

## Annex A: Implementation model precedent

There are two main models of implementation for establishing new single tier council. Below is a summary of some of the key detail of the models used in previous areas undergoing local government reorganisation.

With regard to the relative merits of an entirely new council or a continuing council becoming the new council (where geographies align), there are advantages and disadvantages in both models that may reflect local circumstances. Relevant considerations could include costs (including TUPE), culture of the new council, disruption/risk to services, and local relationships.

Implementation model precedent – shadow council/joint committees (entirely new councils)									
Area	Cumbria		Northamptonshire		Cheshire		Buckinghamshire	BCP/Dorset	
LGR Model	2+ Unitary Model						1-unitary	2 unitary model over a county area plus 2 existing unitary councils	
SCO link	<a href="#">The Cumbria (Structural Changes) Order 2022</a>		<a href="#">The Northamptonshire (Structural Changes) Order 2020</a>		<a href="#">The Cheshire (Structural Changes) Order 2008</a>		<a href="#">The Buckinghamshire (Structural Changes) Order 2019</a>	<a href="#">The Bournemouth, Dorset and Poole (Structural Changes) Order 2018</a>	
New Authority names and former councils	<b>Westmorland and Furness</b> (Barrow-in-Furness, Eden and South Lakeland and relevant part of Cumbria County Council(CCC)	<b>Cumberland</b> (Allerdale, Carlisle, Copeland and relevant part of Cumbria County Council(CCC)	<b>West Northamptonshire</b> (Daventry, Northampton, South Northamptonshire, Kettering, Wellingborou	<b>North Northamptonshire</b> (Corby, East Northamptonshire, Macclesfield and relevant part of	<b>Cheshire East</b> (Congleton, Crewe and Nantwich, Macclesfield and relevant part of	<b>Cheshire West and Chester</b> (City of Chester, Ellesmere Port and Neston, Vale	<b>Buckinghamshire</b> (Buckinghamshire County Council and the four district councils of Aylesbury Vale, Chiltern, South	<b>BCP</b> (Bournemouth, Christchurch and Poole, and part of Dorset	<b>Dorset</b> (Part of Dorset County Council, East Dorset, North Dorset, Purbeck, West Dorset and

	Cumbria County Council (CCC))		relevant part of Northamptonshire County Council (NCC)	gh and relevant part of Northamptonshire County Council (NCC))	Cheshire County Council (ChCC))	Royal and relevant part of Cheshire County Council (ChCC))	Bucks and Wycombe).	County Council).	Weymouth and Portland).
<b>Joint committee or Shadow leader and cabinet executive</b>	<b><u>Joint Committee</u></b> <b>12 persons:</b> 3 from CCC, who represents an electoral division within Westmorland and Furness districts <b>9 from</b> District/Borough Councils (3 from each)	<b><u>Joint Committee</u></b> <b>12 persons:</b> 3 from CCC, who represents an electoral division within Cumberland districts <b>9 by the</b> District/Borough Councils (3 from each)	<b><u>Joint Committee</u></b> <b>16 persons:</b> 4 from NCC, who represents an electoral division within West Northamptonshire districts <b>12 from</b> District/Borough Councils (4 from each)	<b><u>Joint Committee</u></b> <b>15 persons:</b> 3 from NCC, who represents an electoral division within North Northamptonshire districts <b>12 from</b> District/Borough Councils (3 from each)	<b><u>Joint Committee</u></b> <b>15 persons:</b> 6 from ChCC, who represents an electoral division within Cheshire East districts <b>9 from</b> District/Borough Councils (3 from each)	<b><u>Joint Committee</u></b> <b>15 persons:</b> 6 from ChCC, who represents an electoral division within Cheshire West districts <b>9 from</b> District/Borough Councils (3 from each)	<b><u>Shadow executive</u></b> <b>Shadow leader and cabinet executive:</b> <b>17 persons:</b> 9 members from the County Council and 2 members from each of the District Councils.	<b><u>Shadow executive</u></b> <b>Shadow leader and cabinet executive:</b> <b>16 persons:</b> 8 members from Bournemouth, 6 from Poole and 2 from Christchurch.	<b><u>Shadow executive</u></b> <b>Shadow leader and cabinet executive:</b> <b>20 persons:</b> <b>10 members from county and 10 from the districts (2 from each).</b>
<b>Voting arrangements</b>	<ul style="list-style-type: none"> <li>• Majority voting of those present</li> <li>• Each member (including the chairman of the committee) has one vote.</li> <li>• the person presiding at the meeting (whether or not the chairman of the committee) has a casting vote, in addition to any other vote the person may have.</li> </ul>					<ul style="list-style-type: none"> <li>• Majority voting of those present</li> <li>• Each member of the shadow executive has one vote</li> </ul>	<ul style="list-style-type: none"> <li>• Majority voting of those present</li> <li>• Members of the shadow authority who (upon the Order coming into force) is a member of both the</li> </ul>		

					<ul style="list-style-type: none"> <li>• <i>voting includes substitute members.</i></li> </ul>	County Council and of one of the District Councils has two votes.				
<b>Chair of JC/Leader of Shadow executive</b>	Not specified	Not specified	Leader of Macclesfield BC	Leader of Vale Royal BC	Leader of the Buckinghamshire County Council executive.	*To be elected by the Shadow executive				
<b>Political Balance</b>	Not specified	Not specified	Yes At least one member from each party on JC.		Not specified	Not specified				
<b>Timing of Joint Committee/Shadow executive</b>	<ul style="list-style-type: none"> <li>- Within 14 days of the Order coming into force</li> <li>- Dissolved on the day following each shadow authority holds its first meeting.</li> </ul>		<ul style="list-style-type: none"> <li>- From the day after the Order comes into force</li> <li>- Shadow period ends 4 days after the ordinary day of elections in 2020</li> </ul>							
<b>Implementation Team</b>										
<b>Timing</b>	<ul style="list-style-type: none"> <li>- Not later than 21 days after the coming into force of the Order to assist the Joint Committee in the discharge of their functions, and after its dissolution to assist the relevant shadow authority(s) if so required</li> </ul>									
<b>Implementation team members</b>	<ul style="list-style-type: none"> <li>• One Team comprising officers from CCC, the Cumberland councils and the Westmorland and Furness councils</li> </ul>	<ul style="list-style-type: none"> <li>• One Implementation Team</li> <li>• Implementation Team leader must be the Chief Executive of NCC</li> </ul>	<ul style="list-style-type: none"> <li>- Two Implementation teams</li> <li>- Comprised of officers from ChCC and each of the East Cheshire</li> </ul>	<ul style="list-style-type: none"> <li>- One implementation team</li> <li>- The leader of the implementation team to be the Chief</li> </ul>	<ul style="list-style-type: none"> <li>• Central implementation team</li> <li>• The leader of the Central Implementation</li> </ul>					

	<ul style="list-style-type: none"> <li>• Member of Implementation Team appointed to be the leader</li> <li>• Must be 2 Deputy Implementation team leaders appointed (1 from the Cumberland councils and 1 from the Westmorland councils)</li> </ul>	<p>Deputy leaders must be an officer within each respective Shadow Authority</p>	<p>councils or each of the West Cheshire councils.</p> <ul style="list-style-type: none"> <li>- Cheshire East: Leader must be an officer of Macclesfield BC</li> <li>-</li> </ul>	<p>Executive of the County Council</p> <ul style="list-style-type: none"> <li>- The deputy leader of the Implementation Team is to be an officer of one of the district councils.</li> </ul> <p>The team comprised of officers from the county council and each of the district councils</p>	<p>Team is an officer of one of the Borough Councils or of the shadow authority</p> <ul style="list-style-type: none"> <li>• The members of the Central Implementation Team are to comprise officers from each of the Borough councils</li> </ul>
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<b>Area</b>	<b>Surrey - shadow council/joint committees (entirely new councils)</b>	
<b>LGR Model</b>	<b>2+ Unitary Model</b>	
<b>SCO link</b>	<a href="#"><b>The Surrey (Structural Changes) Order 2026</b></a>	
<b>New Authority names and former councils</b>	East Surrey (Part of Surrey County Council (SCC), Elmbridge, Epsom & Ewell, Mole Valley, Reigate & Banstead and Tandridge; and West Surrey Council)	West Surrey (Part of Surrey County Council, Guildford, Runnymede, Spelthorne, Surrey Heath, Waverley and Woking)
<b>Joint committee(s)</b>	<p><b>Joint Committee</b></p> <p><b>12 persons:</b></p> <p>6 from SCC, 6 from District/Borough Councils (1 from each)</p>	<p><b>Joint Committee</b></p> <p><b>10 persons:</b></p> <p>5 from SCC, 5 from District/Borough Councils (1 from each)</p>
<b>Voting arrangements</b>	<ul style="list-style-type: none"> <li>Majority voting of those present</li> <li>Each member (including the Chairman of the committee) has one vote.</li> <li>the person presiding at the meeting (whether or not the chairman of the committee) has a casting vote, in addition to any other vote the person may have.</li> </ul>	
<b>Chair of leader and cabinet executive</b>	Not specified	
<b>Political Balance</b>	Not specified	
<b>Timing of Joint Committee</b>	<ul style="list-style-type: none"> <li>- Not later than 14 days of the Order coming into force</li> <li>- Dissolved on the day following each shadow authority holds its first meeting.</li> </ul>	

<b>Implementation Team</b>	
<b>Timing</b>	<ul style="list-style-type: none"><li>- Not later than 21 days after the coming into force of this Order</li></ul>
<b>Implementation team members</b>	<ul style="list-style-type: none"><li>• One Team comprising officers from the County Council, East Surrey Councils and West Surrey Councils each of the district councils</li><li>• The leader of the implementation team must be the Chief Executive of the county council</li><li>- The deputy leaders of the Implementation Team are to be an officer of one of the East Surrey councils and an officer of one of the West Surrey councils</li></ul>

Implementation model precedent – preparing council/implementation executive			
Area	Somerset	North Yorkshire	Wiltshire
<b>LGR Model</b>	<b>Continuing authority model</b>		
<b>SCO link</b>	<a href="#">The Somerset (Structural Changes) Order 2022</a>	<a href="#">The North Yorkshire (Structural Changes) Order 2022</a>	<a href="#">The Wiltshire (Structural Change) Order 2008</a>
<b>New Authority names and former councils</b>	<b>Somerset Council</b>  (Somerset County Council (SCC) and Mendip, Sedgemoor, Somerset West and Taunton, and South Somerset)	<b>North Yorkshire</b>  (North Yorkshire County Council (NYCC), Craven, Hambleton, Harrogate, Richmondshire, Ryedale, Scarborough and Selby)	<b>Wiltshire Council</b>  (Wiltshire County Council (WCC), Kennet, North Wiltshire, Salisbury, and West Wiltshire).
<b>Implementation executive</b>	<b>9 persons:</b>  <b>5</b> from SCC  <b>4</b> from District Councils ( <b>1</b> from each)	<b>17 persons:</b>  <b>10</b> from NYCC  <b>7</b> from District Councils ( <b>1</b> from each)	<b>17 persons:</b>  <b>9</b> from WCC  <b>8</b> from District Councils ( <b>2</b> from each)
<b>Voting arrangements</b>	<ul style="list-style-type: none"> <li>Majority voting of those present</li> <li>Each member (including the leader of the executive) has one vote.</li> <li>the person presiding at the meeting (whether or not the leader of the Executive) has a casting vote, in addition to any other vote the person may have.</li> </ul>		
<b>Leader of the Implementation executive</b>	Leader of the Somerset Council's executive	Leader of the North Yorkshire Council's executive	Leader of the Wiltshire Council's executive

<b>Political Balance</b>	Not specified	Not specified	Yes - At least one member from each party on the Executive.
<b>Timing of Implementation Executive</b>	<ul style="list-style-type: none"> <li>- On the coming into force of this Order</li> <li>- Dissolved the fourth day after the election day</li> </ul>		
<b>Implementation Team</b>			
<b>Timing</b>	Not later than 21 days after the coming into force of the Order to assist the Joint Committee in the discharge of their functions, and after its dissolution to assist the relevant shadow authority(s) if so required		
<b>Implementation team members</b>	<ul style="list-style-type: none"> <li>• One Team comprising officers from both Somerset council and each of the district councils</li> <li>• The leader of the Implementation Team is the Head of Paid Service of the Somerset Council.</li> <li>• Must consist of: <ul style="list-style-type: none"> <li>○ head of paid service of the Somerset Council</li> <li>○ head of paid service of each of the district councils</li> <li>○ the Somerset Council's monitoring officer</li> <li>○ the Somerset Council's chief finance officer</li> <li>○ the Somerset Council's programme director</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• One implementation team</li> <li>• The members of the Implementation Team must include officers from both the North Yorkshire Council and each of the district councils</li> <li>• The leader is the head of paid service of the North Yorkshire Council.</li> <li>• The deputy leader of the Implementation Team is head of paid service of one of the district councils</li> <li>• Must consist of: <ul style="list-style-type: none"> <li>○ head of paid service of the North Yorkshire Council</li> <li>○ head of paid service of one of the district councils</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• One Implementation team comprising officers from both the Wiltshire council and each of the district councils</li> <li>• The leader of the Implementation Team shall be an officer of the Wiltshire council</li> </ul>

		<ul style="list-style-type: none"> <li>○ the North Yorkshire Council's monitoring officer</li> <li>○ the North Yorkshire Council's chief finance officer</li> <li>○ Council's programme director</li> </ul>	
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**Points to consider:**

- Intention for this round of local government reorganisation is that there will be elections for new councillors in May 2027 during the transition year – and as such two implementation periods. The first period will be overseen by a joint committee/implementation executive and the second by the new councillors to the new council. Buckinghamshire and Dorset/BCP (despite having elections after go live) are still included as examples for completeness on the other elements of their transition governance arrangements.
- Previous policy has been that democratically elected members on the joint committees/implementation executive are drawn from those elected to wards/divisions within the area of the relevant new councils. This is to ensure appropriate representation and an electoral mandate for all decision makers on the joint committee.
- The joint committees/implementation executive will be in place for a short period, before being effectively replaced with the new shadow authority/preparing authority and their executive following elections. Representations on membership, size and voting arrangements of the joint committee/implementation executive may want to reflect that model of decision making. Consideration may also be given to other factors including local political balance, continuity of leadership and local circumstances, including devolution arrangements/ambition, financial circumstances, service delivery concerns and which councils developed and put forward the proposal being implemented.
- A single implementation team of officers, with deputy leaders designated within that team for each new council area, allows information flow and engagement between joint committees, councils, teams and the government on progress, particularly for services being disaggregated, and should strengthen engagement and communication throughout. It will be important for strong

alignment and data sharing between the new councils as they work through preparation for shadow elections, and then subsequently vesting day, and the twin challenges of aggregation and disaggregation.

- Membership of the implementation team(s) is for each of the councils to determine beyond any limits/requirements set in the structural changes order. Precedent is that the leader and the deputy leaders may be specified
- Each shadow authority, at its first meeting, will be required to appoint key interim officers before appointing, by the date specified in the SCO, a monitoring officer, finance officer and head of paid service for the shadow authority. Each shadow authority can continue to be supported by the implementation team if it wishes.
- Parish elections are not automatically affected. However, provision can be made to align parish elections to the new unitary elections where this is desired locally, in order to minimise the costs of these elections being held separately.
  - Examples are at:
    - [The Cheshire \(Structural Changes\) Order 2008](#)
    - [The North Yorkshire \(Structural Changes\) Order 2022](#)
    - [The Shropshire \(Structural Change\) Order 2008](#)