier structure of local government.

RECOMMENDATION 4

The historic county of Derbyshire, on the boundaries of the present County Council, should remain for ceremonial and related purposes.

OTHER MATTERS

- 64 In addition to looking at the structure of local authorities in Derbyshire, the Commission is also required to examine the position of particular public services, to make recommendations about future electoral arrangements and to take account of the part that town and parish councils could play in each area it reviews. These matters are covered below.

PUBLIC PROTECTION

- 65 The Government's Guidance to the Commission on police and fire services is explicit in requiring them to be carried out over an area no smaller than at present. The Commission is also aware that, as a separate exercise, the Government is developing new proposals for police authorities, the probation service and magistrates' courts. The Commission recommends that these should continue to be provided over the whole of the present area of the county of Derbyshire and that there should be combined authorities established for these services, on which representatives of the appropriate new councils should serve.

RECOMMENDATION 5

There should be combined authorities established for both the police and fire services in the county, on which representatives of the new unitary councils for Derby and north-east Derbyshire would serve, together with those from Derbyshire County Council. No changes are proposed in the probation and magistrates' courts services.

PLANNING

- 66 The Commission is concerned to ensure that strategic land-use planning for Derbyshire should not be undermined by the introduction of unitary local authorities. There is a high level of dependence between the principal urban areas and the remainder of the county. This needs to be reflected in appropriate arrangements for strategic planning, and the Commission is not satisfied that to allow the new authorities to prepare unitary development plans would provide adequate underpinning. The Commission therefore recommends that the existing dual (strategic and local) planning arrangements should be retained, with necessary adjustments, and that the new councils for Derby and north-east Derbyshire, and the County Council, should become joint structure planning authorities for the area outside the Peak District National Park. The Commission believes that the participating local authorities should be able to set up and maintain satisfactory joint arrangements through local agreement, but notes also the power of the Secretary of State under Section 21 of the Local Government Act 1992 to intervene by establishing a joint authority if local agreement fails to secure a satisfactory outcome.
- 67 The Commission recommends that the two new unitary authorities and the County Council should be mineral planning authorities. Strategic minerals and waste policies should be included in the joint structure plan, and the three authorities should individually have responsibility for formulating detailed minerals and waste policies for their areas in general conformity with the policy framework provided by the structure plan. The normal machinery for this would be that of minerals local plans and waste local plans (where waste policies are not included in the minerals plan), prepared under

Sections 37 and 38 of the Town and Country Planning Act 1990. However, in accordance with Section 14(5)(d)(ii) of the Local Government Act 1992, the Commission recommends that the Chesterfield and Derby authorities should be authorised to include such policies in their local plans. These authorities will also exercise development control functions in relation to minerals and waste.

68 Responsibility for local plans should rest with each of the new unitary authorities in their respective areas. They will also exercise development control functions for their areas for all purposes. There should be no change in the allocation of these functions in the remainder of Derbyshire.

69 No change is recommended to the present arrangements in the Peak Park.

RECOMMENDATION 6

Strategic land-use planning should be carried out by the new councils for north-east Derbyshire and Derby assuming joint responsibility with the County Council for structure planning in the area outside the Peak Park, including strategic policies for minerals and waste. Local plans outside the Peak Park should be the responsibility of the new unitary councils for north-east Derbyshire and Derby, and, as at present, each of the district councils, within the structure plan framework. The new unitary authorities should be mineral planning authorities, with responsibility for formulating detailed policies in respect of minerals and waste. They should also have responsibility for all aspects of development control. The allocation of development control functions elsewhere in the county should remain as at present.

ELECTORAL ARRANGEMENTS

70 The Government's Guidance states 'that where a new authority covers the area of an existing county or district...the Commission should recommend that the wards or electoral divisions should be transferred to the new authority'. On this basis, the new Derby City Council would have 44 councillors, the same number as the present City Council.

71 In its original proposal for a council for the north-east of the county, the Commission proposed that two councillors should serve each of the 25 electoral divisions of the present County Council. Both Chesterfield Borough Council and North East Derbyshire District Council proposed that three councillors should serve each division, making a total of 75. However, this would be unbalanced compared with the city of Derby which has only a slightly smaller population: overall in unitary authorities the Commission expects a ratio of one councillor for around 4,000 residents. MORI found that more residents supported the Commission's proposals on the number of elected representatives for the county as a whole than opposed them, by a ratio of 5:4. The Commission therefore recommends that the new council for north-east Derbyshire should comprise 50 councillors.

- 72 Elsewhere in Derbyshire, the present electoral arrangements would remain, although the total number of county councillors would be reduced from 84 to 39 as a consequence of unitary authorities being established in Derby and north-east Derbyshire.

RECOMMENDATION 7

The new council for the city of Derby should initially comprise 44 councillors serving the existing 20 wards, as under the present City Council arrangements.

RECOMMENDATION 8

The new council for north-east Derbyshire should initially comprise 50 councillors, with two councillors serving 25 wards based upon the current County Council's electoral divisions in Chesterfield, North East Derbyshire and Bolsover districts.

RECOMMENDATION 9

Derbyshire County Council should initially comprise 39 councillors, with one serving each existing electoral division outside the unitary authorities serving Derby and north-east Derbyshire. There would be no change to electoral representation in the district councils outside the new unitary authorities serving north-east Derbyshire and Derby.

- 73 The present electoral arrangements create a certain amount of confusion in Derbyshire in that some councils hold elections most years (elections by thirds) whereas the others have elections for the whole council every four years. In addition, accountability is blurred by the fact that some wards return either two or three councillors. The Commission has no grounds to disagree with the view of the Committee of Inquiry into the Conduct of Local Authority Business (1986) that there should be one councillor for every electoral ward and that whole councils should be elected together once every four years.

RECOMMENDATION 10

In the new council for north-east Derbyshire, elections should be held once every four years, at the same time as they take place for Derbyshire County Council. In the new council for Derby, and in the remaining district councils, the present electoral arrangements should be maintained.

- 74 The Commission proposes to review electoral arrangements generally throughout England during the next five years. That review will be able to look further at the electoral arrangements recommended in this report.

PARISH AND TOWN COUNCILS

- 75 The Commission considers that the structure of local government in Derbyshire should build on residents' strong sense of identity with their immediate neighbourhoods. There has been broad agreement with the proposals set out in our consultation report to the people of Derbyshire for an enhanced role for parish and town councils in view of their ability to reflect people's sense of identity with their community, and for the unparished

areas of the county to be parished wherever practicable. These proposals have been welcomed by the Derbyshire Association of Local Councils.

- 76 The Commission has received two requests for new parishes to be created, one from Ilkeston and one from Padfield near Glossop. The Commission supports these requests. It understands that there are also other areas where there is a body of opinion favouring the establishment of parishes. The Secretary of State is therefore invited to direct the Commission to undertake a boundary review of Derbyshire so that parishing issues can be considered in more detail.

RECOMMENDATION 11

The Secretary of State is invited to direct the Commission to undertake a review in the near future in which the scope for emparishing in the county of Derbyshire can be considered.

RECOMMENDATION 12

Elections for town and parish councils should, wherever possible, be held at the same time as elections for the principal authorities. There should be effective consultation with parish and town councils by all principal authorities.

APPENDICES

APPENDIX A

SUMMARY OF THE COMMISSION'S DRAFT RECOMMENDATIONS (MAY 1993)

In Stage 2 of the review, the Commission evaluated all the representations in detail leading to the publication of a consultation report in May 1993 which set out the views which had been put to it, the evidence it considered relevant in accordance with the Government's Guidance, and the draft recommendations which had been reached. These were:

- 1 The existing two-tier structure of local government in Derbyshire should be replaced by a new structure of unitary councils, each responsible for the broad range of services now provided by the County Council and the district councils.
- 2 The city of Derby should become a unitary authority. The new authority should have the boundaries of the existing City Council.
- 3 There should be a second unitary authority to serve the whole of Derbyshire, outside the city of Derby. There should be no change to the county's existing boundaries.
- 4 There should be combined authorities established for both the police and fire services in the county, on which representatives of the new councils would serve.
- 5 Strategic land-use planning should be carried out by the new authorities assuming joint responsibility for structure planning for the county area as a whole, and for preparing joint plans in respect of minerals and waste. Local plans for particular areas would be the responsibility of each new authority independently, but within the structure plan framework.
- 6 The new City of Derby Council should initially comprise 44 councillors serving the existing 20 wards. The new Derbyshire Council, covering the rest of the area, should initially comprise 128 councillors, with two councillors serving wards based upon the current County Council's electoral divisions. All councillors should be elected together every four years.
- 7 Where there is local support, the remaining unparished parts of Derbyshire (outside Derby) – namely Buxton, Chesterfield, Glossop, Ilkeston, Long Eaton, Riddings and Swadlincote – should be parished, and there should be effective consultation by the new authorities with town and parish councils.

APPENDIX B

Derbyshire Residents

STAGE 3 RESEARCH

**RESEARCH STUDY CONDUCTED FOR
THE LOCAL GOVERNMENT COMMISSION FOR
ENGLAND
OCTOBER 1993**

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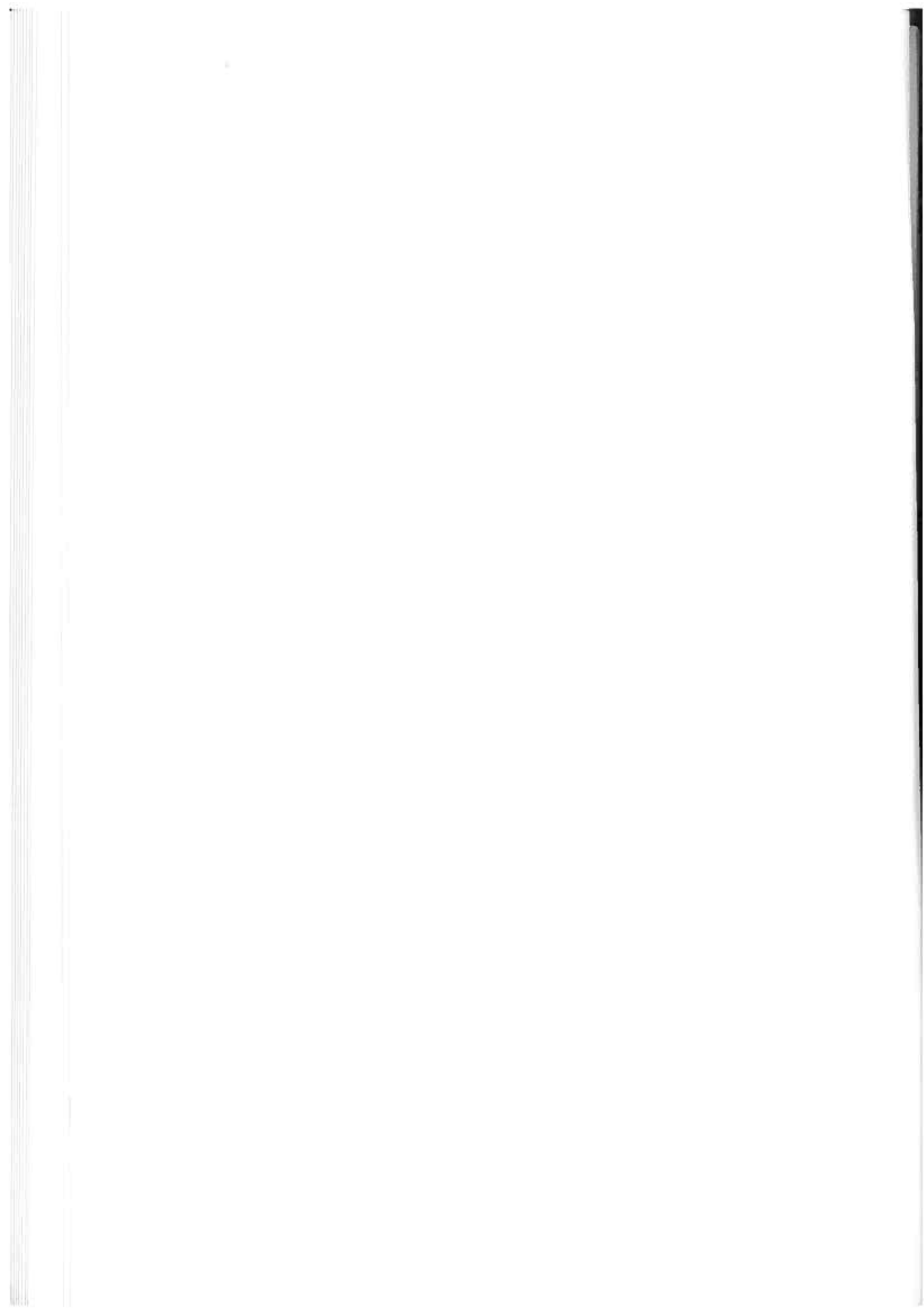
INTRODUCTION

MAIN FINDINGS

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- Awareness of the Local Government Review
- Preferred Option
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- "Informed" Preference
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- Number of Councillors

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INTRODUCTION

Background

This summary report highlights the key findings from a survey of public opinion conducted by MORI across the County of Derbyshire on behalf of the Local Government Commission for England. The computer tabulations are contained in a separate volume, which is available from MORI.

A stratified quota sample of 2,995 adults aged 18+ were interviewed across the nine Districts of Derbyshire, with around 300 per District, and 400 in Amber Valley and Derbyshire Dales. Within District, 1991 Census enumeration districts (EDs) were stratified by rurality, and then selected with a probability of selection proportional to the population of each. Quotas were set by gender, age and work status.

All interviews were conducted face-to-face in respondents' homes, between 3-31 July 1993. Data have been weighted to reflect the population distribution between the Districts, and the profile across the County.

Objectives

This survey took place towards the end of the consultation stage, which followed the publication of the Commission's draft proposals. The survey measures public preferences for the organisation of local government in Derbyshire.

Publication of the Results

As with all our studies, these findings are subject to our Standard Terms and Conditions of Contract. Any press release or publication of the findings of this survey requires the advance approval of MORI. Such approval will only be refused on the grounds of inaccuracy or misinterpretation.

MAIN FINDINGS

Awareness of Local Council

Two-thirds of residents (67%) are able, spontaneously, to name their County Council, a figure which rises to around three-quarters in Chesterfield and High Peak, and falls to around half in Amber Valley and North East Derbyshire.

Awareness of the name of the District or Borough Council is, overall, very similar to that of the County Council, but also shows some variation (see Table 1).

Table 1 : Correct Identification of Councils

	County %	District %
Derbyshire Total	67	68
Amber Valley	48	68
Bolsover	72	87
Chesterfield	74	78
Derby	71	56
Derbyshire Dales	68	73
Erewash	71	85
High Peak	76	72
North East Derbyshire	52	53
South Derbyshire	65	59

Awareness of the Local Government Review

Awareness of the Review has increased since the initial MORI community identity research in January and February 1993. At that time, 45% of Derbyshire residents said that they had never heard of the Review; now the figure has fallen to 32%. Depth of knowledge, on the other hand, has not increased. Thirteen per cent now say they know a great deal or a fair amount about the Review, the same as in January/February.

Of those who have heard of the Review, the main sources of information are the media (79%) - more specifically, local newspapers (68%), local radio (18%) and television (23%). Thirty-seven per cent say that they have received information from the District Council and, 30% from the County Council.

Preferred Options

Public preferences for the future organisation of local government were measured in two stages. First, people were shown a series of maps with different boundaries, accompanied by sheets describing the arrangement of the Districts. They were asked which would be their first preference, which would be their second preference, and which option they would like least from the six we evaluated.

Table 2 shows the first preferences of residents across the County, and in each of the Districts.

Table 2 : Preferred Option for Derbyshire

		A	B	C	D	E	F	Don't know
Derbyshire Total	%	39	7	11	6	10	8	19
Amber Valley	%	46	8	10	3	11	6	15
Bolsover	%	49	9	8	13	8	5	8
Chesterfield	%	47	2	6	9	10	2	24
Derby	%	19	6	21	7	10	6	31
Derbyshire Dales	%	43	6	7	7	13	9	15
Erewash	%	45	10	8	2	9	8	19
High Peak	%	39	10	8	6	11	19	7
NE Derbyshire	%	46	6	8	10	7	4	19
S Derbyshire	%	42	6	10	3	7	15	16

The status quo (option A) is thus clearly the most preferred option, with exception of Derby City, where the 2-council option is the most preferred. Overall, however, there is little agreement on any of the options for unitary structures.

People stating each preference were asked why they chose that one. Those opting for the status quo most commonly say that they can see no reason for change. Those who prefer two authorities, and those who choose three authorities, tend to say that they feel it would simplify things and make it easier to manage. Those who opt for five or six authorities say that they feel simply that the split seems about right, while those who want eight authorities say that smaller areas would be the best.

THE OPTIONS PRESENTED

- OPTION A -** Leave the present arrangements in Derbyshire as they are:
- 9 District Councils (Amber Valley, Bolsover, Chesterfield, Derby, Derbyshire Dales, Erewash, High Peak, North East Derbyshire and South Derbyshire) (1-9)
 - 1 County Council (Derbyshire)
- OPTION B -** 8 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for each of the present Districts areas of Amber Valley, Bolsover, Derby City, Derbyshire Dales, Erewash, High Peak, South Derbyshire, (1 and 3-8)
 - 1 for the present Chesterfield and North East Derbyshire District areas (2)
- OPTION C -** 2 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for the present Derby City Council area (1)
 - 1 for the remainder of the present Derbyshire County Council area (the present Districts of Amber Valley, Bolsover, Chesterfield, Derbyshire Dales, High Peak, Erewash, North East Derbyshire, South Derbyshire) (2)
- OPTION D -** 3 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for the present Derby City Council area (1)
 - 1 for the present Chesterfield, Bolsover and North East Derbyshire District areas (2)
 - 1 for the present High Peak, Derbyshire Dales, Amber Valley, Erewash and South Derbyshire District areas (3)
- OPTION E -** 5 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for the present Derby City Council area (1)
 - 1 for the present Chesterfield, Bolsover and North East Derbyshire District areas (2)
 - 1 for the present High Peak and northern part of Derbyshire Dales District areas (3)
 - 1 for the present Amber Valley and southern part of Derbyshire Dales District areas (4)
 - 1 for the present Erewash and South Derbyshire District areas (5)
- OPTION F -** 6 single authorities for the Derbyshire area:
- 1 for the present Derby City Council area (1)
 - 1 for the present Chesterfield, Bolsover and North East Derbyshire District areas (2)
 - 1 for the present High Peak District area (3)
 - 1 for the present Derbyshire Dales and western part of Amber Valley District areas (4)
 - 1 for the present South Derbyshire District area (5)
 - 1 for the present Erewash and eastern part of Amber Valley District area (6)

People were also asked to say what their second preference would be. This is shown below in the light of their **first** preference.

Table 3 : Second Preference Compared with First Preference

Second Preference	First Preference							Don't know
	Total	A	B	C	D	E	F	
	%	%	%	%	%	%	%	
A	6	*	29	7	8	9	17	-
B	16	34	*	3	4	8	17	*
C	5	7	7	-	25	2	3	1
D	12	4	5	71	*	22	4	-
E	10	4	11	4	44	-	50	*
F	12	9	40	2	9	49	-	-
Don't know	39	40	8	14	10	10	8	99

No single option stands out as being favoured as a second preference. Thirty nine per cent express no second choice, including a high proportion of those whose first preference was the status quo (A). Of those who selected the most popular option (status quo, A), a third of those who did express a second preference chose B (8 authorities). Those whose first preference is for two authorities (i.e. option C) showed a marked tendency to select three authorities (D) as their second preference.

Least Preferred Option

Respondents were also asked to specify their least preferred option. Again, this is analysed in relation to the first preferences that people expressed (see Table 4).

Table 4 : Least Preferred Option compared with First Preference

Least Prefer	First Preference							Don't know
	Total	A	B	C	D	E	F	
	%	%	%	%	%	%	%	
A	12	-	10	57	38	17	11	3
B	8	7	*	25	21	7	4	*
C	42	55	77	-	29	68	76	3
D	2	3	5	1	-	2	3	-
E	1	1	-	2	1	-	2	-
F	2	2	2	6	3	2	*	*
Don't know	33	32	6	9	8	5	4	94

THE OPTIONS PRESENTED

- OPTION A -** Leave the present arrangements in Derbyshire as they are:
- 9 District Councils (Amber Valley, Bolsover, Chesterfield, Derby, Derbyshire Dales, Erewash, High Peak, North East Derbyshire and South Derbyshire) (1-9)
 - 1 County Council (Derbyshire)
- OPTION B -** 8 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for each of the present Districts areas of Amber Valley, Bolsover, Derby City, Derbyshire Dales, Erewash, High Peak, South Derbyshire, (1 and 3-8)
 - 1 for the present Chesterfield and North East Derbyshire District areas (2)
- OPTION C -** 2 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for the present Derby City Council area (1)
 - 1 for the remainder of the present Derbyshire County Council area (the present Districts of Amber Valley, Bolsover, Chesterfield, Derbyshire Dales, High Peak, Erewash, North East Derbyshire, South Derbyshire) (2)
- OPTION D -** 3 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for the present Derby City Council area (1)
 - 1 for the present Chesterfield, Bolsover and North East Derbyshire District areas (2)
 - 1 for the present High Peak, Derbyshire Dales, Amber Valley, Erewash and South Derbyshire District areas (3)
- OPTION E -** 5 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for the present Derby City Council area (1)
 - 1 for the present Chesterfield, Bolsover and North East Derbyshire District areas (2)
 - 1 for the present High Peak and northern part of Derbyshire Dales District areas (3)
 - 1 for the present Amber Valley and southern part of Derbyshire Dales District areas (4)
 - 1 for the present Erewash and South Derbyshire District areas (5)
- OPTION F -** 6 single authorities for the Derbyshire area:
- 1 for the present Derby City Council area (1)
 - 1 for the present Chesterfield, Bolsover and North East Derbyshire District areas (2)
 - 1 for the present High Peak District area (3)
 - 1 for the present Derbyshire Dales and western part of Amber Valley District areas (4)
 - 1 for the present South Derbyshire District area (5)
 - 1 for the present Erewash and eastern part of Amber Valley District area (6)

A third of respondents did not know their least preferred option, including virtually all (94%) of those who did not have a first preference. Overall, for most first preferences, the least preferred option is C (two unitary authorities). The exceptions are people who most prefer either the two or three authority arrangements, for whom the least preferred option is the status quo.

"Informed" Preference

Having measured preferences on the basis of boundary information alone, respondents were then shown a grid of information about the population covered, area covered and financial implications (as calculated by Ernst & Young on behalf of the Commission) of each option. This grid is appended.

Table 5 provides a comparison of first preferences before and after respondents were given of this extra information.

Table 5 : Effect of Information on First Preference

	% Choosing	
	"Cold"	"Informed"
	%	%
A	39	39
B	7	5
C	11	13
D	6	7
E	10	9
F	8	6
Don't know	19	21

Overall, this information makes very little difference to people's preferences.

Although there is virtually no net movement, this masks some shift of opinion. Table 6 shows the proportions of people who maintain their first preference across both questions.

THE OPTIONS PRESENTED

- OPTION A -** Leave the present arrangements in Derbyshire as they are:
- 9 District Councils (Amber Valley, Bolsover, Chesterfield, Derby, Derbyshire Dales, Erewash, High Peak, North East Derbyshire and South Derbyshire) (1-9)
 - 1 County Council (Derbyshire)
- OPTION B -** 8 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for each of the present Districts areas of Amber Valley, Bolsover, Derby City, Derbyshire Dales, Erewash, High Peak, South Derbyshire, (1 and 3-8)
 - 1 for the present Chesterfield and North East Derbyshire District areas (2)
- OPTION C -** 2 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for the present Derby City Council area (1)
 - 1 for the remainder of the present Derbyshire County Council area (the present Districts of Amber Valley, Bolsover, Chesterfield, Derbyshire Dales, High Peak, Erewash, North East Derbyshire, South Derbyshire) (2)
- OPTION D -** 3 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for the present Derby City Council area (1)
 - 1 for the present Chesterfield, Bolsover and North East Derbyshire District areas (2)
 - 1 for the present High Peak, Derbyshire Dales, Amber Valley, Erewash and South Derbyshire District areas (3)
- OPTION E -** 5 single authorities responsible for services currently provided by both the County and District Councils:
- 1 for the present Derby City Council area (1)
 - 1 for the present Chesterfield, Bolsover and North East Derbyshire District areas (2)
 - 1 for the present High Peak and northern part of Derbyshire Dales District areas (3)
 - 1 for the present Amber Valley and southern part of Derbyshire Dales District areas (4)
 - 1 for the present Erewash and South Derbyshire District areas (5)
- OPTION F -** 6 single authorities for the Derbyshire area:
- 1 for the present Derby City Council area (1)
 - 1 for the present Chesterfield, Bolsover and North East Derbyshire District areas (2)
 - 1 for the present High Peak District area (3)
 - 1 for the present Derbyshire Dales and western part of Amber Valley District areas (4)
 - 1 for the present South Derbyshire District area (5)
 - 1 for the present Erewash and eastern part of Amber Valley District area (6)

Table 6 : Maintaining First Preference across both questions

	%
A	87
B	63
C	84
D	82
E	79
F	65
Don't know	81

The least resilient options are for 8 and 6 unitary authorities (B and F). Proponents of these options are more inclined to shift to the status quo option than to any other option. The status quo is strongly supported by its proponents.

Unitary Authorities

After establishing people's preferences for the arrangement of local government boundaries in Derbyshire they were asked whether they supported or opposed the **general principle** of unitary Councils. Just over half (54%) support the principle that one council should provide services, while three in ten (30%) are opposed. In all Districts, more support the principle than oppose.

Town and Parish Councils

The principle of establishing town or parish councils should be set up, if local people want them, in areas where they do not currently exist was supported by a clear majority (65%), while one in five (18%) are opposed. Support is weakest in Derby (52%) and Chesterfield (54%), and strongest in Derbyshire Dales (81%) and South Derbyshire (78%).

Number of Councillors

Around half (46%) of respondents supported the Commission's proposal that the number of elected representatives over the whole of Derbyshire should be reduced from 477 to 172 while 34% are opposed. Opponents were asked to say how many they would prefer, and most of these people said that they would prefer more than the 172 proposed. The average number proposed by residents, including those who supported the Commission's proposal, was 274.

London

October 1993

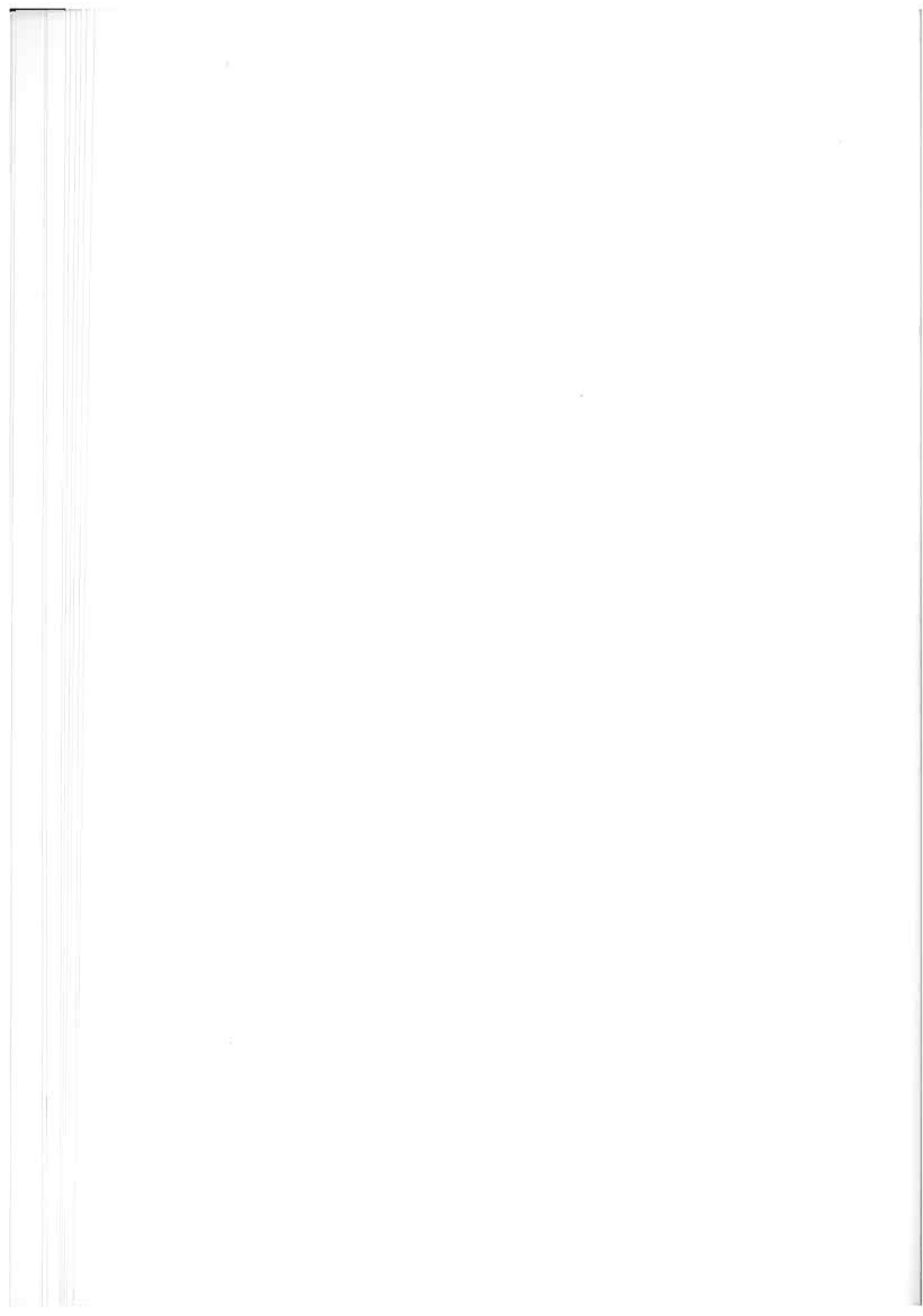
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Brian Gosschalk

Simon Braunholtz

Nick Coleman

ANNEXES



DERBYSHIRE RESIDENTS - TOPLINE FINDINGS

n = 2,995, in 286 sampling points

Fieldwork: 3-31 July 1993

Weighted for representativeness

Base: All, unless stated

Gender

	%
Male	49
Female	51

Age%

18-24	11
25-34	20
35-44	17
45-54	15
55-64	14
65-74	15
75+	8

WRITE IN AGE

Work Status%

Full-time (30 hrs/wk+)	37
Part-time (8-29 hrs/wk)	10
Not working (under 8 hrs)	5
Looking after home/children	13
Retired28	
Registered unemployed	5
Unemployed but not registered	2

Occupation of Head of Household
Position/rank/grade

Industry/type of company

Qualifications/degrees/apprenticeship

No of Staff Responsible for

PROBE FOR CWE/PENSION

Class

	%
AB	14
C1	24
C2	29
D	17
E	15

Number in Household
Adults aged 18+ (inc. respondent)

1	2	3	4	5+
% 19	61	15	5	1

Children (17 or under)

0	1	2	3	4+
% 62	16	15	5	2

QA Are you or other members of your household employed by a council? IF YES: Is this the Borough/District Council or the County Council? CODE FOR BOTH RESPONDENT AND OTHER HOUSEHOLD MEMBERS

	Respondent %	Other %
Yes:		
Borough/District	2	2
County	5	4
Don't know which	*	*
No	94	94

Tenure

	%
Owned outright	32
Buying on mortgage	40
Rented from Council	19
Rented from Housing Association	2
Rented from private landlord	6
Other	1

Car in Household
CIRCLE NUMBER

0	1	2	3+
% 26	49	21	4

INTERVIEWER DECLARATION: I confirm that I have conducted this interview face-to-face with the above named person and that I have asked all the relevant questions fully and recorded the answers in conformance with the survey specification and the MRS Code of Conduct.

Interviewer Name Signature

Interviewer Number /

Date of Interview

WRITE IN BOXES

Month Date

NB INTERVIEWER: ALL SHOWCARDS HAVE BEEN REVERSED. PLEASE BE CAREFUL TO CODE THE CORRECT RESPONSE.

Good morning/afternoon/evening. I'm from MORI, the market research and polling organisation. We are doing a survey about local issues, and I would like to ask you a few questions.

ASK ALL

Q1a Firstly, how long have you lived in this town/village?

Q1b And how long have you lived in this county?

	Q1a	Q1b
	%	%
Less than 1 year	5	2
1-2 years	5	2
3-5 years	12	5
6-10 years	13	7
11-20 years	16	11
Over 20 years	49	73
Don't know/can't remember	*	1

Q2a What is the name of the County Council for this area? DO NOT PROMPT

Derbyshire County Council	%
Other (WRITE IN & CODE "2")	67
.....	16
Don't know	17

Q2b What is the name of the Borough or District Council for this area? DO NOT PROMPT

Amber Valley District Council	%
Bolsover District Council	8
Chesterfield Borough Council	7
Derby City Council	10
Derbyshire Dales District Council	13
Erewash Borough Council	5
High Peak Borough Council	10
North East Derbyshire District Council	6
South Derbyshire District Council	6
Other (WRITE IN & CODE "0")	5
.....	6
Don't know	22

IF INCORRECT ANSWER AT Q2a OR Q2b, READ OUT: In fact, this is the Derbyshire County Council area and the Borough/District/City Council area.

Q3 SHOWCARD A (R) As you may know, there is currently a review being undertaken by the Local Government Commission on the future of local government in this area. How much, if anything, would you say you know about this?

	%
A great deal	2
A fair amount	11
Just a little	34
Heard of but know nothing about	21
Never heard of	32

IF HEARD OF

Q4a From where have you got information on this? PROBE: Where else? DO NOT PROMPT. MULTICODE OK

Q4b SHOWCARD B(R) From which of these sources have you got information on this? MULTICODE OK

Base: All aware of review (2,083)

		Q4a %	Q4b %
A	Local newspapers	52	68
B	National newspapers	3	8
C	TV	14	23
D	Local radio	9	18
E	National radio	1	3
F	Conversations with friends/neighbours/family	11	20
G	Borough/District Council leaflet	20	31
H	County Council leaflet	11	22
I	Conversation with District Councillors	2	4
J	Conversation with County Councillors	1	2
K	Information in libraries/council offices or buildings	1	4
L	Conversations with District Council staff	1	2
M	Conversations with County Council staff	2	3
N	Borough/District Council newspaper	1	6
O	County Council newspaper	2	9
P	Local Government Commission's Report	*	1
Q	Local Government Commission leaflets	2	6
R	Local Government Commission public meetings	*	1
S	Other public meetings	1	1
T	Parish/Community Council	1	3
U	Residents' Associations	*	1
	Other (WRITE IN & CODE "0")	7	3
		
	Don't know	4	2

Several options have been put forward for the structure of local government in Derbyshire. Please look at these options together with the maps which show the boundaries for each option.

SHOW OPTIONS/MAPS FOR Qs 5-7. ROTATE ORDER OF OPTION/MAPS SHOWN RESPONDENT. TICK START FOR OPTION/MAP SHOWN FIRST.

ASK ALL

Q5 Please tell me which option you would most prefer ? CODE BELOW

Q6 Why do you say you would most prefer option PROBE FULLY

	%
No reason to change	34
The split is right	11
Easier to manage	11

Q7 Which would be your second preference? CODE BELOW

Q8 Which option would you least prefer? CODE BELOW

	Q5 First preference %	Q7 Second preference %	Q8 Least %
A (Present arrangement)	39	6	12
B (8 authorities)	7	16	8
C (2 authorities)	11	5	42
D (3 authorities)	6	12	2
E (5 authorities)	10	10	1
F (6 authorities)	8	12	2
Don't know	19	39	33

Q9 And why do you say you would least prefer option PROBE FULLY

	%
Area to big to manage	46
Split into too many areas	16

Q10a Are there any other alternatives for the structure of local government in Derbyshire not given as options before, which you would prefer?
IF YES: What would you prefer?

	%
Yes (WRITE IN)	5
No	80
Don't know	15

IF YES AT Q10a, ASK

Q10b Why do you say that? PROBE FULLY

.....

.....

.....

.....

I would now like to ask you about these options, taking some additional information into account.

SHOW OPTION/MAPS FOR Q11-13. SHOW IN SAME ORDER AS AT Qs5-7
Q11 Again, which one would you most prefer?

Q12 And again, which would be your second preference?

Q13 And again, which option would you least prefer?

	Q11 First preference %	Q12 Second preference %	Q13 Least %
A (Present arrangement)	39	5	11
B (8 authorities)	5	15	10
C (2 authorities)	13	6	37
D (3 authorities)	7	14	2
E (5 authorities)	9	9	1
F (6 authorities)	6	12	3
Don't know	21	41	36

IF DIFFERENT FIRST PREFERENCE AT Q5 and Q11:

Q14 Why do you say you would most prefer (ANSWER GIVEN AT Q11) PROBE FULLY

More cost effective	%
Changes cost money	34
Don't really know	13
	40

ASK ALL

Q15 Please tell me whether you support or oppose the following proposals. READ OUT

	Support %	Oppose %	Neither/ No opinion %
a) One Council should provide services for this area, rather than the present County Council and District Council	54	30	16
b) If local people want them, town or parish councils should be set up, where they do not exist	65	18	17

Q16 There are at present a total of 477 Councillors (84 County and 393 District Councillors) across the present Derbyshire County Council area. The Local Government Commission has initially proposed, subject to later review, a total of 172 Councillors across the present Derbyshire County Council area, 44 for Derby and 128 for the rest of the County. Do you support or oppose this proposal?

Support	%
Oppose	46
Neither/no opinion	34
	21

ASK IF OPPOSE

Q17 How many Councillors do you think there should be in total? DO NOT PROMPT

Base: All opposing proposal (1,043)

4	1	2	(mean)
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THANK RESPONDENT
COMPLETE THE RESPONDENT FEEDBACK AND THEN GO TO DEMOGRAPHICS

STATISTICAL RELIABILITY

The respondents to the survey are only samples of the total "population", so we cannot be certain that the figures obtained are exactly those we would have if everybody had been interviewed (the "true" values). We can, however, predict the variation between the sample results and the "true" values from a knowledge of the size of the samples on which the results are based and the number of times that a particular answer is given. The confidence with which we can make this prediction is usually chosen to be 95% - that is, the chances are 95 in 100 that the "true" value will fall within a specified range. The table below illustrates the predicted ranges for different sample sizes and percentage results at the "95% confidence interval". These intervals are based on the assumption that we have interviewed 20% of a population of 6,000 individuals: margins for smaller populations will be smaller.

Size of sample on which survey result is based	Approximate sampling tolerances applicable to percentages at or near these levels		
	10% or 90%	30% or 70%	50%
	\pm	\pm	\pm
300 interviews	3	5	6
400 interviews	3	4	5
1,000 interviews	2	3	3

For example, with a sample size of 300 where 30% give a particular answer, the chances are 19 in 20 that the "true" value (which would have been obtained if the whole population had been interviewed) will fall within the range of ± 5 percentage points from the sample result.

When results are compared between separate groups within a sample, different results may be obtained. The difference may be "real," or it may occur by chance (because not everyone in the population has been interviewed). To test if the difference is a real one - ie if it is "statistically significant", we again have to know the size of the samples, the percentage giving a certain answer and the degree of confidence chosen. If we assume "95% confidence interval", the differences between the two sample results must be greater than the values given in the table below:

Size of samples compared	Differences required for significance at or near these percentage levels		
	10% or 90%	30% or 70%	50%
	\pm	\pm	\pm
100 and 100	8	13	14
300 and 300	5	7	8
300 and 100	7	10	11