



Ipsos MORI
Social Research Institute



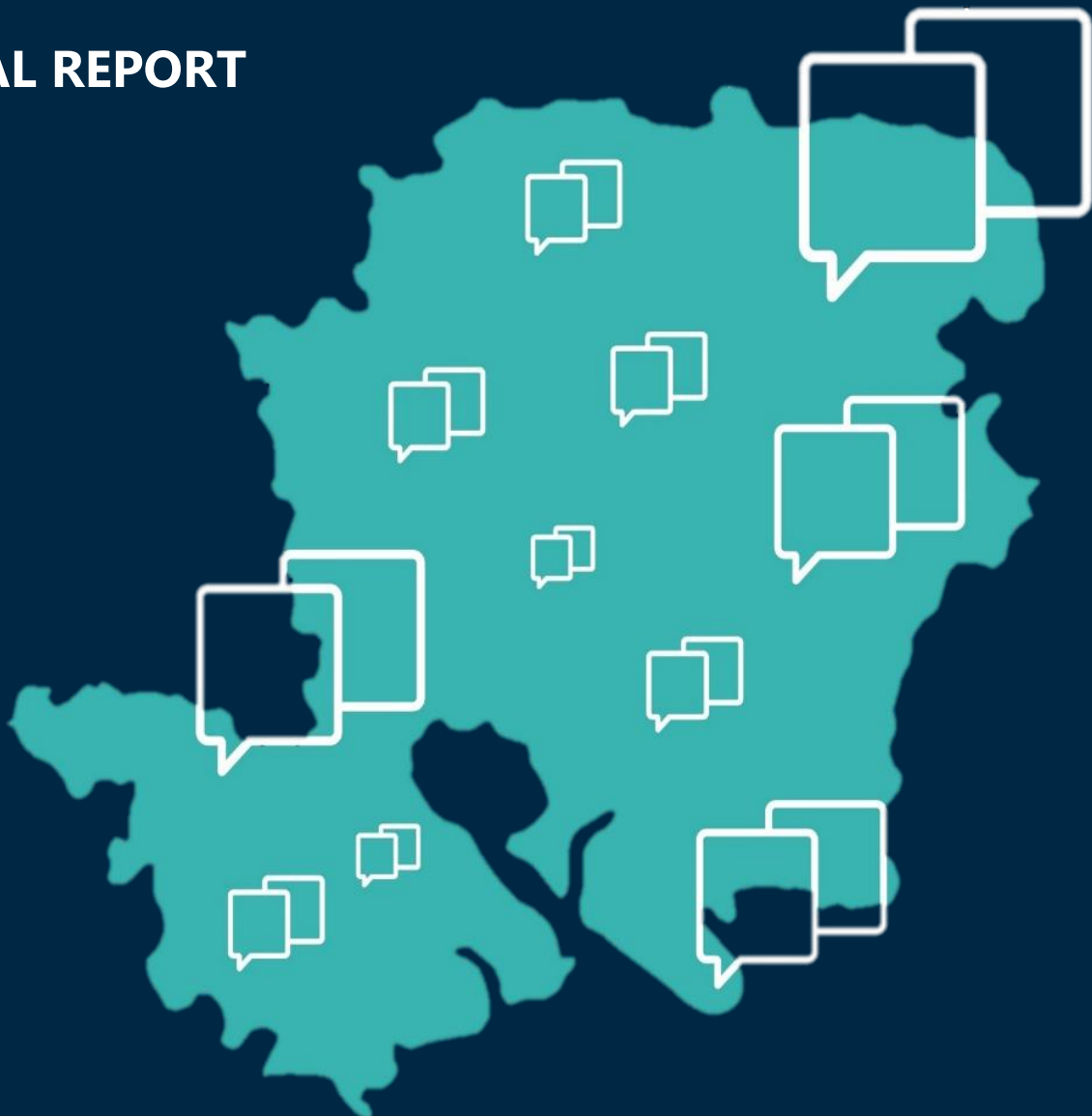
Hampshire
County Council

8 November 2016

Serving Hampshire

**Understanding the public's views about possible
local government reorganisation in Hampshire**

FINAL REPORT



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Executive summary

Executive summary

Introduction

This report provides an overview of the findings from a consultation and research programme conducted by independent researchers Ipsos MORI on behalf of Hampshire County Council during the Summer and Autumn of 2016. This work explores the views of local residents and wider stakeholders about future council service delivery across the County and a possible move towards securing further devolved powers from central Government. Specifically, it has investigated, both quantitatively and qualitatively, what is important to local residents and stakeholders when deciding how council services are delivered in the future. This includes views about proposals for possible local government reorganisation, and the introduction of a combined authority or authorities, and views about one or more directly elected mayors for the local area.

The study consisted of a three-pronged approach:

- A representative sample survey of 1,504 Hampshire residents conducted by telephone between 16 and 31 August 2016.
- Three day-long deliberative workshops conducted with 98 Hampshire residents from a range of backgrounds in Basingstoke, Winchester and Fareham.
- An open consultation, hosted via the Hampshire County Council website, which ran from midday on the 27 July until 11.59pm on the 20 September 2016. This was designed to give all local residents and stakeholders in Hampshire an opportunity to have their say about possible options for change. 3,353 members of the public and stakeholder organisations took part.

Key findings from the sample survey

The survey research shows that residents are split when it comes to the principle of replacing the current council structures in Hampshire with a model of unitary local government, though opposition outweighs support slightly (38% vs. 29%). For residents, a key priority is to ensure that any change protects services for the most vulnerable.

When it comes to introducing a unitary local government model to Hampshire, slightly more want to retain the status quo (51%) than move to one of the unitary options presented (42%). Slightly more state a preference for a single unitary (25%) than a multiple unitary council option (17%).

Most residents (71%) support the principle of transferring more powers and funding to local councils, but views are more mixed about whether a combined authority model is a good way to do this. That said, on balance

there is more support for a combined authority of sorts (51%) than there is opposition (41%) – an inverse of what we see for the unitary reorganisation proposals.

Views are most mixed when it comes to introducing a directly elected mayor, where support outstrips opposition (37% vs. 27%), but many are on the fence (32%).

More generally we find that, while in a minority, many residents do not have a view either way about the proposals being put forward – suggesting a case for change can still be made. In addition, a large proportion of residents (80%) claim not to mind who delivers their council services as long as they are delivered well.

In thinking about future service delivery, residents are positive about the role local town and parish councils should play, but around half (48%) would be concerned about the potential impact of change or reorganisation on local democratic accountability.

Key findings from the deliberative workshops

Overall, knowledge of local government and who delivers what services in Hampshire is low. Thus, while many participants understand the context of austerity and the financial pressures facing government more widely, few are aware of the extent of the challenges faced by Hampshire councils.

We found most participants to be open to the idea that some change is needed in order to sustain services in consideration of this wider context. But, they are clear that any change must ensure the protection of services for the most vulnerable, and deliver value for money. Any new model of local government should also ensure greater accountability and better integration of services (the two-tier structure can be confusing).

Those more convinced of the need to save money and improve efficiencies are generally supportive of reorganisation to a unitary model of local government. As well as delivering on cost savings, they see this approach leading to better consistency of service and reduced duplication.

For these same reasons, the single unitary option is seen as having a greater number of potential benefits, though the three unitary councils model is preferred by many of those concerned about local responsiveness.

Key for participants is ensuring that local government and council services remain responsive to local need, and accessible locally – especially given the size and diversity of the county. This seems to be a key driver of concern with any reorganisation, even among those more reconciled of the need for change. Some feel this issue could be overcome with a unitary model, but others remain to be convinced.

Many broadly welcome greater devolution to Hampshire, but views about the introduction of a combined authority or authorities as the vehicle for facilitating this are mixed. Participants felt less able to take a view on their preferred combined authority model during the workshops – questions remain about what specific powers a combined authority would have and how the funding would work.

In terms of the combined authority options under consideration, the most important factors for participants are understanding which structure would be least complex to manage, which aligns best with current council and other public sector organisational structures, and how responsive the model would be to local needs.

There is little support for introducing a directly elected mayor for Hampshire, even among those who support combined authorities. Primarily this seems to be driven by a concern about the extra funding needed, and the lack of clarity around their role, including where democratic accountability would sit within existing local government structures.

Key findings from the open consultation

On balance, slightly more stakeholder organisations and members of the general public are in favour of retaining the current two-tier system of local government for Hampshire, than they are supportive of reorganising.

Reluctance to change appears to stem from a sense that that current structures work well, and that a move to a unitary model could lead to councils becoming too large and removed from local areas and less accountable to local communities. Town and parish councils are particularly cautious here. Regardless of the model that is adopted, many stress the importance of remaining connected with local areas.

When it comes to the principle of introducing a unitary model of local government to Hampshire, views are fairly evenly divided. However, when it comes to testing specific options, slightly more come out in favour of moving to a unitary council model of some sort than retaining the status quo (31 vs. 22 stakeholder organisations who want to retain the current two-tier structure, and 2,014 vs. 1,052 members of the public).

As with the survey, the single unitary council model is the most popular of those presented, with the alternative three unitary council option favoured by those wanting to retain a more local focus.

In thinking about the most important principles that should guide any change or reorganisation in future, top priorities include ensuring that services reflect the needs of communities, that there is better joining-up of council services across the Hampshire area, and that greater value for money is secured from the public purse.

In fact, those coming out in favour of changing current structures comment that many of these things could be achieved by moving to a unitary model. Those supporting change believe that it will reduce layers of bureaucracy and promote efficiency, will bring greater value for money and lead to less duplication of effort in what can be perceived to be an inefficient two-tier system; this justified by pragmatic recognition by some of the inevitable service cutbacks to come.

When it comes to the principle of transferring more decision-making powers to local councils through a combined authority, views are also fairly split. Again, a larger number favour some form of combined authority model over no combined authority at all (28 vs. 25 stakeholder organisations who would not want to see a combined authority introduced in Hampshire, and 1,766 vs. 1,236 members of the public).

The single combined authority model is the most popular of the options presented since it is seen to provide better economies of scale. As with the unitary council model, the alternative two combined authority option is favoured by those who are more worried about maintaining a connection to local areas.

Arguments against introducing combined authorities reflect a perception that it could lead to an unnecessary level of bureaucracy, that the areas covered are too large to retain a local focus, and that it would be costly. Some concern also appears to be driven by a dislike of directly elected mayors, where opposition far outstrips support. Participants are concerned about the extra cost and bureaucracy, and that local democratic accountability might be lost.

Key reflections

The Serving Hampshire programme has helped to remind us of the complexities of local government, and the lack of understanding many members of the public have about who delivers their services, and in turn the issues and challenges councils in Hampshire are trying to grapple with.

Through this study we find that some people remain to be convinced of the case for change. Much of this appears to stem from a belief that the current model works well enough already, and existing service performance is holding up well.

But, when provided with the facts and figures many do recognise the case for doing things differently.

In considering the move to a unitary system of local government, the case for achieving savings, reducing bureaucracy, and providing more integrated services is readily recognised, though some question what the impact of any potential transitional costs may be as change is delivered.

Many also broadly welcome greater devolution of powers and funding to Hampshire, though views about the introduction of a combined authority or authorities as the vehicle for facilitating this suggest the jury is still out. Much of this appears to be down to the conceptual nature of the proposals, and outstanding questions about what specific powers they would have and how the funding would work. There is also some cynicism about this model for local government adding bureaucracy to an already complex system.

In both cases, it is the single unitary council and combined authority option that is seen to reap the greater benefits in terms of realising cost savings and reducing bureaucracy. Those plucking for multiple unitary and combined authority options appear to be driven more by a concern about the loss of local responsiveness.

Importantly, while there may be a case for a combined authority model in Hampshire, support for introducing a directly elected mayor is limited. There is concern about how any such mayor would be funded (in context of squeezed council budgets), and the lack of clarity around their role and democratic mandate.

One of the clearest messages coming out of this work is the public's concern about local responsiveness being compromised by any reorganisation of current structures - even among those who are more convinced by the need for change. Hampshire is recognised almost universally as a large and diverse county. The public will

need to be satisfied that any new structure will still permit local difference and be fully accountable to people in their local communities.

The Council will also need to reassure the public that any change will not compromise on the things they value most about their public services – the protection of vulnerable people and the need to deliver value from the public purse.

Local democratic accountability is another important consideration, with many town and parish councils concerned about their role in any future structure. According to the survey three in four residents believe they should play a greater part in delivering public services in future.

Finally, the public want a say, and they want to know that their views have been considered. Continued information provision will be key to securing buy-in to any future decisions, as well as demonstrating transparency.

Main report findings

1. Introduction

Overview

Like many councils, Hampshire County Council is facing a number of pressures, including reduced funding from central Government and a growing and ageing population, which is placing more demand on council services. This means looking at alternative ways of delivering public services if they are to be sustained into the future.

This consultation and research programme, run over the Summer and Autumn of 2016, has been designed to complement ongoing work by Hampshire County Council which is looking at different ways local councils might respond to these challenges. It aims to explore the views of the local public in relation to future council service delivery across the county and a possible move towards securing further devolved powers from central Government. More specifically, it has sought to investigate, both quantitatively and qualitatively, what is important to local residents and stakeholders when deciding how council services are delivered in the future, and what they think about proposals for possible local government re-organisation and the introduction of a combined authority or authorities for the local area.

The context for this study

Local government in Hampshire

Local government in Hampshire serves the interests of over 1.35 million people. Currently, Hampshire residents receive most of their services from **two councils**: Hampshire County Council and one of eleven district councils¹ (see Figure 1.1). Hampshire County Council is responsible for services like education, social care, public transport, roads, waste disposal, and libraries. Meanwhile district councils are responsible for services such as housing, refuse collection, street cleaning, and local planning. In addition, there are also 263 town and parish councils serving smaller populations. They deliver maintenance services like grass cutting, and manage community assets like car parks and village halls.

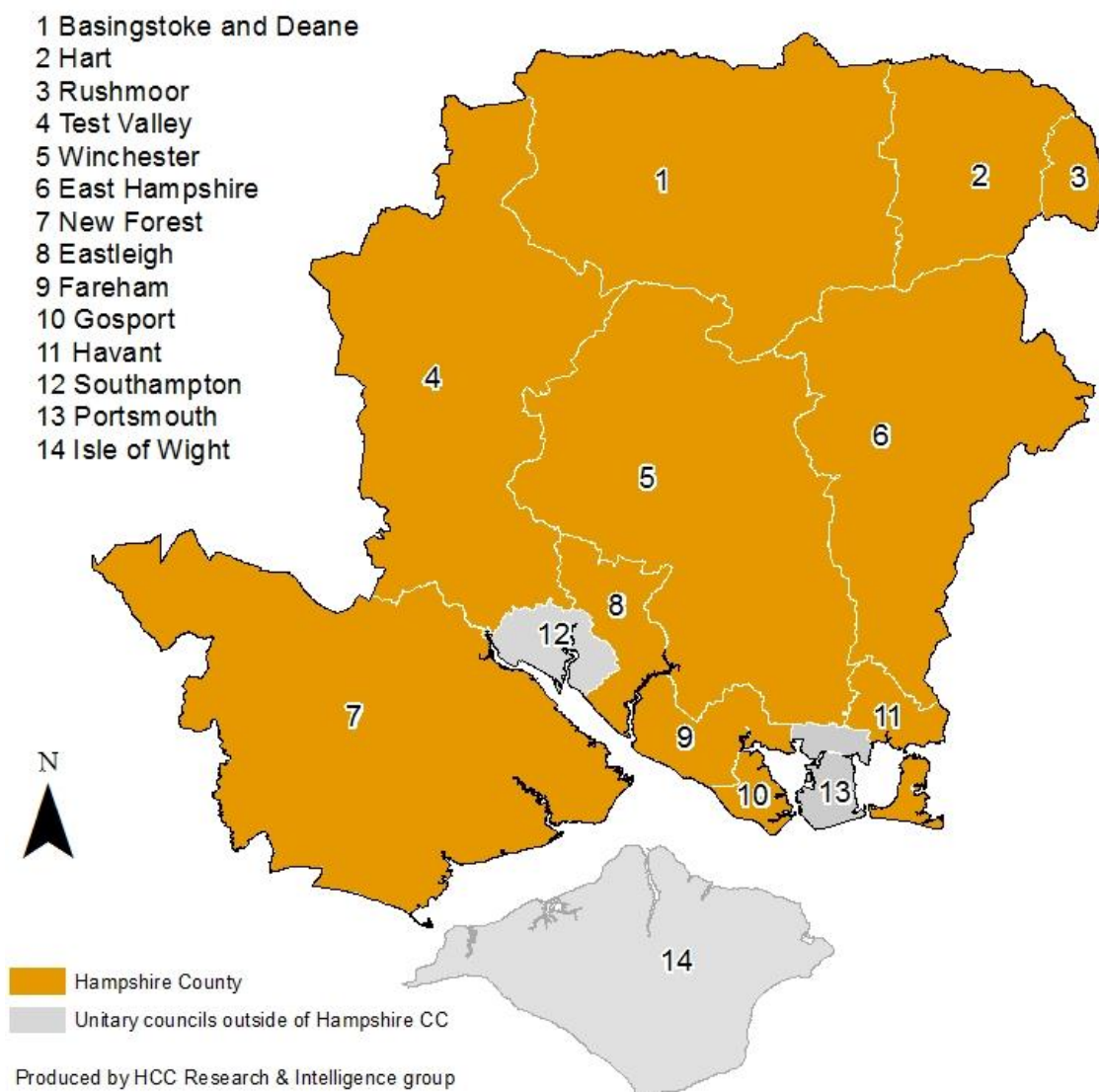
Like many councils, Hampshire County Council is facing a number of pressures. The amount of money that councils in Hampshire receive from central Government is reducing; in the case of Hampshire County Council, this has reduced by over half since 2010. At the same time, Hampshire's population is growing, and it is ageing. This is placing more demand on council services, such as social care for children and vulnerable adults.

¹ The 11 district councils in Hampshire are: Basingstoke and Deane Borough Council, East Hampshire District Council, Eastleigh Borough Council, Fareham Borough Council, Gosport Borough Council, Hart District Council, Havant Borough Council, New Forest District Council, Rushmoor Borough Council, Test Valley Borough Council and Winchester City Council.

Hampshire County Council has tried to adapt and become more efficient by making changes to protect services and reduce running costs, saving over £250 million since 2008². This has helped to protect services, but will not be enough to sustain current levels in the future – savings are seen as increasingly difficult to achieve. For example, Hampshire County Council anticipates that by 2019, it will face a shortfall in its budget of £120 million³. (As context, Hampshire County Council requires £872 million each year to run its services, excluding schools funding. Hampshire's 11 district councils need an average of £16 million each year to run theirs.)

Given these challenges, Hampshire County Council, like many councils in England, is looking at alternative ways of delivering public services in order to sustain services into the future.

Figure 1.1: Current map of Hampshire County Council and Districts Councils



² Source: Hampshire County Council, 2016

³ *ibid*

Options for change

The way local government is currently structured is not set in stone. Hampshire County Council is looking at options to replace the current so-called ‘two-tier’ council model that exists in the county with a **‘single tier’ unitary council model**.

Where county councils and district councils exist alongside one another, they can propose to re-organise to create one or more unitary councils, responsible for all of the council services in an area. The Cities and Local Government Devolution Act (2016) enables the Government to impose reorganisation on a two-tier area if at least one council wants it.

A move to a unitary model of local government could potentially help to: make council services simpler to access (e.g. by reducing the number of councils); improve service delivery (e.g. by joining up services); reduce costs (e.g. by having fewer staff or buildings); and give a stronger voice to local communities (e.g. by strengthening the role and influence of town and parish councils). However, these benefits are not guaranteed and the extent to which they may be realised in Hampshire could depend upon the size and number of unitary councils created, and the quality of councils’ political and professional leadership.

Many decisions about how money is spent and how services are run are taken by central Government in London. However, the Government is encouraging councils in England to change through its devolution agenda, which is intended to enable councils to run some services jointly, and potentially gain further powers and funding from central Government.

Therefore, another way that councils in Hampshire could change to sustain public services in the future is to create one, or possibly two, **combined authorities**. A combined authority is a way in which councils can legally join together, with or without other councils, to jointly run certain services, such as strategic services related to transport or economic development, in return for receiving devolved powers and funding from central Government. Combined authorities exist *in addition* to existing councils, which would continue to provide services outside of those provided by a combined authority.

Central government has indicated that its preference is that any combined authority is led by a **directly elected mayor**, in order to receive these devolved powers and funding. In this context, a directly elected mayor is an individual voted for by the residents of a combined authority area. They exist alongside local councillors and council Leaders.

In this context, Hampshire County Council has identified several options for how councils in Hampshire could change or be reorganised in the future, whether that be moving to a unitary model of local government and/or creating a combined authority or authorities for the local area.

In making any recommendation to central Government about its preferred approach to future service delivery, Hampshire County Council does not have to recommend any changes; it could simply choose to retain the

status-quo. However, it is accepted that this could make it more difficult to continue to deliver services at current levels.

Independent review of unitary local government

To help identify which options would be most likely to achieve the greatest benefits for Hampshire's residents, Hampshire County Council commissioned consultancy firm Deloitte to undertake independent analysis of a broad range of options for unitary local government in Hampshire⁴.

Of the seven options analysed against their ability to deliver savings and other non-financial criteria, those which proposed one new unitary council that joined services up to a larger scale were found to offer substantially more savings and better service benefits than those which proposed splitting the area covered by Hampshire County Council into multiple new unitary councils and dividing services down to a smaller scale.

Since it would be impractical to engage the public in a meaningful dialogue about seven different options, this consultation and research programme sought to test views about the *principle* of introducing a single or a multiple unitary council model by asking about two of the illustrative options set out by Deloitte: i) creating a single unitary council for Hampshire, and ii) creating three new unitary councils, together covering Hampshire, Portsmouth and Southampton. This approach was designed to enable Hampshire County Council to understand the public's views about the idea of joining services up to a larger scale versus dividing services down to a smaller scale. These were the two options that Deloitte considered would best serve the county out of the wider single and multiple options looked at, respectively.

Aims of the Serving Hampshire study

Hampshire County Council wants to ensure that it has listened to the views of local residents and stakeholders before deciding which course of action to take, and whether to make a recommendation to central Government to reorganise and/ or create a new combined authority or authorities.

Specifically, it has commissioned independent research to understand:

- The extent to which local people are aware of the **current challenges** being faced by local councils in the area, and their views about changing the way services are delivered in the future in order to respond to this.
- What the **most important considerations** should be for Hampshire councils when thinking about how they might do things differently in the future. What should be the guiding principles that drive possible future change, and the issues and concerns that will need to be addressed.

⁴ Hampshire County Council: *Initial analysis of options for local government in Hampshire and the Isle of Wight*, Deloitte, April 2016. This report is available via the Hampshire County Council website: www3.hants.gov.uk/servinghampshire.

- What residents and stakeholders think about **proposals for possible local government re-organisation** – including a possible move to a unitary ‘single-tier’ model where a single council would be responsible for delivering all services in an area rather than the current ‘two-tier’ system.

Specifically, the Serving Hampshire study wanted to hear from the public about whether under this model it should create **a single unitary council** for the existing Hampshire County Council area (as shown in Figure 1.2) or create **three unitary councils** for the existing Hampshire County Council area along with the neighbouring areas of Portsmouth and Southampton (as shown in Figure 1.3). In the former scenario, Hampshire County Council and the 11 district councils could merge and be replaced with a new single unitary council for Hampshire, responsible for all council services across the area. The existing Southampton, Portsmouth and Isle of Wight unitary councils would not be affected. In the latter scenario, Hampshire County Council and the 11 district councils, as well as the unitary councils of Portsmouth and Southampton, could be replaced by three new unitary councils, responsible for all council services across these areas (the existing Isle of Wight unitary council would not be affected):

- *North Hampshire* - the area currently covered by the district councils of Winchester, Basingstoke, East Hampshire, Hart, Rushmoor and Test Valley.
- *Greater Southampton* - Southampton City Council and the area currently covered by the district councils of New Forest and Eastleigh.
- *Greater Portsmouth* - Portsmouth City Council and the area currently covered by the district councils of Fareham, Gosport and Havant⁵.

⁵ Please note that due to the nature of the method and requirement to keep the questionnaire as succinct as possible, sample survey participants were asked about creating a single unitary council or multiple unitary councils; not specifically about the creation of these three new unitary councils.

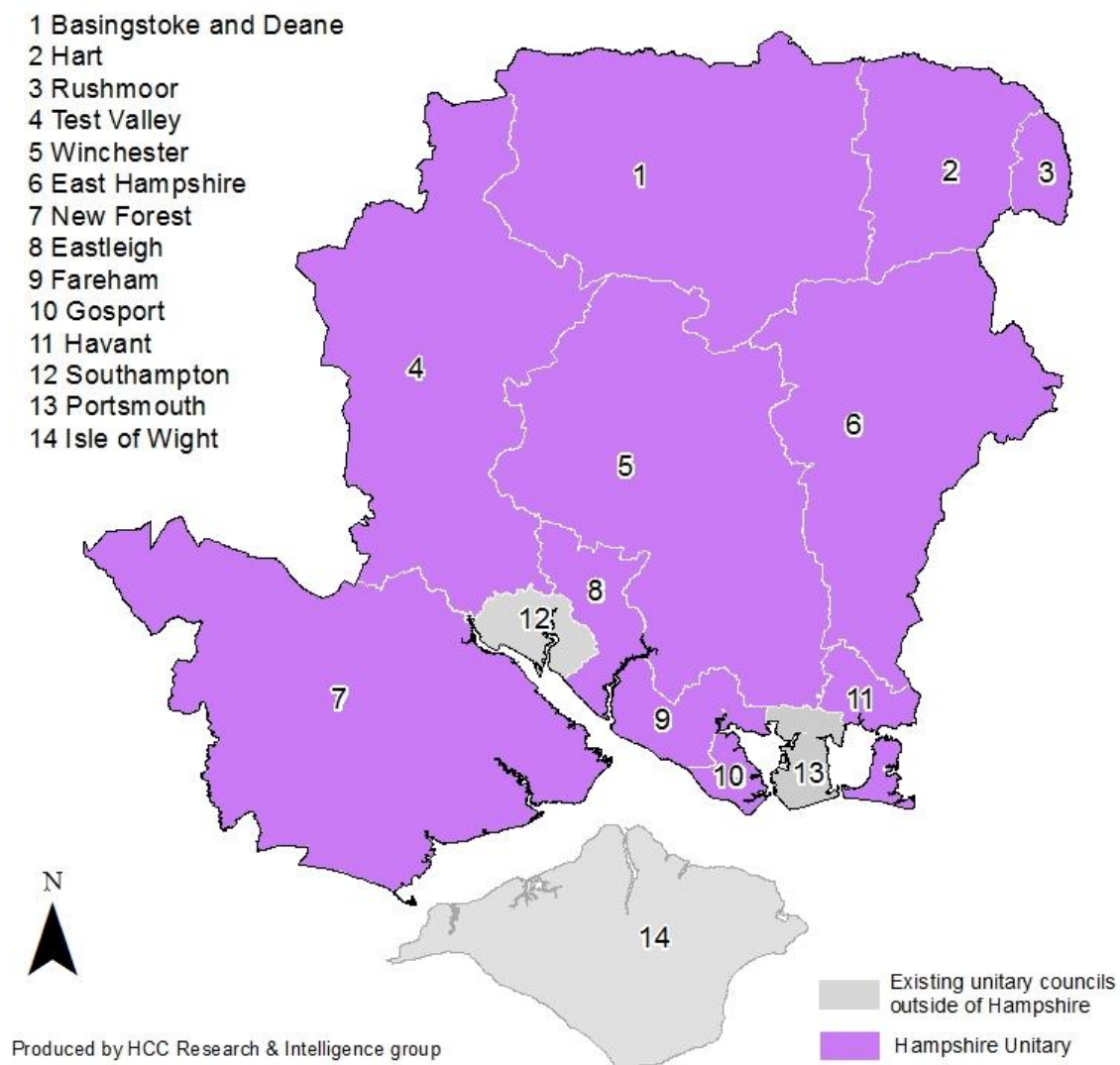
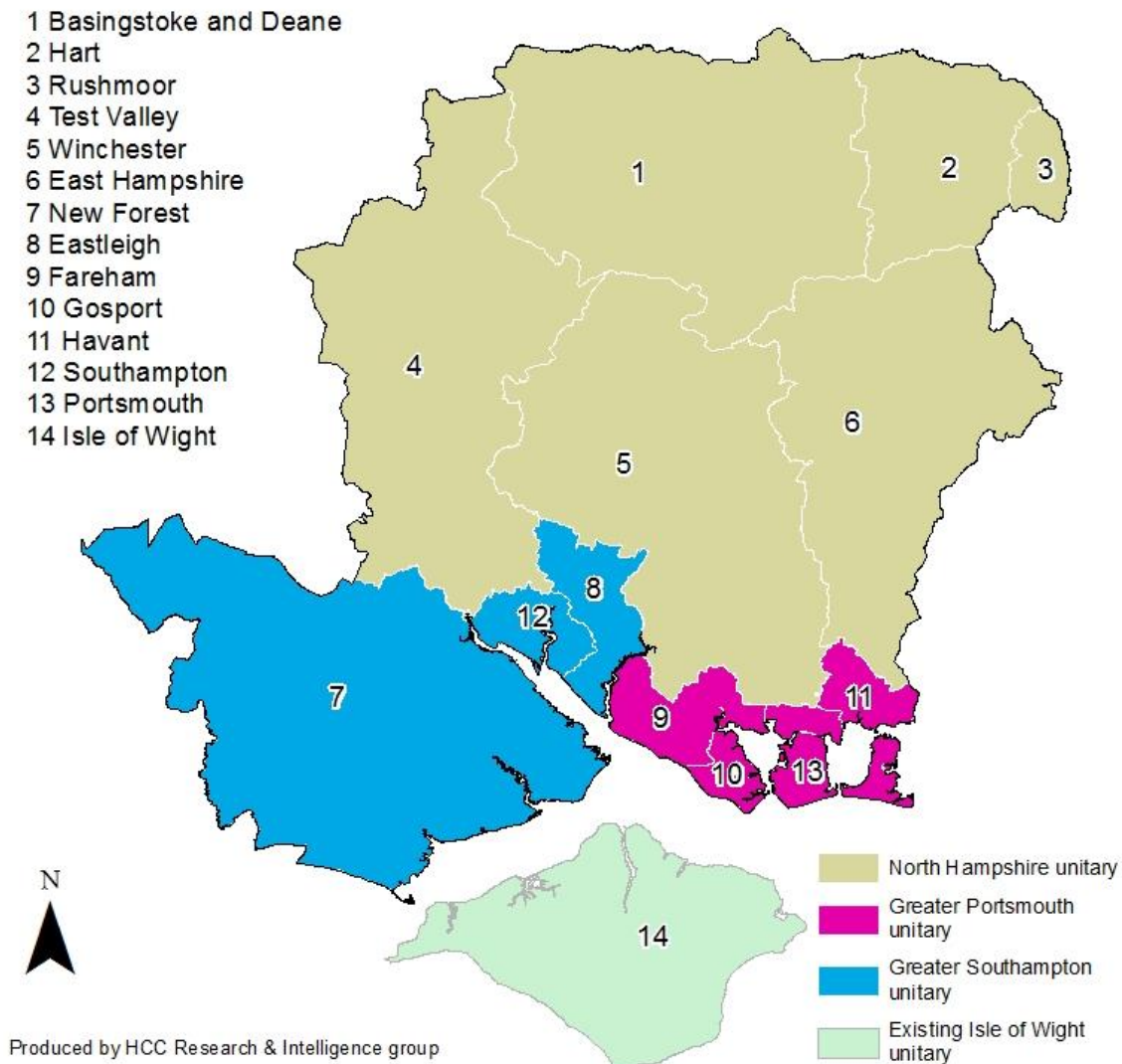
Figure 1.2: Option for creating a single unitary council

Figure 1.3: Option for creating three unitary councils

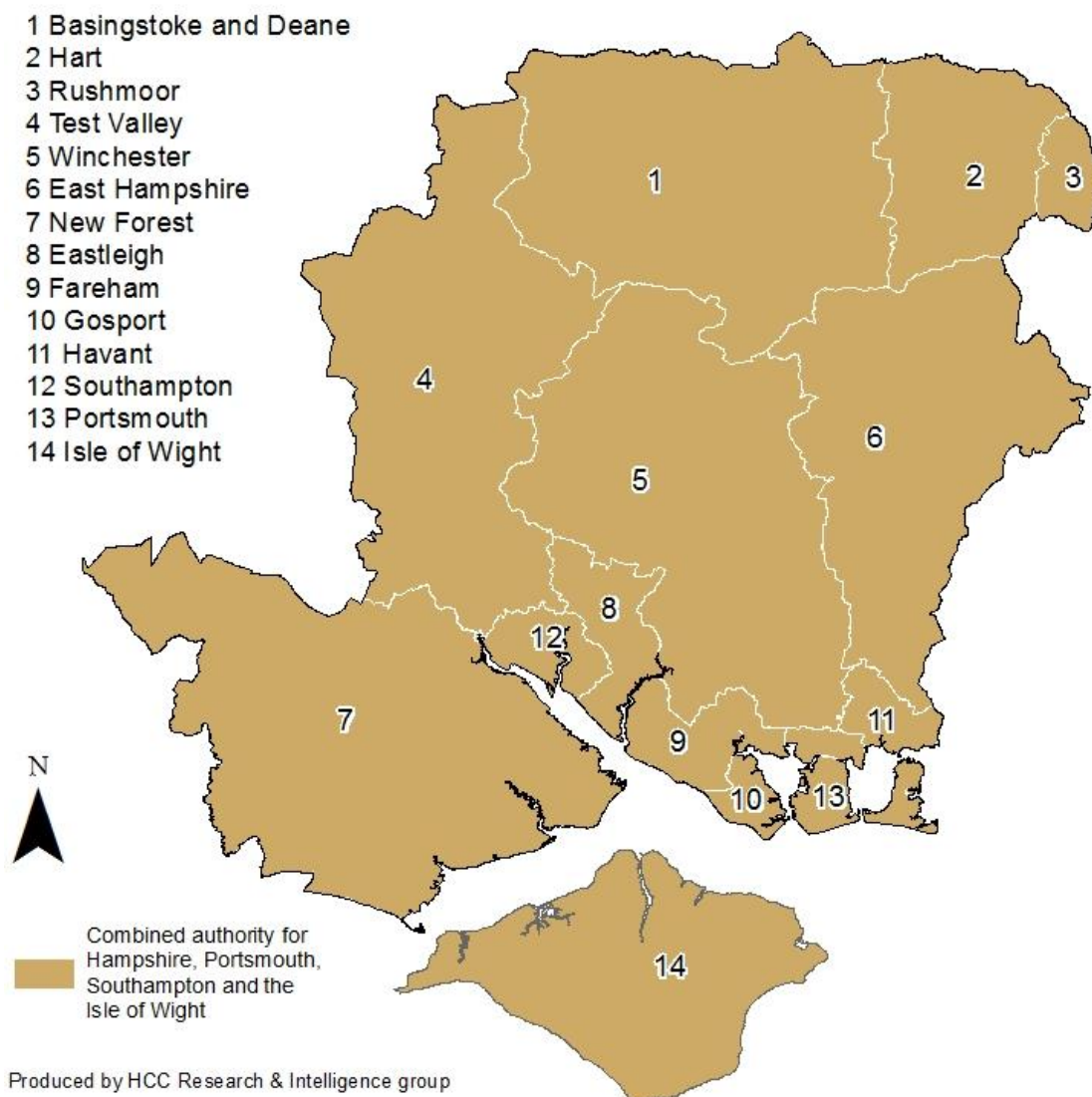
- What residents and stakeholders think about proposals for the **introduction of a combined authority or authorities** for the local area.

Specifically, the Council wanted to understand whether it should **create a single combined authority** called the *Hampshire and Isle of Wight Combined Authority* (made up of Hampshire County Council, the 11 district councils in Hampshire, plus Portsmouth City Council, Southampton City Council and Isle of Wight Council) – see Figure 1.4. Alternatively, whether it should **create two separate combined authorities** called the *Heart of Hampshire Combined Authority* (covering part of Hampshire and made up of Basingstoke and Deane, Hart, New Forest, Rushmoor, Test Valley and Winchester district councils and Hampshire County Council) and the *Solent Combined Authority* (covering part of Hampshire and

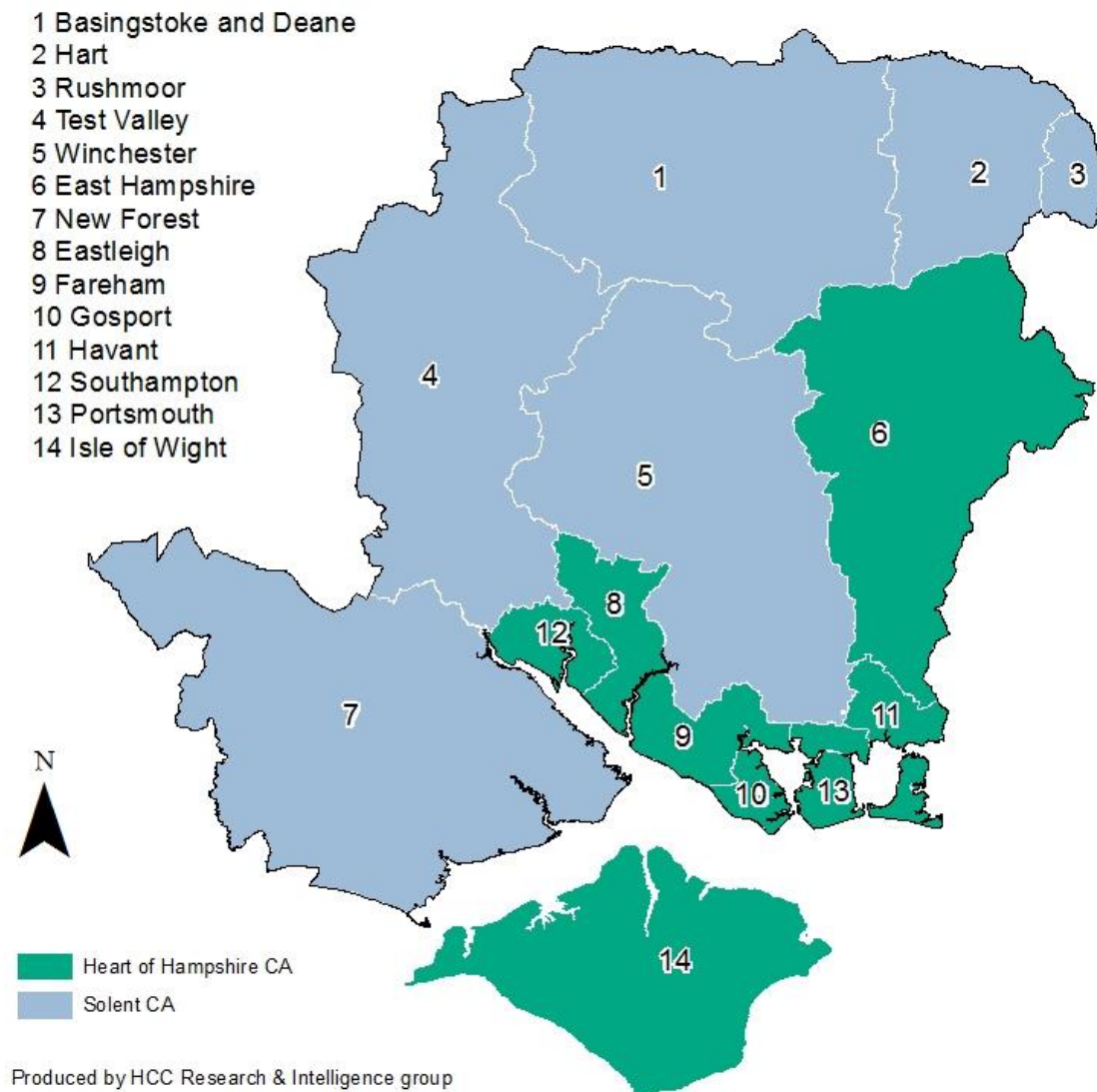
made up of Eastleigh, East Hampshire, Fareham, Gosport and Havant district councils, Hampshire County Council and the councils of Portsmouth, Southampton and the Isle of Wight) – see Figure 1.5⁶.

- Linked to this, Hampshire County Council wanted to understand the extent to which local people support or oppose the **introduction of a new directly elected mayor**, who would be responsible for leading any new combined authority.
- At the same time, the Council wanted to acknowledge that **retaining the status quo** was also an option, noting that this could make it more difficult to sustain services into the future.

Figure 1.4: Option for creating a single combined authority



⁶ Please note that due to the nature of the method and requirement to keep the questionnaire as succinct as possible, sample survey participants were asked about creating a single combined authority or multiple combined authorities; not specifically about the creation of these two new combined authorities.

Figure 1.5: Option for creating two combined authorities

2. Overview of approach

Experience tells us that issues such as this can be challenging for the public to engage with, and that many people have a limited understanding of what councils do or how local government is structured. Given this complexity, and in order to gain both representative views as well as allowing for more detailed deliberation on the issues, a three-pronged approach was adopted for this study.

1. A representative sample survey of Hampshire residents.

Because of the self-selecting nature of open consultations, it was important that the Council heard from a truly representative sample of local residents about the proposed options (including from those communities typically less likely to respond to consultations of this nature).

Ipsos MORI carried out a sample survey of **1,504 residents** aged 18 and over with a representative sample of Hampshire residents. The survey provides robust quantitative data on the views of local residents, permitting measurement of residents' overall opinion, or the exact strength of opinion, about the proposed options for making savings, unlike a consultation.

In this instance, quotas were set according to age, gender, work status and district council area to ensure that those who took part in the research would be representative of the county's population. Data were also weighted at the analysis stage, to counteract any non-response bias, to the known profile of Hampshire, based on the latest available population statistics⁷. Fieldwork was undertaken by Computer Assisted Telephone Interviewing (CATI) between 16 and 31 August 2016. A sample profile is provided in Appendix A, and a copy of the questionnaire, which was approximately 10 minutes in length, can be found in Appendix B. Key areas of exploration included:

- Residents' views of council services currently.
- What residents want from local public services, and the most important criteria for councils to consider when planning for the future.
- Attitudes towards some of the possible implications of changing the way services are delivered in the future, including to local democratic accountability.
- Support and opposition to various proposals for possible local government reorganisation and introduction of a combined authority or authorities for the local area, including views about introducing a directly elected mayor.

⁷ 2015 Population Mid-Year Estimates for age, gender and District, and 2011 Census for work status.

2. Three deliberative workshops with Hampshire residents.

It was important to adopt a more insightful qualitative approach, using deliberative research techniques, to get at some of the more complex issues around governance and the future models for local service delivery being proposed. Adopting qualitative methods enables us to get at more of the detail around some of the issues and proposals, and better understand the reasons *why* residents hold the views and preferences they do.

Ipsos MORI conducted three deliberative workshops in various locations across Hampshire (Basingstoke, Winchester and Fareham) over the course of Saturday the 10 and 17 September 2016.

Each workshop was conducted with 30 - 35 local residents – Ipsos MORI engaged with **98 residents in total**. The groups were recruited with a range of specific criteria in mind, to ensure a broad mix of residents according to their demographic profile and service use, thus ensuring a range of views were reflected in the research (a participant profile can be found in Appendix D). All groups were run by experienced Ipsos MORI moderators, in line with the Market Research Society Code of Conduct, using a mixture of plenary sessions and breakout group discussion. Group discussions were captured by note takers and audio recorders. Participants were given a £90 'thank you' payment for their time.

A discussion guide was used to structure the content of the groups (this can be found at Appendix D). Given the deliberative nature of the workshop, key information was presented to participants throughout the discussions based on the open consultation information pack (see next section). This was necessary in order to bring them up to speed with the case for changing how local government in Hampshire is organised, while acknowledging that retaining the status quo is also an option. It ensured participants felt informed about issues they may have known little about in order that they could contribute more fully to the discussions. Key areas of exploration included:

- To gather 'top of mind' views on different ways in which local government could change or be reorganised in the future in Hampshire.
- To assess the criteria that are most important to residents in considering how local government might be changed or reorganised in the future.
- To understand how residents feel about possible local government reorganisation; specifically, a possible move to a system of unitary local government and the potential pros and cons of this and, of the different options being considered, understanding preferences and reasons behind this.
- To introduce the concept of devolution and understand how residents feel about the principle of more decision-making powers and funding coming to Hampshire councils; specifically, what they think about the introduction of a combined authority or authorities for the local area and, of the different options being considered, understanding preferences and reasons behind this.

- Linked to the possible introduction of a combined authority or authorities, understand what residents think about having a directly elected mayor or mayors.

3. An open consultation, hosted via the Hampshire County Council website.

Finally, an open consultation was run under the 'Serving Hampshire' banner, designed to give all local residents and stakeholders in Hampshire an opportunity to have their say about possible options for change in Hampshire. Furthermore, anyone with an interest in local government reorganisation who might be based outside of Hampshire was able to have their say. Whilst self-selecting in nature, this ensured the process and the debate about change in Hampshire was open to anyone wishing to take part.



3,353 members of the public and stakeholder organisations took part in the consultation, which ran from midday on the 27 July until 11.59pm on the 20 September 2016.

Responses could be submitted through an online response form available at <http://www3.hants.gov.uk/servinghampshire> or by a 12-page paper version which was made available at various public buildings or on request (see Appendix E). 'Unstructured' responses sent through other means (e.g. via email or as written letters) were also accepted.

A supplementary 28-page information pack, and separate executive summary, produced by Hampshire County Council were made available to those responding, setting out the case for change, the rationale for the different options being considered and the pros and cons of each.

Interpreting the data

The telephone survey

Where figures in this report do not add up to 100%, this is the result of computer rounding or multiple responses. An asterisk (*) indicates a score less than 0.5%, but greater than zero. Unless otherwise indicated, results are based on all 1,504 survey participants. Please treat answers with a base size of less than 100 with caution.

Results are subject to statistical tolerances. Not all differences between the overall results and those for individual sub-groups will be significant. The descriptive sections of this report aim to highlight where findings between different sub-groups of residents are statistically significant, though not all statistically significant differences have been reported on. A guide to statistical reliability is provided in Appendix C.

The sample survey asked a similar set of questions to that of the open consultation. However, it is important to consider that survey participants were not provided with the same level of contextual information. Interviewers provided some limited background information over the telephone, but this was necessarily kept short (please refer to Appendix B for the detailed questionnaire wording and accompanying read out statements). This should be borne in mind when interpreting the results.

Detailed data tables have been provided under separate cover.

The deliberative workshops

Qualitative research is illustrative, detailed and exploratory. It offers insights into the perceptions, feelings and behaviours of people rather than quantifiable conclusions from a statistically representative sample. Owing to the small sample size and the purposive nature with which it was drawn, findings from this research cannot be considered to be representative of the views of all residents of Hampshire. As such, the word 'participant' is used throughout the report in reference to a resident who took part in the research.

Much of the evidence in this report is based on participants' recall and their perceptions of local public services and how local government is run. It is important to remember that even though some perceptions may not be factually accurate, they represent 'the truth' to the participants and, as such, are vital in understanding their attitudes and views.

The open consultation

The findings from the consultation are based on any person or group who chose to take part, no matter where they live or what personal characteristics they have, and regardless of where they are based or located.

For this consultation, the participants cannot be considered to be a 'sample' of the Hampshire population. The results are not weighted and cannot be considered representative of the Hampshire population. As such data is presented as numbers and not percentages.

This report presents the 3,353 responses to the consultation, including from the general public and stakeholder organisations (the latter categorised in terms of those who do not respond in a personal capacity, but representing other people and/ or organisations):

- 3,022 via the online response form (of which 2,962 were received from individual members of the public and 60 from stakeholder organisations).
- 239 from the hard copy response form (of which 238 were from individual members of the public and one from a stakeholder organisation).
- 92 'unstructured' responses received via letters and emails sent to the consultation response address (61 from individual members of the public and 31 from stakeholder organisations).

Further technical information about the consultation can be found in Appendix F. A list of stakeholder organisations (where they provided their names) along with a profile of individual members of the public responding to the consultation can be found in Appendix G (excluding those who asked for confidentiality or anonymity). Additional tables can be found in Appendix H.

Acknowledgements

Ipsos MORI would like to thank the 1,504 Hampshire residents who took part in the survey, and the 98 residents who gave their time to participate in the workshops. We would also like to thank the 3,353 members of the public and stakeholder organisations who took the time to respond to the open consultation.

Publication of data

This research has been conducted in accordance with the ISO 20252 market research standard that Ipsos MORI is accredited to. As the Hampshire County Council has engaged Ipsos MORI to undertake an objective programme of research, it is important to protect the organisations' interests by ensuring that it is accurately reflected in any press release or publication of the findings. As part of our standard terms and conditions, the publication of the findings of this report is, therefore, subject to the advance approval of Ipsos MORI. Such approval will only be refused on the grounds of inaccuracy or misrepresentation.

Main findings

3. Key findings from the sample survey

This chapter provides an overview of the results of the telephone sample survey, which was designed to be representative of local residents, thus providing a robust quantitative measure of attitudes to future service delivery and possible options for change.

Key headlines

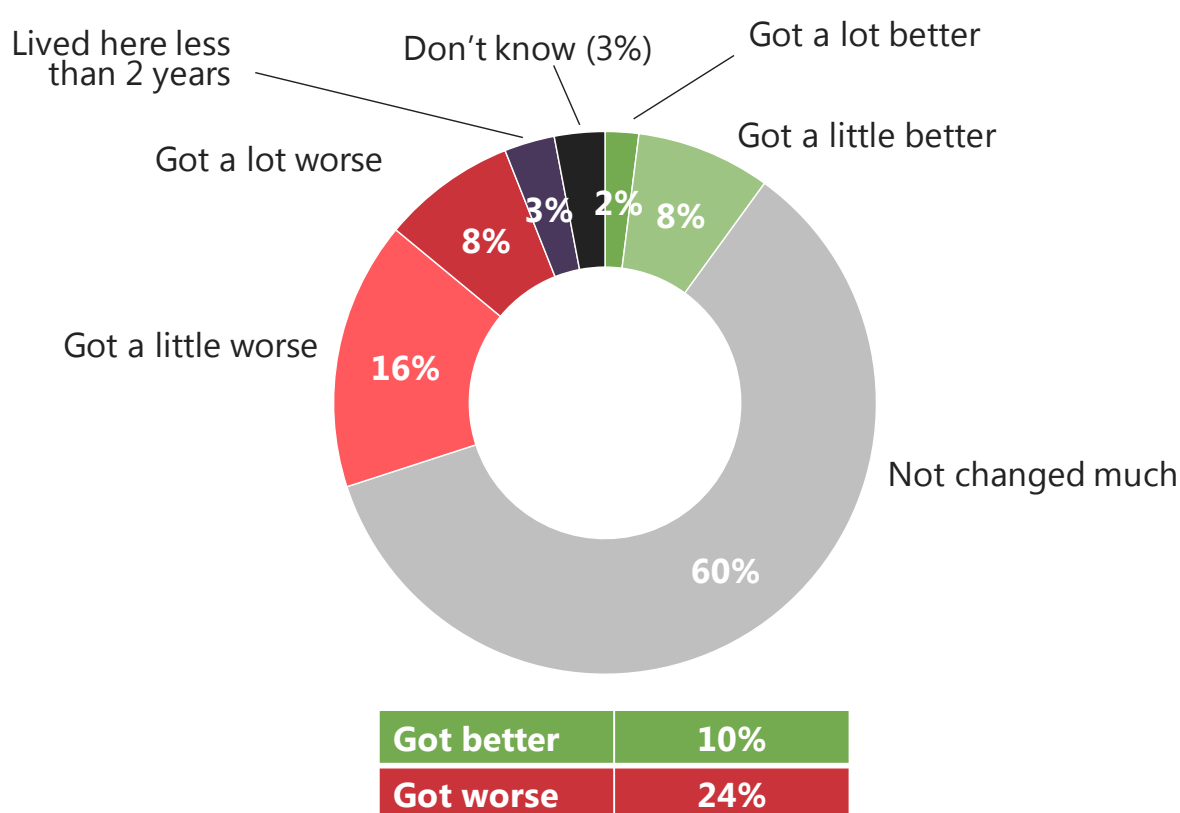
- On balance residents are **positive about current service delivery** – Hampshire councils appear to have managed financial challenges well to date.
- Residents are split when it comes to the *principle of replacing the current council structures* in Hampshire with a model of unitary local government, though opposition outweighs support slightly (38% vs. 29%). Key to residents is ensuring that services for **the most vulnerable people** are protected.
- When it comes to introducing a **unitary local government model** to Hampshire, slightly more want to retain the status quo (51%) than move to one of the unitary options presented (42%).
- Most residents (71%) support the *principle of transferring more powers and funding* to local councils, but views are more mixed about the vehicle for doing this.
- That said, on balance there is more support for a **combined authority model** (51%) than there is active opposition (41%) – an inverse of what we see for the unitary reorganisation proposals.
- Views are most mixed when it comes to **introducing a directly elected mayor**, where support outstrips opposition (37% vs. 27%), but many are on the fence (32%).
- Support for moving to a unitary model and for introducing combined authorities appears to be **self-reinforcing**, with those in support of one more likely to be in support of the other.
- More generally we find that, while in a minority, many residents do not have a view either way about the proposals being put forward – suggesting a case for change can still be made. In addition, a large proportion of them (80%) claim **not to mind who delivers their council services** as long as they are delivered well.
- In thinking about future service delivery, residents are positive about the role **local town and parish councils** should play, but 48% would be concerned about the potential impact of change or reorganisation on **local democratic accountability**.

Key principles for future service delivery

When it comes to current services provided by councils in the county, on balance residents are positive. Seven in ten residents say **local council services** have either not changed much over the last two years (60%) or have got better (10%) – see Figure 3.1. However, one in four (24%) actively report that services have got worse.

Figure 3.1: Change in quality of services

Q. How much, if at all, do you think the quality of services delivered by councils in your local area has changed over the last two years or so?



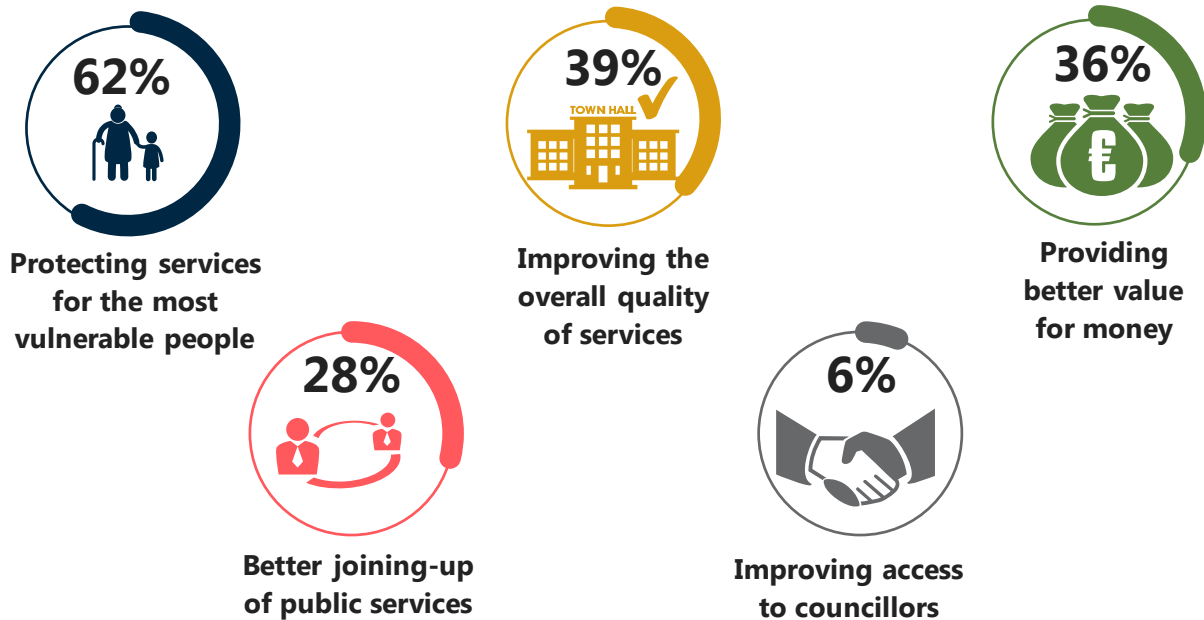
Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

In thinking about possible ways council services might change or be reorganised in the future, Hampshire County Council wanted to understand what was most important to residents for the Council to consider. Of the five principles asked about, it is **protecting services for the most vulnerable people** that stands out (62% say this is most important to them), as shown in Figure 3.2. This is consistent with other adhoc research conducted by Ipsos MORI around budget setting and service prioritisation, where we find that services aimed at protecting the most vulnerable in society are those deemed most important to protect.

Improving the overall **quality of services** and providing **value for money** are also important to residents, along with **better joining-up of public services**, but these come lower down the list (cited by 39%, 36% and 28% of residents respectively).

Figure 3.2: Most important principles when considering future change

Q. Firstly, in thinking about possible ways in which council services in Hampshire might change or be reorganised in the future, which one or two of the following things, if any, are most important to you? You can choose up to two.



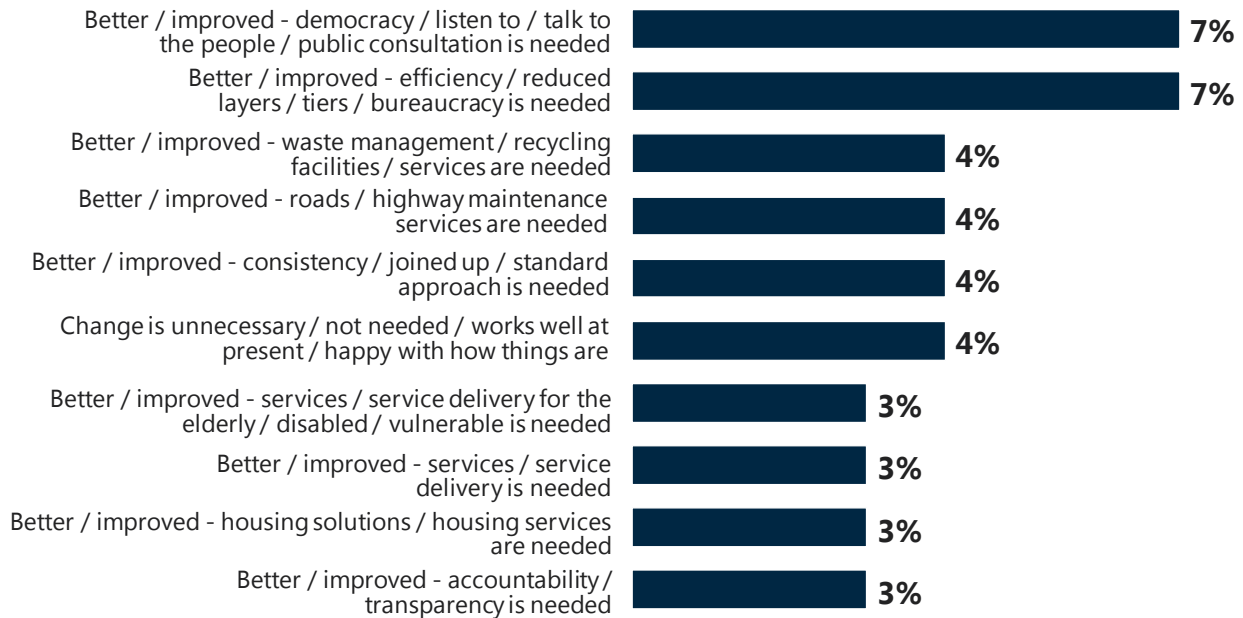
Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

In addition, it is helpful to reflect on the **spontaneous views** provided by participants to the survey – as shown in Figure 3.3. When prompted at the end of the survey for any final comments about how Hampshire County Council and the 11 district councils could change or be reorganised, the most common mentions relate to **improving engagement** with residents about the issues, and **improving efficiency and reducing bureaucracy** (both seven per cent).

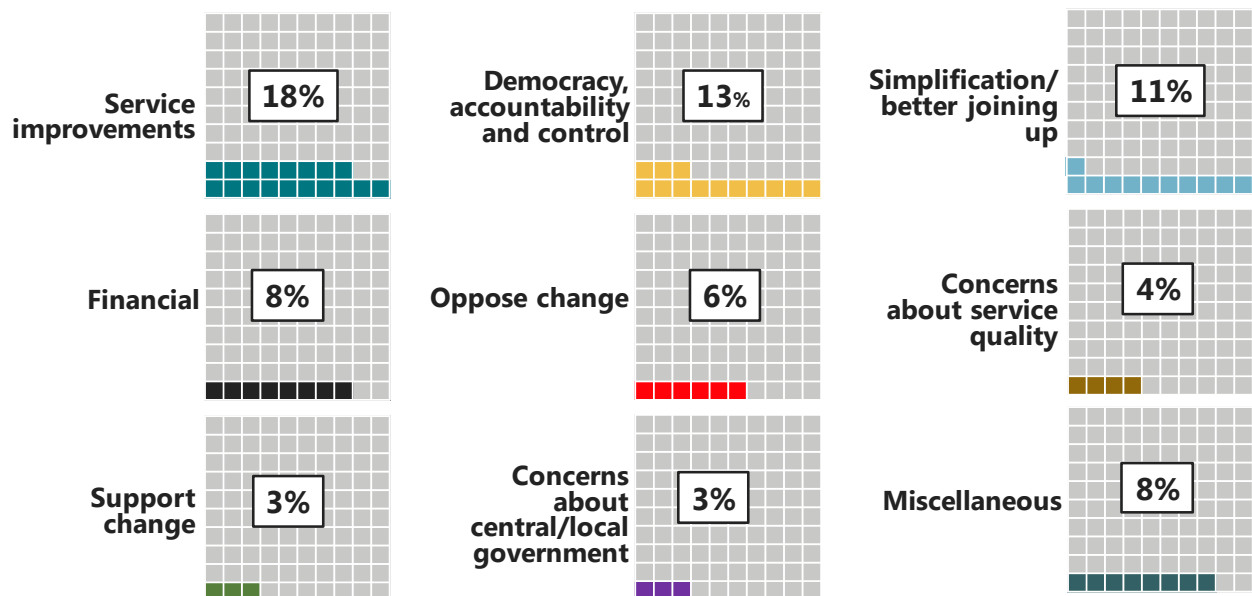
Figure 3.3: Spontaneous views about change or reorganisation

Q. Do you have any other comments about how Hampshire County Council and the 11 district councils could change or be re-organised in order to meet the needs of local people in the future?

Top 10 specific comments (spontaneous):



Categories of comments (based on coded spontaneous views):



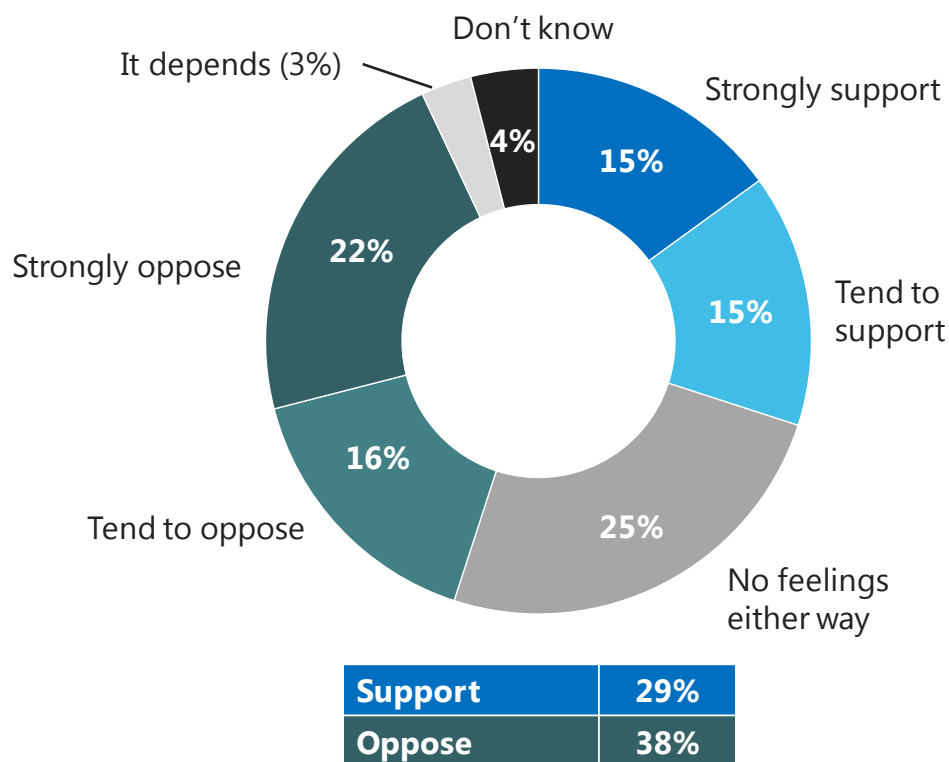
Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

Local government reorganisation to a unitary model in Hampshire

Residents' views are fairly split when it comes to the *principle* of replacing the current council structures in Hampshire with a model of unitary local government. As Figure 3.4 shows, around three in ten support the principle (29%), but this is outweighed slightly by the four in ten (38%) residents who oppose it. As many as one in four (25%) do not have a view either way.

Figure 3.4: Views of reorganisation to a unitary model in principle

Q. To what extent do you support or oppose the principle of replacing Hampshire County Council and the 11 district councils in Hampshire with a model of unitary local government, where a single council is responsible for all council services in an area, or do you have no feelings either way?

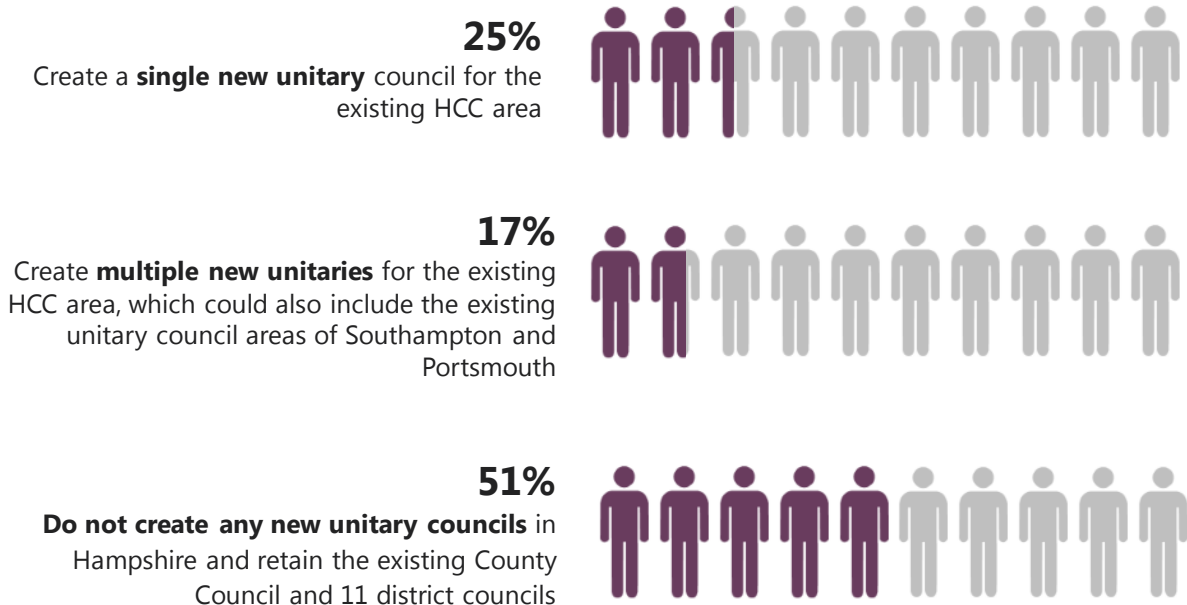


Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

As Figure 3.5 illustrates, when it comes to the specific testing of the **options for possible local government reorganisation** towards a unitary council model for the county, views are also split. Around two in five (42%) residents support one of the two options presented (25% support a **single unitary council**, while 17% support **multiple unitary councils**). However, half of residents (51%) want to **retain current council structures**, representing the greater proportion of residents. Seven per cent of residents say they do not know or that it depends.

Figure 3.5: Views of specific options for reorganisation to a unitary model

Q. Which one of the following options, if any, comes closest to your own view about local government re-organisation towards a unitary council model in Hampshire?



Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

Devolution in Hampshire

When it comes to devolution and the potential creation of a new combined authority or authorities for the local area, there is significant support for the *principle* of transferring more decision-making powers and funding from central Government to local councils in Hampshire. However, when it comes to the vehicle through which this might be achieved (combine authorities), views are far more mixed.

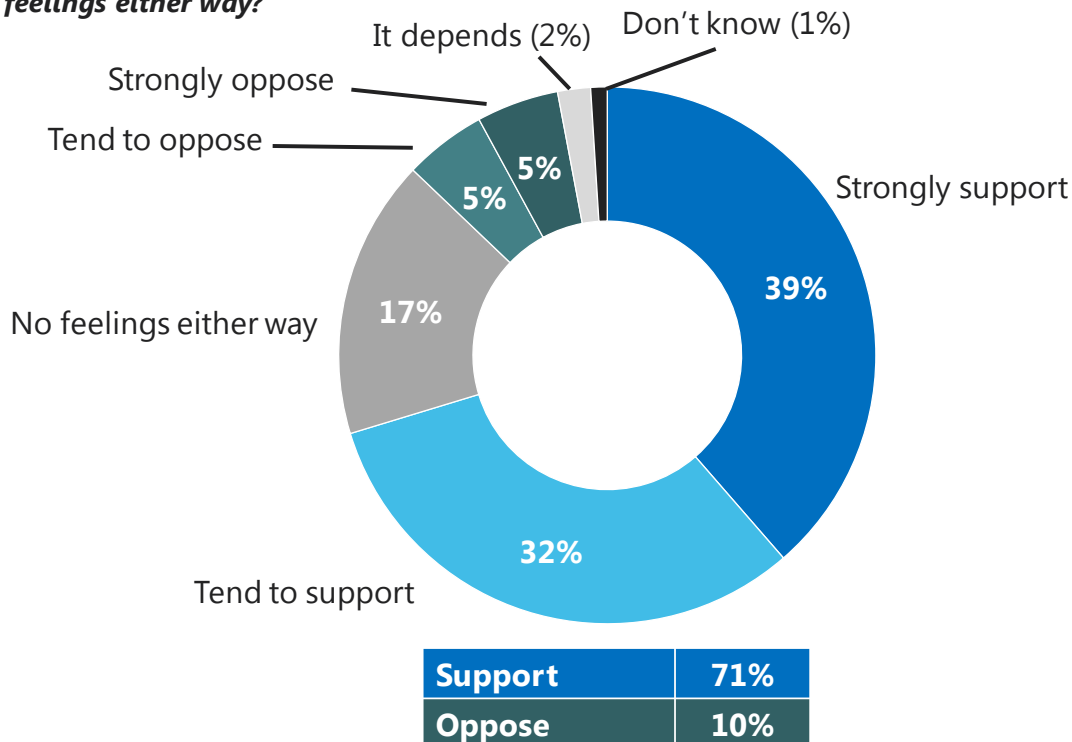
As Figure 3.6 shows, most residents (71%) support the principles of **transferring more powers** to local councils, with only a small proportion (10%) opposing this idea.

But, as with reorganisation to a unitary model of local government, views are more split when it comes to creating a **combined authority** as a way of achieving this (see Figure 3.7). The difference is that, on balance, there is *more* support for a combined authority model of sorts than there is active opposition – this is the inverse for the unitary reorganisation proposals.

Half of residents (51%) support one of the two options presented for introducing a combined authority model (21% support a **single combined authority**, while 30% support **multiple combined authorities**). Four in ten residents (41%) **do not want to create any** combined authorities.

Figure 3.6: Views of devolution in principle

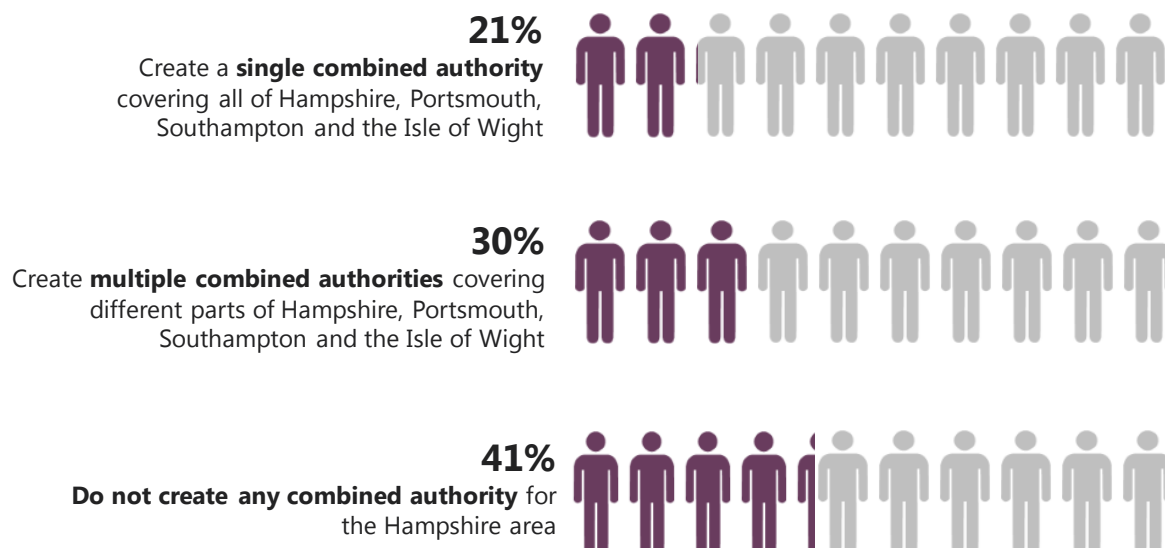
Q. To what extent do you support or oppose the principle of more decision-making powers and funding being transferred from central Government to local councils in Hampshire, or do you have no feelings either way?



Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

Figure 3.7: Views of specific options for combined authorities

Q. Which one, if any of these comes closest to your own view about whether or not to introduce a combined authority or authorities in Hampshire?

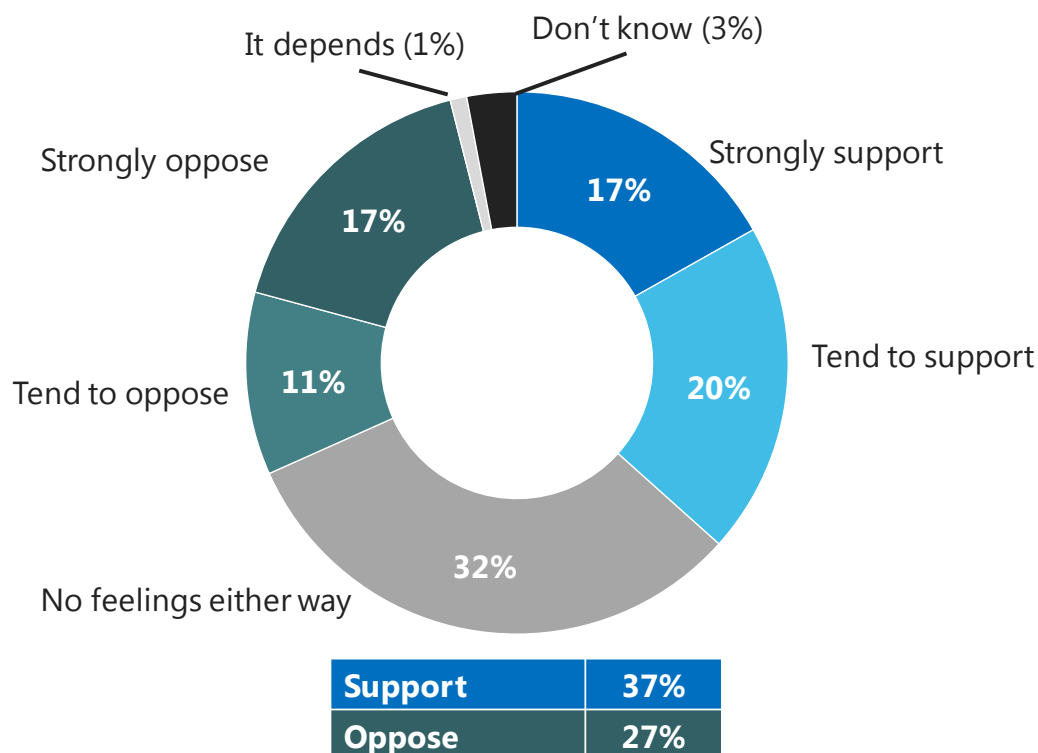


Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

Views are most mixed when it comes to introducing a directly elected mayor who could lead any combined authority in Hampshire (see Figure 3.8) – something central Government is strongly pushing. On balance, support outstrips opposition (37% support the idea of a mayor compared with 27% who oppose it), but many residents do not have a view either way (32%). Unsurprisingly, the proportion of those supporting mayors is considerably higher among those residents who support a combined authority or authorities for Hampshire.

Figure 3.8: Views on having a directly elected mayor for Hampshire

Q. To what extent do you support or oppose having a directly elected mayor in place who could lead any combined authority in Hampshire, or do you have no feelings either way?



Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

Engagement with who delivers services locally

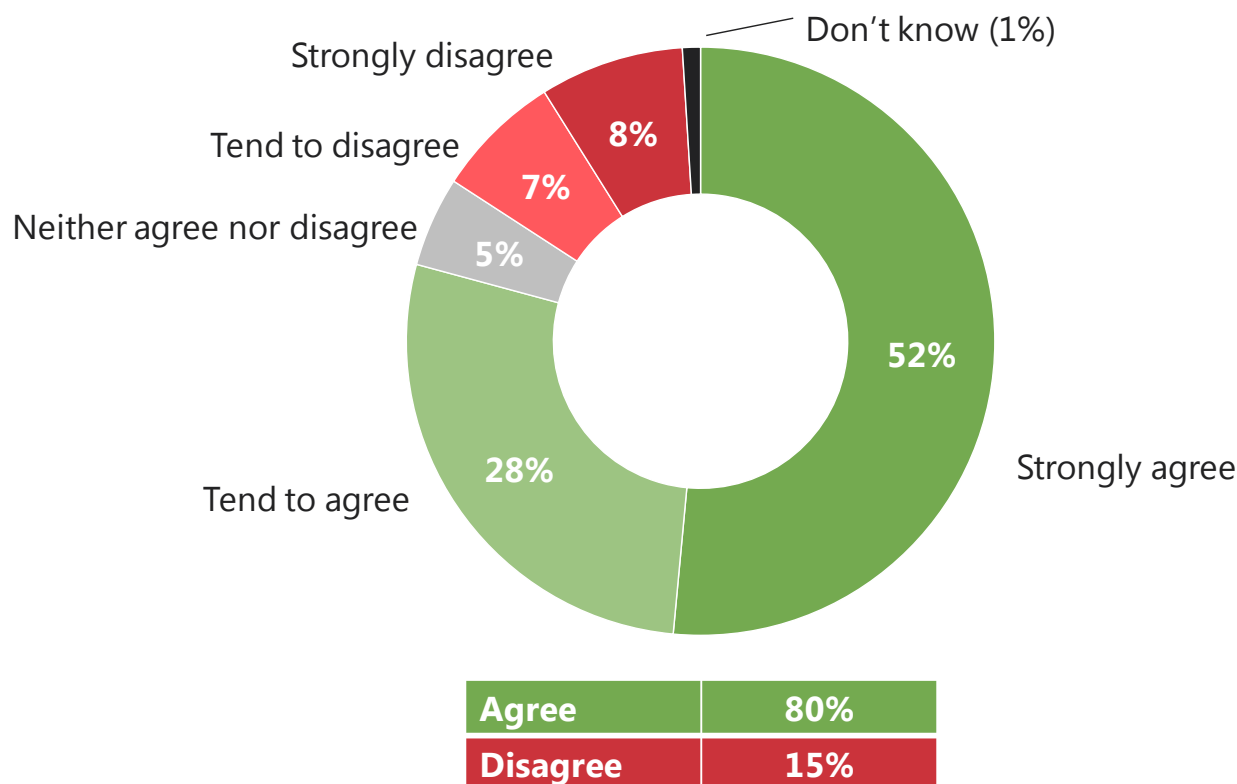
Important context for considering views about possible reorganisation to a unitary model and the introduction of combined authorities is that many residents claim not to mind who delivers their council services as long as they are delivered well. As Figure 3.9 shows, as many as eight in ten residents are fairly indifferent about who delivers their services, suggesting that structures are less important to them as long as service delivery and quality is not compromised.

Just 15% disagree with this sentiment; yet, as already reported, we know opposition to new models of delivery are strikingly higher than this. This suggests that residents can hold somewhat contradictory and conflicting views about these issues, as well as illustrating the emotive nature of the proposals being put forward.

Figure 3.9: Importance of who delivers council services

Q. To what extent do you agree or disagree with the following statements about how council services are delivered to Hampshire residents...?

"I don't mind who delivers my council services as long as they are delivered well"



Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

This is further reinforced when we consider who is more likely to agree with this question statement – residents who claim not to mind who delivers their services also tend to be more indifferent to the specific proposals for change asked about. Such residents are more likely *not* to express a view either way on the principle of replacing Hampshire County Council and the 11 districts with a model of unitary local government (27% of residents, compared with 12% of residents who do mind who delivers their services and who disagree with the statement). They are also less likely to express a view that there should be no new unitary councils in Hampshire and that the existing structure should be retained (48% compared with 63%).

The same pattern holds true when it comes to creating a new combined authority or authorities for the local area. Two in five residents (39%) who claim not to mind who delivers their council services state that they would not want a combined authority for the area; significantly lower than it is for those who want to know who delivers their services (53%). They are also more indifferent about the creation of a directly elected mayor (35% report having no feelings either way compared with 19%).

Conversely, the residents who do mind about who delivers their services, who perhaps feel they have a vested interest so to speak, are generally more likely to be opposed to change. They are more likely to form a majority opposing the principle of replacing the current system with a unitary model (60% compared with 38% of

residents overall), are more likely to be against the introduction of any new unitary councils in Hampshire (63% compared with 51% overall). In addition, they are more likely to not want any combined authorities for the area (53% compared with 41% overall). This is a group that Hampshire County Council may well need to focus its attention on in making its case for any change.

The self-reinforcing nature of support/ opposition to proposed changes

Those residents expressing more support for the *principle* of moving to a unitary model of local government also tend to be more supportive of the specific unitary models being proposed. Conversely, those who are more opposed to the principle are more likely to state that they do not want to see change, preferring to retain the existing model of local government in Hampshire, and not creating any combined authorities.

Support for moving to a unitary model and for introducing combined authorities appears to be **self-reinforcing** too. As illustrated by the sub-group analysis provided in Figure 3.10, those who are supportive of a unitary model also appear to be more supportive of the introduction of a combined authority or authorities, and of associated directly elected mayors. Conversely, those residents who do not want to see any new unitary councils created – instead preferring to keep the existing County Council and 11 district councils – do not want to see any combined authorities created either, and correspondingly neither do they want to see the introduction of a directly elected mayor.

Furthermore, those who support having a *single* unitary council are more likely to support introducing a *single* combined authority, while those supporting *multiple* unitary councils are more likely to support the creation of multiple combined authorities. Both are more likely to support the principle of a directly elected mayor.

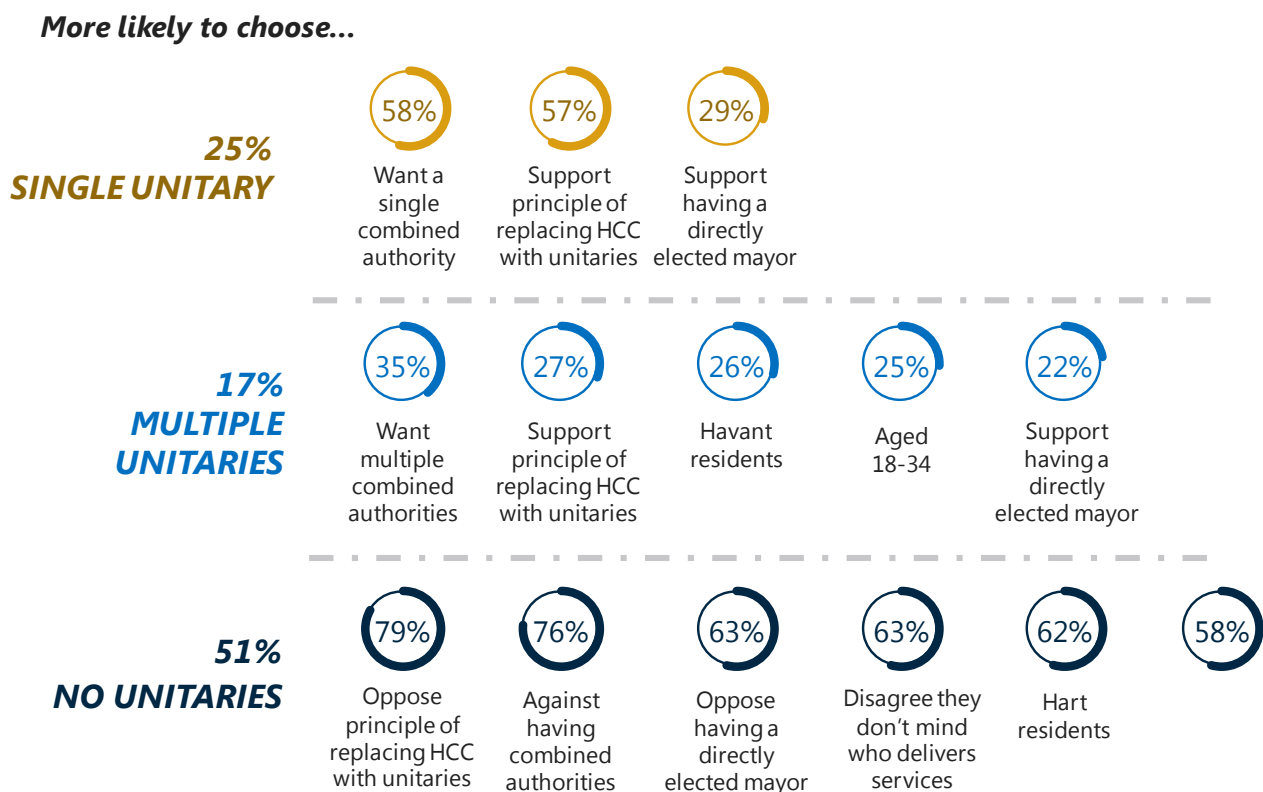
Looking at the profile of Hampshire residents, **where does opposition to change seem strongest**; who in effect needs to be persuaded by the case for change? On further examination of the data, the survey provides some limited insight into those demographic groups more or less likely to be favourable to the changes being proposed – but, it is fairly limited given the necessarily short nature of the questionnaire.

Age does come out as one potential factor, with older residents significantly more likely to be negative towards some of the proposed changes than residents overall (though this is not universal across all the proposals). For example, those aged 65 and over are marginally more opposed to the principle of moving to a unitary model of local government (43% compared with 38% of residents overall). Of the unitary models asked about they are also more likely to state a preference for retaining the existing County Council and 11 district council model (58% compared with 51%). When it comes to the devolution options, they similarly would prefer not to create any new combined authorities (50% compared with 41% of residents overall), nor to have a directly elected mayor (34% oppose this compared with 27% of residents overall).

Conversely, younger residents aged 18-34 seem to be significantly more likely to support both reorganisation towards a multiple unitary model (25% compared with 17% of residents overall), and of the creation of multiple combined authorities (44% compared with 30%). They are also more supportive of the idea of a mayor (44% compared with 37%).

There are some anecdotal differences between the **district council areas** too, with Hart residents apparently more resistant to change. They are more likely want to maintain the status quo, preferring not to create any new unitary councils (62% compared with 51% of residents overall), and they are more opposed to having a mayor (37% compared with 27%).

Figure 3.10: Preferences for specific unitary model options - sub-group analysis



Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

Local democratic accountability

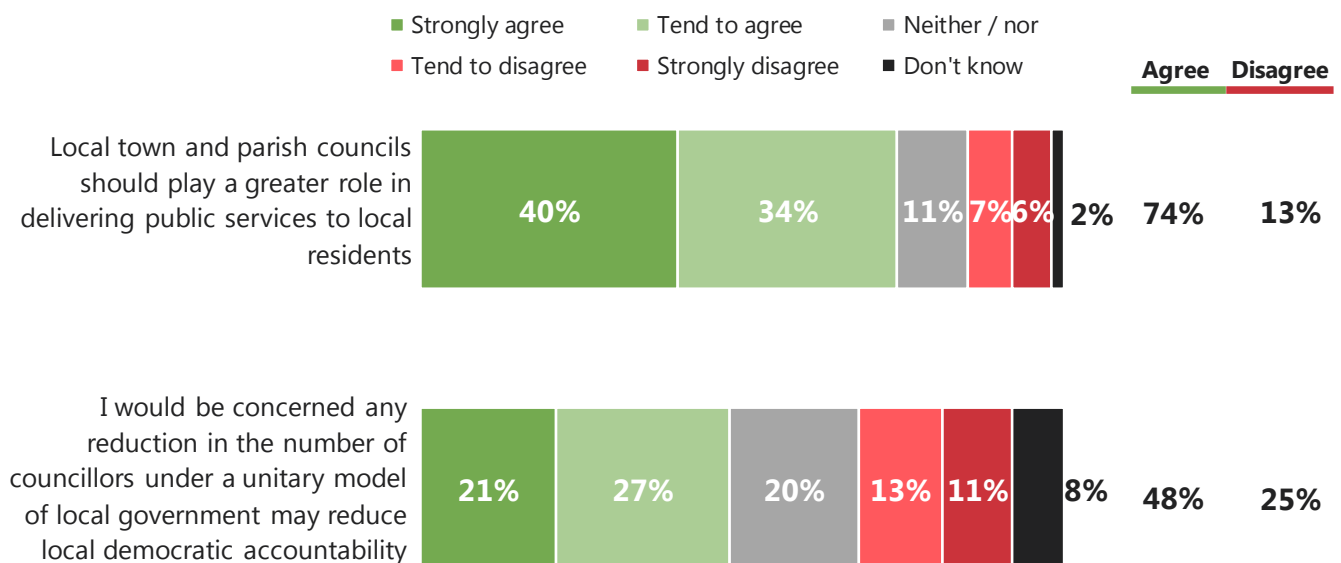
In thinking about future service delivery, residents are positive about the role **local town and parish councils** should play. These organisations are already delivering services such as grass cutting and the management of community assets, like car parks, to some local residents. As Figure 3.11 illustrates, three in four residents (74%) think they should play a greater role in delivering public services in future. As we reflect on later in Chapter 4, the deliberative workshops showed the importance of retaining a sense of the 'local' if future services are to be 'scaled-up' and provided at a wider unitary council level. For workshop participants, it was essential that local

accountability and the ability to understand local needs across such a diverse county are not lost – town and parish councils could be seen to have a part to play here.

According to the survey, councillors are seen to have an important role too, though in thinking about the potential impact of change or reorganisation on local democratic accountability views are more mixed. As Figure 3.11 shows, half (48%) of residents say they would be concerned that any **reduction in the number of councillors** under a new unitary model may reduce democratic accountability, but many have no view on this or are not so worried. Again this is helpful to consider in the context of the workshops, where we found engagement with local councillors to be currently low; on more detailed discussion few residents appeared to know who their local councillor was, let alone have engaged with them. This suggests that concern about this issue may, in reality, be over-stated. However, it will remain an important consideration for Hampshire County Council in allaying any fears the public may have about a possible move to unitary status.

Figure 3.11: Local democratic accountability

Q. To what extent do you agree or disagree with the following statements about how council services are delivered to Hampshire residents...?



Base: 1,504 Hampshire residents aged 18+ interviewed by telephone between 16 and 31 August 2016

4. Key findings from the deliberative workshops

This chapter sets out the findings from the deliberative workshops conducted with Hampshire residents. The deliberative approach allows participants to give more detailed views about complex issues, such as the potential options for reorganisation of local government. Participants spent a day discussing similar issues to those covered by the sample survey and open consultation. They were provided with information throughout the day, giving them time to reflect on how local government is currently organised in Hampshire, the challenges councils in the area face, and the different options for how local government could change or be reorganised in future (see Appendix D for the full discussion guide).

Key headlines

- Overall, **knowledge of local government** and who delivers what services in Hampshire is low. Thus, while many participants understood the context of austerity and the financial pressures facing government more widely, few were aware of the extent of the challenges faced by Hampshire councils.
- In this context, most participants were open to the notion that **some change is needed** in order to sustain services. But, any change must ensure the **protection of services for the most vulnerable**, and deliver **value for money**.
- Participants also **want a say** about the important issues at stake - they were keen for more communication from the Council here. Any new model of local government should also ensure **greater accountability** and **better integration of services** (the two-tier structure can be confusing).
- Those more convinced of the need to save money and improve efficiencies were supportive of **reorganisation to a unitary model** of local government. As well as **the cost savings**, they felt this approach would lead to **better consistency of service** and **reduce duplication** – not withstanding some concerns about the potential **transitional costs** as change is delivered.
- For these same reasons, the **single unitary option** was seen as having a greater number of potential benefits, though the **three unitary council model** was preferred by many of those concerned about local responsiveness.

- Key for participants was ensuring that local government and council services **remain responsive to local need**, and accessible locally - especially given the size and diversity of the county. This was a key driver of concern with any reorganisation, even among those more reconciled of the need for change. Some felt this issue could be overcome with a unitary model, but others remain to be convinced.
- Many broadly welcome **greater devolution** to Hampshire, but views about the introduction of a combined authority or authorities as the vehicle for facilitating this were more mixed. Participants felt less able to take a view on their preferred combined authority model – questions remained about what specific powers a combined authority would have and how the funding would work.
- In terms of the **combined authority options** under consideration, the most important factors for participants were understanding which structure would be least complex to manage, which aligned best with current council and other public sector organisational structures, and how responsive the model would be to local needs.
- There was little support for introducing a **directly elected mayor** for Hampshire, even among those who supported combined authorities. Primarily this was driven by a concern about the extra funding needed, and the lack of clarity around their role, including where democratic accountability would sit within existing local government structures.

Knowledge and understanding of local government and the wider context

The deliberations addressed participants' views about the broader context for local government, including their level of knowledge about current structures. This was important context for understanding the extent to which residents were already engaged with the issues. It was also necessary for helping bring them up to speed with the current picture so as to inform later discussions about proposals for change and reorganisation.

Overall, **knowledge of local government in Hampshire was low**. Some participants did not realise they received services from two councils, and that Hampshire has both a County Council and district councils. Participants who were aware of the current structures were usually familiar only in broad terms, and tended to be unclear on the different responsibilities of Hampshire County Council compared to the 11 district councils.

Reflecting this, participants said they had **not previously engaged with how local government is organised**, unless they had a specific reason to do so. Those who knew more reported that this tended to have been the result of contact with individual services. Often this had involved being passed "*pillar to post*" between councils (for example, in terms of trying to access welfare support or social services). This confusion about who delivers

what services informed later discussions about future local government structures; a key theme for participants was about ensuring that services were easy to access and less confusing.

“My father in law just became ill and we had to look in social services, and it’s not something needed before but it’s when you need something... I suppose you only ever know about it when you need it, when something goes wrong.”

Resident, Basingstoke

Reflecting on the fact that many of the savings made to date have come from ‘back office’ streamlining, the impression was that participants had not really noticed any changes to their services. Some participants knew there had been cuts to certain council services, such as reductions to waste services, but on the whole these were not seen as significant. Participants were, in fact, **broadly positive about the council services** they received from both their district council and the County Council. This is reinforced by the sample survey findings, where a majority of residents report that service levels have been maintained⁸. Any issues that did emerge, seemed focused around local planning and transport issues (the quality of the local roads being a key theme here), and there were missed views about the quality of waste and recycling collection services.

“I haven’t got anything negative to say - around here we have the buses and libraries the only negative is they cut our bin services to every two weeks.”

Resident, Fareham

Workshop participants were presented with information explaining more about the predicted Hampshire County Council budget shortfall of £120m by 2019, coinciding with a growing and ageing population. This information also outlined how Hampshire County Council has reduced its spending by over £240 million already since 2008.

Before taking part in the workshop, participants were unaware of any pressing need to make changes to local government in Hampshire. While many understood the context of austerity and the financial pressures facing government more widely, few were aware of the extent of the challenges councils were grappling with, and many were surprised at the level of the financial savings required when these were presented.

“Some of the problems are not just council related they’re country-wide bigger problems of social mobility and influx of people and housing, so it’s a bigger problem rather than council specific.”

Resident, Fareham

In reflecting on the issues facing Hampshire local government, most participants were open to the idea that local councils needed to respond to the challenges faced, and that **some changes would be necessary** in order to continue providing good quality services.

⁸ Seven in ten residents say local council services have either not changed much over the last two years (60%) or have got better (10%) – see Figure 3.1

However, there were mixed responses to the budget reductions made so far. Typically, participants felt that councils in Hampshire must have previously had more funding than they needed if it had been possible to adapt to such significant budget cuts without a noticeable impact on services. Even so, participants acknowledged that there was only so much that the County Council and district councils could do to reduce spending before this would have negative consequences for more essential front line services. The general view was that this limit would be reached soon.

“The way that Hampshire were able to do that without massive detriment to services, that maybe shows that we maybe were doing away with things that were nice, but not so important. But as it goes on it gets harder and harder to make savings.”

Resident, Basingstoke

“I’m shocked... most people say they haven’t made huge changes - it goes to show the councils didn’t need the money they were getting in the first place.”

Resident, Fareham

Key principles for future service delivery

In thinking about their own experiences of council services, and reflecting on the challenges that local government faces, participants were asked to reflect on what they saw as the key guiding principles that Hampshire County Council should bear in mind when thinking about future change or reorganisation.

Among participants the most important priorities were about ensuring the protection of services for the most vulnerable, delivering value for money and maintaining local knowledge in the council. They also emphasised the importance of giving residents a say (many citing the importance of the issues at play), ensuring a holistic approach to service delivery and greater accountability. More specific concerns, such as keeping council tax payments low, were also viewed as important, but less so than these broader considerations.

Protecting services for the most vulnerable, such as older people and children who need care, emerged across all groups as a central priority in considering any local government reorganisation. This was seen as a non-negotiable in any change, and chimes with the survey findings (62% stated it was the most important principle)

⁹.

“What is important to the community and yourself. So essential services – you’ve got retired people, social care, education... Well if you’re cutting money people might fall through the net, not be looked after and there’ll be negative consequences of that.”

Resident, Winchester

⁹ Protecting services for the most vulnerable people is the top priority cited by residents (62% say this is most important to them) – see Figure 3.2

“The most vulnerable should be protected. I have an elderly nan, what’s going to happen to her? I don’t feel like they get the help they need now.”

Resident, Basingstoke

Participants were also keen to ensure that the Council was running things as well as possible, and delivering good value for money. Efficiency and value for money were seen to go together, and discussed interchangeably by participants. Some felt that the important efficiency savings had probably already been made, given the amount by which councils had already reduced spending. However, others thought that there was still more that could be done to improve efficiency, for example, by avoiding duplication of services, or in merging management structures.

“If you’ve got two departments doing nearly the same thing, it’s not very popular with the council staff, but you can reduce the admin.”

Resident, Winchester

Whilst participants did not want to see more spending or large council tax increases, many of recognising the extent of the financial challenge ahead said that they would be willing to pay more *if* they could see that the money was being spent well.

“Everyone wants to see value. If you see the quality you’d be happy to pay more, [but] if you’re paying more you want to see a change.”

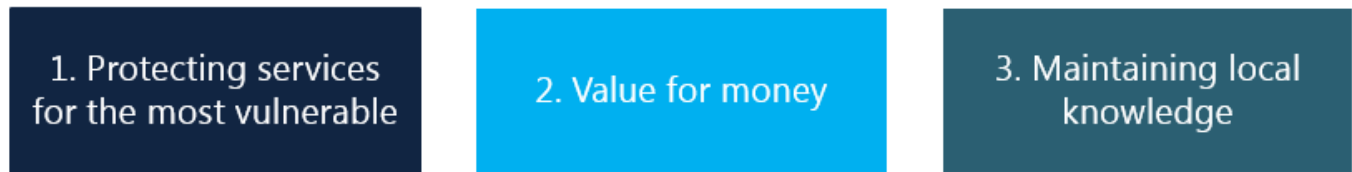
Resident, Basingstoke

Another key priority for participants was ensuring that local government and council services maintained local knowledge and understanding, especially given the size and diversity of the county. Participants felt that it was important to have someone representing them and taking decisions on their behalf who knew and understood their local area well. Participants did not want to lose the local link that they currently saw themselves as having through their district council.

“You don’t want to use the link to your local community, the person who knows that verge or that bit of land. That’s the danger if it’s all going to be one big body.”

Resident, Winchester

Maintaining local knowledge was important to giving participant confidence that the right decisions for their area would be taken. This emphasis on a local link was not a key concern at the outset of participants’ deliberations, but became one of the most important criteria as they assessed different options for how local government might change or be reorganised in Hampshire in future.

Figure 4.1: Key principles for future service delivery

Participants also wanted any future changes or reorganisation to provide **greater opportunities for residents to influence council decisions and provide feedback on services**. It was seen as very important in principle for people to have a say on how public money is spent. Participants thought that the current mechanisms for providing feedback on local government could be improved. Some suggested that this should be done in a way that was low-cost to the taxpayer, for example, through online surveys or feedback.

"It's important to give people more of say – some of the money is coming from council tax so it's our money they're spending so we should have more of a say how that money is distributed."

Resident, Fareham

They also stressed the importance of the Serving Hampshire engagement programme being genuine; that their views would both be listened to and feed in to decision-making about local services. Given so few of them knew about the issues until attending the workshops, participants emphasised the **importance of keeping residents informed** about the consultation and associated changes. Even though information was already in the public domain about the possible changes under consideration, participants had not necessarily seen it - they were keen for more communication.

"You get invited to participate and go along to open sessions and then a decision still gets made, and you think it's just lip service."

Resident, Basingstoke

"We're younger...we need more information. If we didn't know now we wouldn't have known about it until 2019. We need to know...what needs prioritising, roads or public transport? Adult or children's social care? [...] If we're not informed now then we're not going to be prepared for it."

Resident, Basingstoke

Many thought that there **could be better oversight of services**, by thinking about services in a more holistic way. For example, participants felt that some cuts were made to certain services without considering the potential consequences this could have elsewhere.

"The council often doesn't think of the knock-on effects of cutting things so, for example, they cut leisure services, but don't think about the effect on peoples' health."

Resident, Basingstoke

Accountability was seen as another key principle underpinning any good local government reorganisation. Participants articulated this in terms of councils being held to account to follow through on what they say that they will do, rather than discussing how local democratic accountability works in practice.

“What, when, where, and how. If they say they will do something – evidence it in a plan.”

Resident, Basingstoke

In particular, participants stressed that it was important to have **greater transparency on spending**. For example, some participants perceived that there were poor procurement processes in place, allowing companies to continue to win council contracts despite the evidence that they are not doing the job well. In addition, there were concerns that pay was too high for senior council employees.

“A lot of people who work for the Council are on a mega wage... Can you get the wage information?”

Resident, Winchester

Participants were unsure about how feasible it was to use these principles to shape decisions about changing or reorganising local government in Hampshire. Some of the principles, such as providing more opportunities to feedback on council services were seen as costly. Given participants' understanding of the financial challenges, they felt that taking some of these into account may be unrealistic and only changes that saved money or were cost-neutral should be made. Whilst some service improvements might not be feasible within the budget, participants could see that some changes, such as greater efficiency, could save money and provide better services.

“A lot of these things are about improving, ensuring better quality. To me that is almost saying they are pouring in more money to do that. What we are trying to do is save money. Is that going to impact on what these things are? We are not going to get such good value.”

Resident, Winchester

Local government reorganisation to a unitary model in Hampshire

Views of reorganisation to a unitary model in principle

Workshop participants were presented with information explaining how a unitary council model of local government might work, and during the discussion were shown information outlining the key advantages and disadvantages of the model in principle.

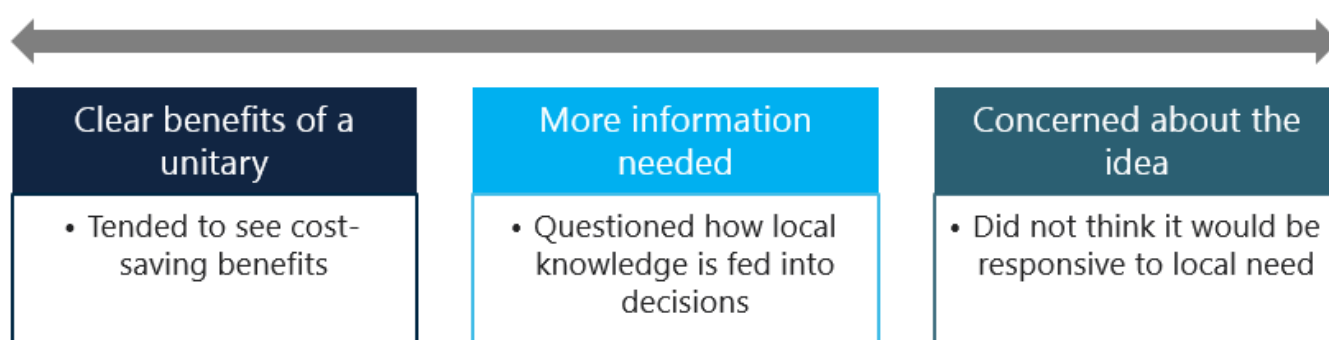
Participants were unsure of the rationale for moving to a unitary council model and this affected how they viewed the idea in principle. For many, it was unclear whether the purpose of this approach would be to save money and thus sustain current provision, or if the intention was to reorganise in order to provide *better* local government.

Those who wanted change to sustain services saw the strength of a unitary model in terms of achieving cost savings. On the other hand, those who thought change should lead to better local government had more questions. In particular, they wanted to know whether a unitary model would lead to improved services and better outcomes. These participants questioned what the impact on service delivery would be and whether the sharing of best practice had occurred in other areas which had introduced such a structure.

Initial reactions to moving to a unitary model of local government in Hampshire were mixed, as was the case in the sample survey¹⁰. In the workshop discussions, views ranged from those who saw it as a positive idea with clear benefits, to those who wanted more information about how such a model has worked in practice elsewhere, to those who had strong reservations about the impact moving to such a structure would have.

These different views were largely driven by the relative priority participants placed on the key principles for local government, as discussed in the previous section. Those who gave more weight to cost savings tended to favour a unitary model, while those who gave more weight to maintaining a local connection viewed a unitary model more negatively, as illustrated in Figure 4.2.

Figure 4.2: Reactions to a unitary model in principle



Those who were **positive about moving to a unitary model of local government** tended to be those participants who recognised and supported the need to change local government structures in context of financial challenges. They prioritised value for money and efficiency over other concerns.

They immediately recognised the cost savings that would result from a unitary model having identified the duplication in local government as an issue. They felt that this model would help by removing layers of government and allow services to work better. This would mean better consistency of service (participants mentioned this in the context of road maintenance across the county), and a smoother process when accessing

¹⁰ Residents' views are fairly split when it comes to the *principle* of replacing the current council structures in Hampshire with a model of unitary local government - around three in ten support the principle (29%), but this is outweighed slightly by the four in ten (38%) residents who oppose it. One in four (25%) do not have a view either way – see Figure 3,4

services (e.g. when making an application for a school place or accessing different benefits, which had previously proved to be frustrating experiences for them).

“What I don’t understand is why they have to have so many... Like Hampshire County Council, district council, parish, why’s there so many, why isn’t it simpler?”

Resident, Basingstoke

A second group could see that there were cost benefits of a unitary model, but had more questions about how it would be implemented in practice. They were concerned that there were risks to this approach in terms of the management structure and whether it would lead to service improvements.

“If it is going to make the services more combined, save money, but not impact on quality, great, but it’s a bit of an unknown. We’ve had the current set-up for a number of years, so there’s a bit of an uncertainty on whether it’s going to maintain level of services or whether they’re going to become a bit shoddy because they’re not well-managed.”

Resident, Winchester

Their central worry was how this model of local government could be responsive to local need in Hampshire. They were concerned that if decisions were taken centrally across Hampshire, then their local area might lose its voice, and that this would be the case for other places too. However, participants here felt that maintaining a local connection *could* be possible within a unitary structure.

“I mean I can see one advantage in terms of efficiencies and cost of services... I can see lots of disadvantages. Local government is meant to be local government, caring about your services...I’m not sure you’d get that from a unitary authority. Do they care about local areas?”

Resident, Basingstoke

A final group of participants were more negative about moving to a unitary model of government. They shared concerns about how a larger local government structure could be responsive to local need. However, this group was distinct in that their initial reaction was that they could not see a way for this to happen under this model.

They were concerned that a unitary council would inevitably require a ‘one size fits all’ approach and would not be in line with local needs.

“Maybe blanket ruling would be beneficial to some areas but detrimental to others depending on local needs or views. If you have one council saying, ‘These are the rules for everyone,’ one city will love it and another won’t... The needs of a city are different to the needs of a suburb and rural areas.”

Resident, Fareham

This group also felt that their level of local representation would be diminished in this system. They felt that even if they still had a local councillor under a unitary council model, this person could have less influence in a central system than they do currently.

“Say the planning department is centralised and that council decides that this area needs x number of houses. If you still have a district representative, all you are seeing is the face of the decision, not the person who makes it. The local people will have access to the local councillor, but the local councillor would not necessarily have any influence on the decision. How could they maintain local influence?”

Resident, Winchester

Perceived advantages of a unitary model

Cost savings were seen as a key advantage of a unitary model. These savings were expected to be achieved through reduced staffing costs and reduced duplication of services.

“It looks like an immediate way you could save money, combining management teams, you need someone to represent you...”

Resident, Basingstoke

However, participants acknowledged the **transitional costs** in changing to a unitary model. Some wondered how great the savings would be once the costs of changing to a new model were taken into account. They also pointed out that these savings would likely lead to job losses, and felt that the impact of redundancies should be considered when weighing up the impact of the change.

“The cost point can be a pro and a con, it might cost a lot more to get it going, but then long term they haven’t got 15 different IT departments, 15 different letter heads, and all the information is on the same database.”

Resident, Fareham

“[You would see] service cost saving. We could buy more in bulk...lets us save money. Less layers, one system for everyone, everyone’s been looked at the same. There’d be greater system efficiency. It would be smoother; one service, one council.”

Resident, Basingstoke

More **strategic planning** was expected to be possible with a unitary structure. This would mean that a council with oversight for a larger area could ‘join up’ services and ensure that they are targeted in the areas they are most needed. However, participants were mindful services planned more strategically could lead to decisions being made that were best for Hampshire overall, but not necessarily for them at a local level. For example, if houses were built based on priorities and needs across the County they might not be built locally.

“It could help with housing. New Forest has a massive housing problem. If you merged all the districts into one, it might make more housing available. You might not be able to specify where you want to live, but you might be able to get a house more easily somewhere over the whole extent of the County. ”

Resident, Winchester

The impact on the **quality of services** in a unitary model was debated, with several different considerations weighed up by participants. Some felt that a unitary model could enable greater consistency of services, the sharing of best practice, and potentially the engagement of better suppliers. Some also felt it would be easier to access the council as they would not need to know who specifically delivered the service.

“It’s good because you know where to go – just one number to ring – works OK for Cornwall so why not here?”

Resident, Basingstoke

An **improvement to the consistency of services** was seen as a potential benefit of a unitary model. Whilst many services were seen as being delivered well participants acknowledged that there was variation in different districts and this would limit this from happening. Participants also thought that a centralised delivery model should mean that ideas on the best way to provide services would be shared across local areas, which should also lead to service improvements across the board.

“If you have fewer councils across the country then you can benchmark across the councils nationally and exchange information on best practice.”

Resident, Basingstoke

Participants also noted that quality of services might be improved as a larger organisation purchasing services would have greater ‘buying power’ and may be able to demand higher standards from its suppliers.

One issue participants grappled with throughout their deliberations was which **kinds of services** would work best if delivered using a unitary model. The assumption was that services which did not need to be as locally specific, such as waste collection, could be managed better at a more centralised level, effectively ‘scaling up’ some services. The converse was also felt to be true, in that services which required more local input, such as planning, may be detrimentally impacted if they are managed over a larger area.

Perceived disadvantages of a unitary model

Regardless of their level of enthusiasm for the unitary approach, most participants recognised that there might be an **impact on how responsive a unitary model could be to local needs**. However, as acknowledged, the strength of sentiment varied considerably.

Participants worried that a unitary model would be unable to consider the needs of the different areas in the way that the current system is able to, especially given the size and diversity of the county.

They wanted to ensure that **local input into council decisions and management was not lost**, expressing concern about the diversity of such a large county, and whether a unitary approach could provide the same level of local responsiveness as the current district model.

"If a council is that big, people might feel they don't have much influence. A big uber-council might put people off. They might feel they have lost their democratic voice."

Resident, Winchester

Some thought it could mean having to travel further to get to the council. For them, the council still needs to be **accessible**. That was particularly concerning for those dependent on local services. They were concerned that services they used would be relocated to larger towns further away, and the impact this could have on their access and the additional travel time and costs they might incur.

Some felt that the **concerns of residents living in rural areas would be different** to those living in urban areas (e.g. bus routes, which were cited as a particular problem in rural parts of the county).

"Sometimes the more rural areas would have concerns with transport links for example. That's what I'm concerned with as Hampshire is an enormous county"

Resident, Basingstoke

"If we move to a unitary council, would they still think about the towns, do they know about delivering to town needs?"

Resident, Basingstoke

Related to this, participants were worried that in a unitary model **certain areas may be favoured**, whilst others could lose out. Some were concerned that influential councillors may favour the area they represent, or that larger cities may be prioritised over smaller towns and villages.

"One of the issues is that Fareham understand local issues at a local level. You have a bigger organisation and if they are in Basingstoke they're not going to care about what happens in Fareham."

Resident, Fareham

"The other thing you've got to remember is are these smaller places going to get lost on the map. ...Would all the money get pumped into places like Basingstoke and Winchester?"

Resident, Winchester

Another issue was around whether **access to the council would be diminished under a unitary model**. Participants perceived that access to local councillors would be reduced, and that it would mean there would be one central office for the county rather than a local office in each district, as there are now. They felt that having a council that covers a wider area may make it harder to reach the right person to deal with a query or solve a problem.

Some acknowledged that the local connection *could* be possible within a unitary structure, as long as there were ‘experts’ or locally embedded teams who had good working knowledge of all the local areas affected by decisions, and that there was some sort of **physical council presence** embedded in local communities. Participants suggested that each local area would need an organisation or person to represent them, and ideally somewhere where residents could get in contact.

“I’m assuming that they’ll have local councillors for local areas to cater to local interests. Individual area needs would be taken to the council.”

Resident, Basingstoke

“If we kept the local offices then that’d be fine. It’s about having somewhere to go. A local physical presence is important.”

Resident, Basingstoke

The workshop findings point to a need for Hampshire County Council to provide suitable assurances about any move to a unitary organisation in relation to this issue. For example, many wanted more information on how unitary models had **worked for other areas**; evidence on the impact on services and what cost savings had been achieved. Whilst they understood that each area was different, they thought that if significant problems had occurred this needed to be taken into account.

“How have the [other counties] who have already done it found it? Have they found it more efficient or not...because if actually since that’s happened this has closed and this has closed... or if there’s going to be just one hospital and you have to drive 30 miles to your nearest one... we can’t really make an opinion until we know how it’s worked.”

Resident, Winchester

Views of specific options for reorganisation to a unitary model

Participants were presented with two illustrative examples of the type of unitary authority model that could be introduced - a single unitary model for the existing Hampshire area, and a model with three unitary councils, made up of Greater Portsmouth, Greater Southampton and North Hampshire. These were the two options that Deloitte considered would best serve the county out of the wider single and multiple options looked at, respectively, as part of their independent review. Participants were asked to consider the pros and cons of each, and which they preferred.

The key criteria influencing participants’ preferences for unitary models were their perceptions of costs savings, their expectations around the impact on quality of services, their responsiveness to local need, and the potential disruption to services. In this way, of the models discussed, the **single unitary option** was seen as having a greater number of potential benefits. However, for participants whose key concern was ensuring responsiveness to local need, they tended to favour the **multiple unitary option**.

Cost savings – Participants thought that the clear advantage of a single unitary over a multiple unitary option was the greater cost savings. Thus, those participants who prioritised value for money and efficiency tended to prefer the single unitary option.

“If you’re making a change, may as well go for a single unitary – why go to that effort to not maximise saving?”

Resident, Winchester

However, there were some participants who were less convinced that either model would lead to the cost savings that were suggested. They thought that the transitional costs of moving to a new model of local government would be high and may outweigh the benefits. They also questioned whether any cost savings would be pumped back into making service improvements for the benefit of residents.

Quality of services – Those who identified the benefits of better strategic planning of services from a unitary model felt this could be maximised through a single unitary across a larger area. They felt the ‘buying power’ that a single unitary had could lead to service improvements. For example, as the unitary would be spending more money on its contracts than smaller district councils the services that they contract would do more to win the business, and as a result a larger unitary council may be able to demand higher standards and cheaper rates.

“There’s the ability when we’re larger to negotiate better services. Larger councils would work with larger companies. You have one company catering for either Basingstoke or Hampshire; a provider would be more willing to provide for whole area, so there’s definitely opportunity there.”

Resident, Basingstoke

Responsive to local needs – A key concern for participants about both unitary options was whether they could be responsive to local needs. Participants saw this as a risk in terms of having fewer councillors, and therefore less representation, and losing their access to someone local that they can speak to about issues and who will have influence over resolving them.

“It sounds a good idea, but if you put all the power in a few people's hands you'll lose accountability - you want to speak to the local councillor but they aren't there. We're going back to the power being siphoned off to other people, and you can't control it, it becomes unwieldy.”

Resident, Fareham

A single unitary model was perceived to be less responsive to local needs than a multiple unitary option because of the size of area covered. Participants pointed out that Hampshire is diverse, covering rural and urban areas with very different needs, and questioned whether this diversity could be represented by one unitary council.

“It is a worry. It’s such a large area. The whole point in having the district council is so that everyone in that area is represented. That’s going to disappear with one huge council for Hampshire.”

Resident, Fareham

Participants who prioritised reflecting local needs wanted to know how many elected councillors there would be for a unitary council, compared to the number under the current system. They expected that these numbers would be reduced for any unitary option, but the idea that there might be relatively more overall in a multiple unitary option was certainly more appealing.

However, not all participants were convinced that enough could be done to ensure sufficient understanding of local needs in either unitary model. These participants preferred the **status quo** to either unitary model, especially as steps to increase local representation would take time or may not happen. Even if there was a local representative, they thought that this person would have less influence at the unitary council level, and therefore local areas would be at a disadvantage compared to the current system.

Minimising service disruption – Participants wanted to minimise disruption to essential services and keep restructuring costs as low as possible. However, they did not agree on which model was most likely to achieve this. Whilst some felt that one unitary would be easier and cheaper to implement, others thought that as a single unitary was most different to what was currently in place it would require the most change.

“It feels like less disruption I guess, the bit where it says greater disruption services for B [the three unitary councils option], I want that explained, I don’t know how true that it, if you’ve got two city councils and you’re just including Fareham in that it doesn’t seem like it would be too much of an uprooting.”

Resident, Fareham

Some thought the multiple unitary option could act as a staged approach between the current structures and a single unitary option. They argued that a multiple unitary might act a ‘half-way house’ enabling a trial for the unitary model to see how well it works before committing to a single unitary model, which they considered more disruptive.

“It’ll be less change having three – it’ll be less drastic. I think whatever’s going to happen in 10 years something else will happen.”

Resident, Winchester

Whilst maintaining the status quo would ensure that there was no disruption to services, avoiding disruption was not a driving factor behind most participants’ reasoning. They felt that some limited disruption would be acceptable, provided it led to the best long-term solution.

Overall, participants supported the option which they felt would be most likely to deliver on the principles most important to them. Those who prioritised value for money tended to support a single unitary, and those who

strongly emphasised having a locally responsive system preferred either a multiple unitary option or the status quo.

The multiple unitary option was supported by those who were concerned about how one council could be responsible for such a diverse area – they felt that within this model it would be possible to put measures in place to ensure that there was enough local responsiveness. Those who supported the status quo were less convinced that the cost savings would be as high as stated, or that they would lead to service improvements. Their key concern was that reorganisation would reduce the level of influence that local areas currently have, and the level of local responsiveness to communities' needs.

Devolution in Hampshire

Views of a combined authority model in principle

Workshop participants were presented with information about the Government's devolution agenda and the possible role of combined authorities, and during the discussion were shown information outlining the key advantages and disadvantages of the model in principle.

Participants' initial reactions to the idea of greater devolution through a combined authority or authorities for Hampshire were more measured and less polarised than their views about the unitary model. Much of this appeared to stem from them having limited knowledge about the devolution agenda, and because combined authorities still remain fairly conceptual. Some also struggled initially to distinguish between combined authorities and the unitary council model, reflecting their general low levels of awareness about local government structures.

Many **broadly welcomed greater devolution** to Hampshire, mirroring the sample survey findings, which show a majority supporting the idea of a transfer of powers in principle¹¹.

However, during their deliberations participants wanted to know more about the specifics of how devolution to a combined authority would work in practice. Most wanted greater detail before deciding whether they would support the idea or not. The two issues participants focused on were the **specific powers a combined authority would have** and **how the funding would work**. Without greater clarity on these, many found it difficult to have a view either way.

Participants wanted to know what services a combined authority would gain responsibility for and whether running these services at a Hampshire-wide level was likely to improve them. This was important because participants felt that some services may be run better by a combined authority, whereas others would be better

¹¹ Most residents (71%) support the principle of transferring more powers to local councils, with only a small proportion (10%) opposing this idea – see Figure 3.6

run by central Government or existing councils. For example, they thought that if central Government already had people with the right expertise to run a specific service it would not make sense to take this responsibility away from them and have to develop this expertise. It could be difficult for local people to have to decide whether a service is best provided locally, regionally or nationally.

“What extra powers would Hampshire have? And how could that improve current services?”

Resident, Basingstoke

“I don’t think that cutting out the experience of central Government in doing it, and believe me I’m not a big government person, but I don’t see how cutting out expertise and giving it to local people with money that might or might not arrive will help.”

Resident, Winchester

The impact of a combined authority or authorities on **funding for services** was also unclear. Participants assumed that the additional layer of government would increase the costs of running services at a time when budgets are expected to decrease. This caused confusion for some, as they were unclear why this option was being considered in the current funding context of trying to save public money.

“Does that mean more money, more staff, more people? That’s not going to reduce costs.”

Resident, Fareham

More specifically, participants were keen to understand what funding Hampshire would receive from central government if a combined authority or authorities were put in place. They wanted to know whether the additional funding would cover the full cost of the extra services that the new combined authority or authorities would be required to provide. Overall, their main concern was being clear whether these new structures would leave service providers **better or worse off** than they are currently.

“Unless they got the budget spot on and gave you exactly what it cost to do this extra thing, then it could be that the local government could end up funding something that the central used to do...What about the cost of physically making that layer, the people, the buildings?”

Residents, Basingstoke

Participants were also concerned about the likely **strings that would be attached** to any significant funding from central Government. They felt that if the Government was providing the funding then they may make demands which would mean that a combined authority would not have the freedom that devolution implies.

“Central government could impose its will by adding conditions to the funding, ruling the region through the back door without having to take any of the responsibilities.”

Resident, Winchester

There were also concerns that the funding may not be guaranteed and that a future change in Government could withdraw the funding for a combined authority. This could lead to the council being in a position where

they had taken on additional responsibilities and then had their funding to provide them cut; leaving them in a worse position than currently.

Overall, many participants liked the idea of greater devolution in principle. However, the lack of clarity around the responsibilities of a combined authority and nature of the funding available meant they found it hard to come to a settled view on whether restructuring in this way would be beneficial to Hampshire or not, particularly in the longer term.

Views of specific options for a combined authority model

Participants were presented with two illustrative examples of the type of combined authority model that could be introduced in Hampshire - a single combined authority called Hampshire and the Isle of Wight, or two combined authorities called Heart of Hampshire, and Solent. They were asked to consider the pros and cons of each, and which they preferred.

There were three key factors participants considered when reviewing combined authority options. These were which structure would be least complex to manage, which aligned best with current council and other public sector organisational structures, and how responsive the model would be to local needs. As the detail of how a combined authority or authorities might work remained unclear to many, participants' assessments were based on their assumptions about how each option would operate in practice.

How complex managing the structure would be – Participants felt that in either of the combined authority models there might be too many people with differing opinions about the best approach to take, and a lack of clarity over who is responsible for what. They thought that adding a further layer of management on top of an already complex structure would make it more difficult for decisions to be taken.

“Too many chiefs. Too many chiefs trying to organise and arguing about who wants what.”

Resident, Winchester

Of the two options, participants felt that a single combined authority would be less complex than having two combined authorities.

“For me it’s more beneficial to combine more areas and focus on managing a large area rather than managing a set of districts. [A single combined authority] looks better because you’re combining more areas. It all sits under a single authority rather than a set of disjointed models.”

Resident, Basingstoke

Alignment with other structures – Some participants were aware that schools, police and fire services were currently organised across Hampshire. These participants questioned the impact that having more than one combined authority would have on these services. They were concerned that this could lead to greater disruption and complexity.

“Education works in those parameters [a single combined authority], so if you have four kids going to different levels, then it’d be confusing with different term times, and it would complicate it with parents. Single combined authority may provide better access to healthcare too.”

Resident, Basingstoke

Participants also questioned how Portsmouth and Southampton were currently incorporated in existing structures. There were concerns that these larger cities would lose the power that they currently have by being integrated into a larger single combined authority structure, and so this may not be the best option for them.

Participants also felt that if there were going to be multiple combined authorities the split should be done in way that the areas in each combined authority shared similarities. For example, they thought that the split should keep rural areas together and the southern cities together. They felt that a model which worked best for these places and in line with what is already in place should be considered.

“It is strange that the Isle of Wight is on the eastern side... Surely they have more in common with the New Forest than with Portsmouth, in terms of tourism. Then you have Basingstoke in the Heart of Hampshire, when that has more in common with the southern cities. I get the geographical logic, but it is strange that you would split it like that.”

Resident, Winchester

Responsive to local need – For participants concerned about ensuring responsiveness to local need, a combined authority model was seen as better than structures that removed district councils. In effect, a combined authority model, rather than a unitary council one, was thought to maintain the link to what local people want and ensure that there were still councillors who are accessible at a local level.

“You would maintain that accountability, because you’re not removing people at grassroots, so you’d have one top level organisation, but you’re keeping people where they’re accessible.”

Resident, Fareham

Some argued that having two combined authorities rather than one would ensure that there was an even greater connection with what people in smaller areas wanted. Participants were not generally convinced that the boundaries of the two combined authorities they were shown were the right ones. Even so, some thought that having two combined authorities may be the best way to retain local input and influence over decisions.

Overall, participants felt that they would like the additional powers of a combined authority but they questioned whether this was the best approach to achieve them. Instead, a common suggestion was that either a unitary council or Hampshire County Council should receive additional powers and funding without the need for this extra layer of government.

“Why can’t Hampshire County Council get the money and power from central government, instead of creating another level?”

Resident, Winchester

Directly elected mayors

There was little support for introducing a directly elected mayor for Hampshire, who would be there to lead any combined authority.

Participants were unclear what the purpose and benefits of an elected mayor would be for the county. The closest reference point they had was the current Mayor of London. However, participants did not think a similar approach would work in Hampshire, because the county covers a more diverse mix of rural and urban areas. They also discussed concerns about the costs of funding a mayor, the lack of clarity about the role that the mayor would have, their democratic accountability, and why a mayor was even necessary to have a combined authority.

The costs of a mayor were expected to be significant, including the election costs and the salary for the mayor and their staff. Participants wanted more information on where funding for a mayor would come from. They wanted to know if these would be covered by central government as part of the funding for combined authorities (making it a cost neutral option for them), or if this funding would need to be found from within existing local government budgets, implying further cost saving measures in other areas to pay for a mayor. It was not clear to participants that having a mayor would represent value for money.

Participants were unsure what the role of a directly elected mayor would be, and how they would relate to existing councils and any new combined authority. Participants did not want funding to go towards a nominal figurehead, but equally questioned how it would work if the mayor had conflicting opinions to the combined authority or existing elected councillors.

“Is he delivering what the councils have put together or does he have his own agenda, which could be in conflict with the councils?”

Resident, Fareham

Participants also questioned the democratic accountability of an elected mayor. Having one person to represent the whole of Hampshire was seen as less democratic than the current system where there are more people representing the smaller districts of Hampshire.

“How can one person represent everyone? If it’s a whole load of people, it’s fairer. It’s quite egotistical.”

Resident, Winchester

Participants were also concerned about the length of time that a mayor would serve for. They questioned what would happen if residents became unhappy with the decisions a mayor was making - would they have to wait until the next election to vote for someone new? They also thought that this system may encourage more short-sighted policies which change every four years rather than having someone who is more interested in planning longer-term strategy.

“The other problem potentially is they’re voted for every four years, so you’d end up with extremes.”

Resident, Basingstoke

Further to this, participants were concerned that a mayor would be a representative from a political party, thus impacting the kind of decisions the mayor would take. It also concerned participants that the mayor’s political leanings may influence how residents would vote, with concerns that they might vote on purely party political lines rather than for the person who would make the best mayor.

“If you are a Labour supporter, even if you respect the Conservative nominee, you’d still vote Labour.”

Resident, Winchester

Participants could see the benefits of having someone working on behalf of Hampshire. Some supported the idea of a mayor as they thought it would be someone who could stand up for Hampshire, who might have more power to influence change.

“A mayor has more ability to make impact – they have a lot of financial control and can make real changes.”

Resident, Winchester

Whilst having someone who could work on behalf of Hampshire was in some ways appealing, few thought that an elected mayor was the best option though. They felt that the existing structures could be used, for example council leaders or MPs could take on a similar role.

“I like the idea of having an extra layer, but it’d need to be managed and held accountable in a different way, maybe through the MP’s. If you have a mayor, that takes a certain amount of money away.”

Resident, Basingstoke

“We need someone with a voice to speak for Hampshire but not a mayor.”

Resident, Fareham

In particular, if there was going to be two combined authorities, participants could not understand how this would work, especially as they assumed this would double the costs of running two elections.

Participants questioned why a mayor was necessary to achieve devolution, and why the Government could not provide the extra powers and funding without one. They thought that it would be more democratic for decisions to be taken by a committee made up of councillors currently in charge, rather than giving power to one person.

“I don’t think you need the one power or the mayor in there...You have the 11 councils there, why couldn’t you have a committee of them taking a joint decision rather than just one guy making a decision?”

Resident, Basingstoke

Overall, the cost of an elected mayor and a lack of clarity about their role outweighed any perceived benefits, even among those who supported the idea of a combined authority. Indeed, those who wanted a combined authority often said they would be put off the idea if an elected mayor was a requirement for having one; they simply did not think that the combined authority model was as appealing if a mayor was a necessary requirement of it.

5. Key findings from the open consultation

This chapter provides an overview of the results of the open consultation, which was designed to give all local residents and stakeholders in Hampshire an opportunity to have their say about possible options for change in Hampshire, as well as those from outside of the county with an interest in the issues.

Key headlines

- On balance, slightly more stakeholder organisations and members of the general public are in favour of **retaining the current two-tier system of local government** for Hampshire, than they are reorganising.
- Reluctance to change appears to stem from a sense that that **current structures work perfectly well**, and that a move to a unitary model could lead to councils becoming too **large and removed from local areas** and **less accountable** to local communities. Town and parish councils are particularly cautious here. Regardless of the model that is adopted, many stress **the importance of remaining connected with local areas**.
- When it comes to the *principle* of introducing a unitary model of local government to Hampshire, views are fairly evenly divided. However, when it comes to testing specific options, slightly more come out in favour of moving to a unitary council model of some sort than retaining the status quo (31 vs. 22 stakeholder organisations who want to retain the current two-tier structure, and 2,014 vs. 1,052 members of the public).
- The **single unitary council model** is the most popular of those presented, with the alternative three unitary council option favoured by many of those wanting to retain a more local focus.
- In thinking about the most important principles that should guide any change or reorganisation in future, top priorities include ensuring that **services reflect the needs of communities**, that there is **better joining-up of council services** across the Hampshire area, and that **greater value for money** is secured from the public purse.
- In fact, those coming out in favour of changing current structures comment that many of these things could be achieved by moving to a unitary model. Reasons cited for supporting change include a belief that it will **reduce layers of bureaucracy** and **promote efficiency**, will **bring greater value for money** and lead to **less duplication of effort** in what can be perceived to be an inefficient two-tier system; this justified by pragmatic recognition by some of the inevitable service cutbacks to come.

- When it comes to the *principle* of transferring more decision-making powers to local councils through a combined authority, views are also fairly split. Again, a larger proportion favours some form of combined authority model over no combined authority at all (28 vs. 25 stakeholder organisations who would not want to see a combined authority introduced in Hampshire, and 1,766 vs. 1,236 members of the public).
- The **single combined authority model** is the most popular of those presented – seen to provide better economies of scale. The alternative two combined authority option is favoured by those who feel more sensitivity to local geographies is needed.
- Arguments against introducing combined authorities reflect a perception that it could lead to an **unnecessary level of bureaucracy**, that the areas covered are **too large** to retain a local focus, and that it would be **costly**. Some of it also appears to be driven by a dislike of directly elected mayors.
- In fact, opposition far outstrips support when it comes to **introducing a directly elected mayor** who could lead any combined authority in Hampshire – in part driven by their perceived extra cost and bureaucracy, and a concern that local democratic accountability might be lost.

Key principles for future service delivery

In thinking about possible ways council services might change or be reorganised in the future, Hampshire County Council wanted to understand what was most important to the public and stakeholder organisations to consider (see question 5 of the response form – Appendix E)¹².

Stakeholder organisations

Of the principles asked about, the most common single priority for those stakeholder organisations responding is **ensuring services reflect the needs of communities** (33 organisations cited this as the most important issue), followed by **better joining-up of council services across the Hampshire area** (25) and ensuring local people are able to **hold those responsible for local public services to account effectively** (17).

Many also cite their own field of activity and of the need to ensure any change bears the needs of their own sector and organisation in mind.

¹² A total of 57 stakeholder organisations and 3,188 individual members of the public answered this question through the official response form, and their answers are reported here.

“Hampshire’s green spaces are one of its most precious assets and are the key to much of its economic prosperity. The statutory purposes of the National Park Authorities must be protected and they should be enabled to play a full part in any devolved model.”

South Downs National Park Authority

“We would stress the importance of recognising the inherent value and potential of rural areas, and that they should not merely be seen as the hinterland of an urban focus.”

CPRE Hampshire

There were also general points made about the importance to getting **good value for money** from any new arrangements, and also about **preserving the good relationships** that exist among councils already within Hampshire.

“We welcome the strong relationship we have with Hampshire County Council. We would want to be assured any changes to boundaries and organisational form would not jeopardise this.”

NHS West Hampshire Clinical Commissioning Group

“The main focus of any reorganisation should be to provide better services to the public and reduce costs.”

Pilgrims Cross Primary School

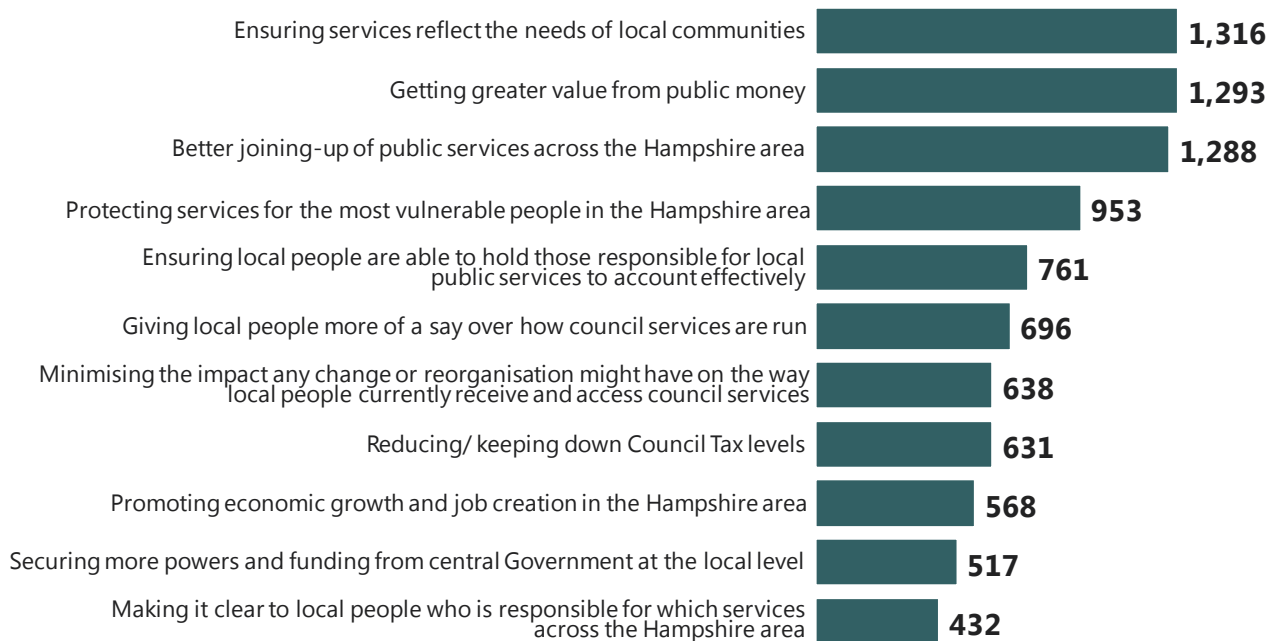
Individual members of public

Among the chief priorities of individual members of the public, around two in five participants want a focus on ensuring services reflect the needs of communities (cited by 1,316 participants), **getting greater value from public money** (1,293) and **better joining-up of public services** across the Hampshire area (1,288) - see Figure 5.1. **Protecting services for the most vulnerable residents** (953 participants) is also important (this was the top priority identified through the sample survey) ¹³.

¹³ Please note that the answer options provided in the open consultation response form were different to those provided in the sample survey due to the difficulty in providing long prompted lists to participants over the telephone. Along with the different methodology, this means results are not strictly comparable, though they do help to provide an indication of how opinion compares.

Figure 5.1: Most important principles when considering future change

Q. There are a number of different ways that councils in Hampshire could change or be re-organised to help sustain the delivery of council services in the future. In thinking about possible ways in which council services in Hampshire might change or be reorganised in the future, which two or three of the following things, if any, are most important to you?



Base: 3,188 Participants in the Serving Hampshire Consultation: 27 July - 20 September 2016

The need for change – preferences for retaining the status quo

Importantly, the consultation provided an opportunity for participants to reflect on whether they would in fact prefer to avoid any changes or reorganisation; in effect keeping the current system of two-tier local government in Hampshire (see question 13 of the response form – Appendix E)¹⁴.

Stakeholder organisations

While it was made clear in the supporting documentation that this could mean missing out on securing more powers and funding from central Government, and potentially losing out on opportunities to make savings and achieve value for money, views are split on whether the county should **retain the status-quo**. On balance though, more favour *retaining* the current two-tier system of local government for Hampshire.

Half of the stakeholder organisations responding (29) support keeping the existing model of service delivery, while one in three (20) oppose it (in effect they would be supportive of change). Seven organisations have no feelings either way and two 'don't know'.

There appears to be considerable caution about embracing widespread changes to the structure of local councils among those opposed, much of which appears to stem from them feeling they **know too little about**

¹⁴ A total of 58 stakeholder organisations and 3,181 individual members of the public answered this question through the official response form, and their answers are reported here.

the implications of the proposals, and that current structures work perfectly well. This is particularly the case among town and parish councils.

“We believe that, despite its frustrations, keeping the current two tier system is the best option.”

Andover and North West Hampshire Labour Party

“Ringwood Town Council recommends that there be no change to the current structure as none of the options put forward demonstrate any benefit for residents of the town, whom Members are elected to represent.”

Ringwood Town Council

“We are mostly satisfied with our local services from Hampshire and New Forest District Council and see no reason for change and no benefits to shaking everything up. Hence I urge you to leave the structure of our local government alone.”

Ashurst and Colbury Parish Council

“Residents are currently well-served by Hampshire County Council and by the New Forest District Council with both local authorities employing experienced and knowledgeable officers which provide very responsive and effective services.”

Godshill Parish Council

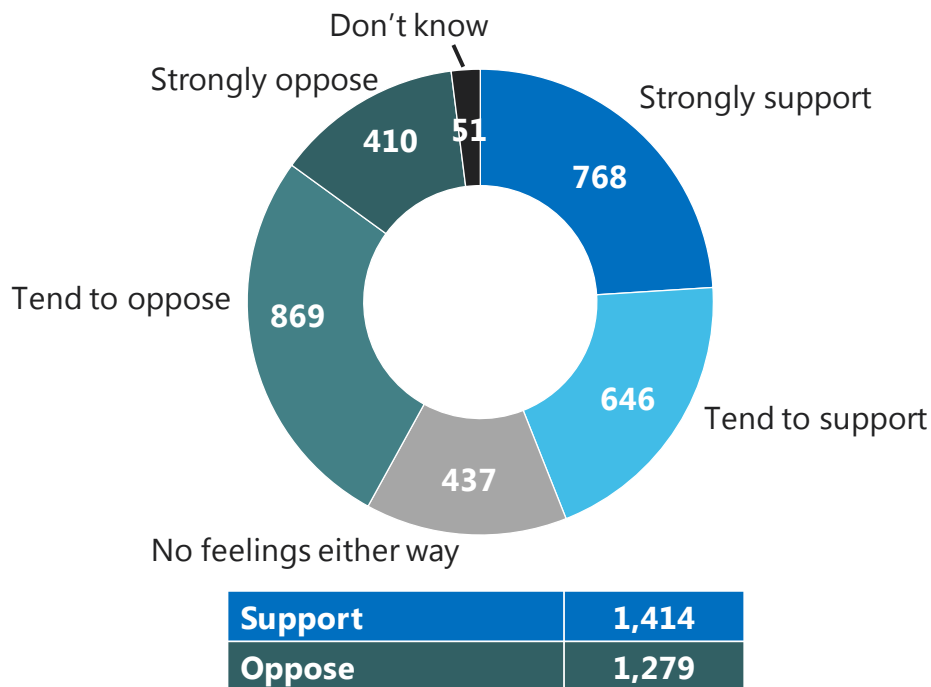
There is specific support for retaining greater autonomy for Basingstoke and Deane Borough Council from St. Mary Bourne Parish Council and Cycle Basingstoke/ Cycling UK North Hampshire. The former believes that the Council is already well run and that its financial reserves could be wasted or badly managed if it were merged with other authorities.

Individual members of public

As Figure 5.2 shows, opinion is also split among the public on the issue of **retaining the status quo**. Just under half of participants (1,414) support Hampshire County Council and the 11 district council continuing to work together without any change in their structure. In contrast, two in five (1,279) are opposed to this and evidently believe a change is needed. A further one in seven participants (437) have no feelings either way and a small number (51) say they ‘don’t know’.

Figure 5.2: Attitudes towards retaining status quo in Hampshire

Q. To what extent do you support or oppose Hampshire County Council and the 11 district councils in Hampshire continuing to work together to deliver services without changing or re-organising, or do you have no feelings either way?



Base: 3,181 Participants in the Serving Hampshire Consultation: 27 July - 20 September 2016

Again, much of this opinion seems to stem from the notion that **change is not seen to be needed** or that the **current system works well enough** (218 members of the public mentioned this). This is often connected with a perceived concern that the loss of the district councils will lead to **too much centralisation**, and a perception that authority will become **too far removed from local areas** within the county.

"I think keeping the existing structures is the best option and it works well. I do agree that more could be done to work together across Hampshire but this should not be at the expense of losing district councils which better represent local communities. Moves to merge councils...will result in them becoming more remote and less representative and accountable."

Member of the public

On the other hand, many come out in favour reorganisation on the grounds that it will **reduce layers of bureaucracy** or promote efficiency (174), and that it will bring **greater value for money** (150). Often, those providing additional comments about this issue make reference to perceived inefficiencies with the current two-tier structure, with the expectation reorganisation will lead to a more orderly system and **less duplication of effort**.

“I tend to oppose the status quo model as it will not offer any savings to help to maintain the level of public services in the context of reduced central Government funding. The key for me is for any proposals to be enacted quickly to get the most out of the potential savings and offer stability that will support economic growth in Hampshire.”

Member of the public

“The districts and county should look at reorganising the delivery of services so they are not duplicated. Service areas should be packaged so either the County or the district delivers the services; not the hybrid that occurs now.”

Member of the public

Local government reorganisation to a unitary model in Hampshire

The open consultation wanted to understand the public’s views about a possible move to reorganise local government in Hampshire, and specifically what they thought about the different unitary models under consideration (see questions 10, 11 and 12 of the response form – Appendix E)¹⁵.

Stakeholder organisations

When it comes to the principle of introducing a unitary model of local government, stakeholders’ views are evenly divided. Two in five (23) support the idea in theory, while 25 oppose it. A further seven organisations have no feelings either way, and one does not know.

Few organisations have anything further to say about the *principle* of moving to a unitary model (though there was more feedback provided when it came to the specific models in question). However, there are a number of parish councils who express concern about the perceived negative impact on local representation through this model.

“The representation of the residents and the best provision of services would suffer under this form of governance”.

Burghclere Parish Council

¹⁵ A total of 56 stakeholder organisations and 3,177 individual members of the public answered question 10 about the principles of replacing Hampshire County Council and the 11 districts with one or more unitary councils through the official response form. 58 stakeholder organisations and 3,168 individual members of the public answered question 11 about the different unitary models under consideration through the official response form. A number also provided additional comments at question 12 as to why they provided the answers they did. Feedback from unstructured responses received via email and letter has also been included here where relevant, as have additional comments from the open-ended question 14 where reference has been made to the issues.

“It was made clear at the Hampshire County Council seminar that the County recognises there can be no ‘one size fits all’ solution. However, we would argue that some measure of devolution is necessary to provide local accountability, otherwise the only control is exercised through a single county councillor (one of 78).”

Curdrige Parish Council

When it comes to the specific testing of the options for possible local government reorganisation towards a unitary council model for the county, views were also split, but slightly more come out in favour of moving to a unitary model of some sort.

Just over half of stakeholder organisations (31) support the introduction of some form of unitary model (see Table 5.1). Sixteen favour the creation of a **single new unitary council** for the existing Hampshire County Council area, eight support the creation of **three new unitary councils** for the existing Hampshire County Council area and the existing unitary council areas of Southampton and Portsmouth, while a further seven would like an **alternative unitary structure** to either of those presented in the consultation. Five organisations report that they ‘don’t know’.

In contrast, just under two in five organisations (22) say that they **do not want to see any new unitary councils created** – the existing County Council and 11 district councils should be retained.

Table 5.1: Views on unitary model of local government by type of organisation

Type of organisation	Create a single unitary council (Option 2a)	Create three new unitary councils (Option 2b)	Create a unitary model, but neither of these	Do not create any unitary councils	Don’t know
Total:	16	8	7	22	5
Type of organisation:					
Local employer (2)	1	-	1	-	-
Local residents’ association (4)	1	1	1	1	-
Charity / NGO (4)	-	1	-	1	2
School / college / place of education (8)	4	2	1	1	-
County/ district / borough / unitary councillor (2)	-	-	1	1	-
Parish councillor (13)	3	2	1	7	-
Local public sector organisation (13)	5	1	-	5	2
Local community or voluntary group (3)	-	-	1	2	-
Other type of organisation (6)	1	-	-	4	1

Further exploration of these views helps to unpick the reasons behind particular support or opposition to the unitary models being proposed.

For example, schools and other educational organisations are generally more positive about the introduction of a unitary model of some type, largely on the grounds of improved efficiency and consistency of service.

“Consistency between areas, the same provision of services, no difference in provision depending on your postcode.”

Wickham CE Primary School

“Unitary authorities will have the ability to provide the additional support for schools that is currently provided by Hampshire County Council. They also have the advantage of not adding additional layers of complexity to local government.”

Pilgrims Cross Primary School

The rationalisation of the local council structures is also the main reason given by Sussex Partnership NHS Foundation Trust for its support for the model that introduces three new unitary councils, which it believes will lead to **economies of scale** but also **preserve a local focus**. Support for one or other of the options is also sometimes justified by pragmatic recognition of **service cutbacks** that are bound to happen.

“Hampshire are already moving this way, fire services are under review, police stations have been closed in Farnborough and Fleet. I do not believe Hampshire County Council will reintroduce these services even if a majority stated this was the best way forward. Be honest and organise services and resources in the most efficient way possible.”

Parkside (Aldershot and District Learning Disability)

On the other hand, we find a number of concerns – in particular among parish councils and local government bodies – about any move to a unitary model; specifically, that it may lead to too much **centralisation**, with services and decisions too far removed from the particular districts of Hampshire. The concentration of responsibility in the hands of **fewer councillors** is also remarked upon.

“Centralisation of power would lead to most issues being dominated by the large conurbations. If a large area unitary council was then subdivided into regions with greater numbers of local councillors this would just be a re-creation of the existing system under a different name, making it unlikely that cost savings would result, and the costs of re-organisation would be wasted.”

Minstead Parish Council

“The ostensible goal is to make local government more local which will not be achieved by centralising it in unitary authorities.”

South Warnborough Parish Council

“Option 2a [creating a single new unitary council] would centralise all decision-making with a cabinet that had few/ no elected representatives from Eastleigh, with decision-making remote from Eastleigh borough residents. Any form of unitary council arrangement would reduce discretionary services provided by the borough council as it would move spending to upper-tier functions such as adult social care.”

Eastleigh Borough Council

“There is no desire to have one new Local Planning Authority with just ONE local plan for such a large area. It doesn't work in Cornwall and Wiltshire so why would it work here.”

Titchborne Parish Council

Importance is placed on **remaining connected with local areas**. For example, Worldham Parish Council supports the creation of three new unitary councils on the grounds that it serves a rural area. Similarly, Four Marks Parish Council favours a unitary model if a combined authority structure is not introduced. However, it describes this as *‘the least bad’* choice, as it has reservations about centralisation, remoteness and a lack of representation if a unitary model is brought in.

“The urban centres of Portsmouth and Southampton have very different needs to a rural community. Worldham sees itself as part of North Hampshire, not part of the South Coast”.

Worldham Parish Council

These sentiments are shared by other types of organisations that appear keen to prevent their own districts of Hampshire being subsumed into new arrangements that they deem unsuitable to local needs.

“We do not wish New Forest District Council to be incorporated within a larger, unitary authority where its local focus would be lost. The New Forest is NOT part of ‘Greater Southampton’.”

New Forest Citizens Advice Bureau

“Basingstoke & Deane Borough Council does an excellent job and we do not wish its powers to be diminished.”

Basingstoke & Deane Over 55s Forum

“We think a more efficient, effective and democratic solution is to replace the current two-tier council system with a single, local, focused council based in Basingstoke responsible for all services that the borough & county councils currently provide. In other words, a unitary council for Basingstoke & Deane.”

Basingstoke Labour Group of Councillors

Boundaries between the proposed new unitary councils are also a matter of concern for some stakeholders. For example, CPRE Hampshire supports the creation of three new unitary councils, but is against the inclusion of the New Forest area within ‘Greater Southampton’ as the former is a rural area with needs that would not be

served best by an authority centred on a large urban area. Similarly, Curdrige Parish Council queries why the New Forest would be part of 'Greater Southampton', but Romsey would not:

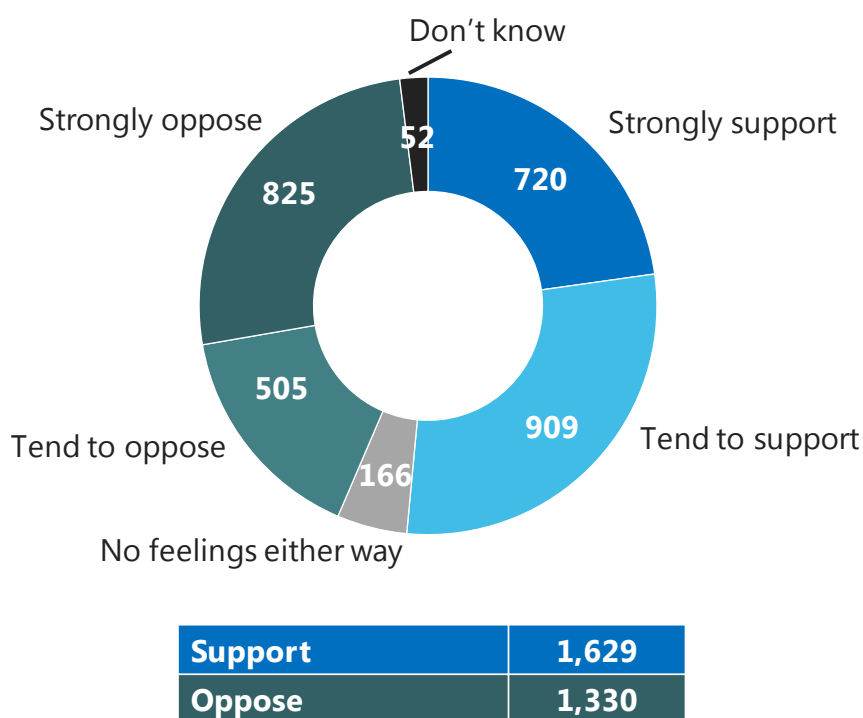
"One can only hope that Greater Southampton would be constrained to the existing Southampton commuter belt, leaving rural towns like Lymington, New Milton and Andover within Hampshire."
Curdrige Parish Council

Individual members of public

Among the general public, views are split when it comes to the principle of reorganising to a unitary model of local government. However, unlike the stakeholder organisations, slightly more seem to be in favour of the notion. As shown in Figure 5.3 around half of participants (1,629) support the principle, while two in five (1,330) are opposed to it. There are also 166 participants who say they have no feeling either way on the matter, and 52 participants who 'don't know'.

Figure 5.3: Views of reorganisation to a unitary model in principle

Q. To what extent do you support or oppose the principle of replacing Hampshire County Council and the 11 districts with one or more new unitary councils, responsible for all council services in the area, or do you have no feelings either way?



Base: 3,177 Participants in the Serving Hampshire Consultation: 27 July - 20 September 2016.

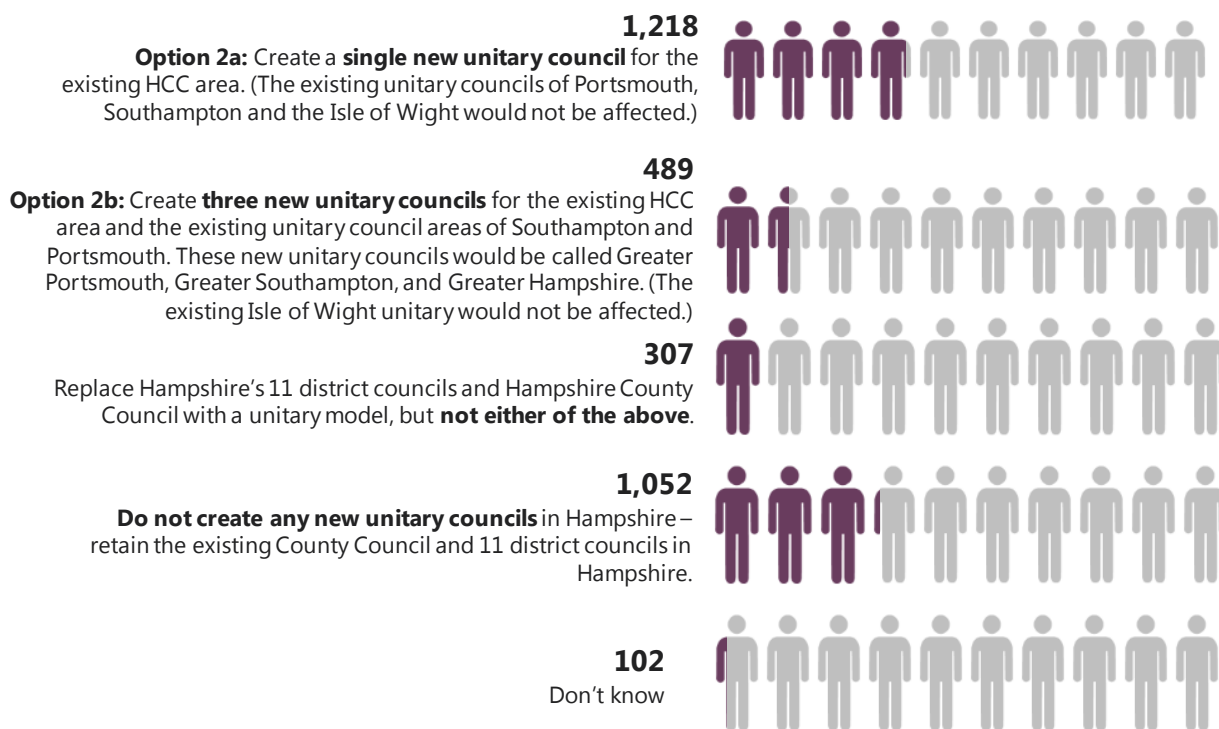
When it comes to the specific testing of the options for possible local government reorganisation towards a unitary council model for the county, views are again split, though slightly larger proportions are in favour of some form of unitary model.

Just over three in five individual members of the public (2,014) support the introduction of some form of unitary model (see Figure 5.4). 1,218 favour the creation of a **single new unitary council** for the existing Hampshire County Council area, 489 support the creation of **three new unitary councils** for the existing Hampshire County Council area and the existing unitary council areas of Southampton and Portsmouth, while a further 307 would like an **alternative unitary structure** to either of those presented in the consultation. 102 individuals report that they 'don't know'.

In contrast, around one in three individual members of the public (1,052) say that they **do not want to see any new unitary councils created** – the existing County Council and 11 district councils should be retained.

Figure 5.4: Views of specific options for reorganisation to a unitary model

Q. Which one of the following options, if any, comes closest to your own view about local government reorganisation towards a unitary council model in Hampshire?



Base: 3,168 Participants in the Serving Hampshire Consultation: 27 July - 20 September 2016. Numbers shown as proportion of all responses.

Responses vary according to the **district council area** in which participants live as demonstrated by Table 5.2, with opposition to the introduction to any new unitary model most firmly opposed to in Hart: 279 individual participants who report living in the borough want to retain the existing County Council and 11 district councils, a greater number than that supporting any of the unitary authority options presented. Indeed, the sample survey results also suggest that Hart residents are apparently more resistant to change. In contrast, those participants living in Winchester appear to be more supportive of the single unitary model by some margin (311 come out in favour).

Views appear to differ by **demographic profile** too, with older residents and those in work more likely to be in favour of retaining the existing model of local government. See Appendix H for more details.

Table 5.2: Views on unitary authority options in Hampshire by local authority area

District	Create a single unitary council (Option 2a)	Create three new unitary councils (Option 2b)	Create a unitary model, but neither of these	Do not create any unitary councils	Don't know
Total:	1,218	489	307	1,052	102
Basingstoke and Deane (278)	65	57	48	99	9
East Hampshire (219)	86	47	17	67	2
Eastleigh (369)	151	47	41	121	9
Fareham (233)	105	28	18	74	8
Gosport (99)	31	26	8	31	3
Hart (427)	33	77	30	279	8
Havant (142)	53	27	15	38	9
New Forest (245)	124	23	21	68	9
Rushmoor (44)	10	9	2	18	5
Test Valley (293)	119	44	18	99	13
Winchester (558)	311	62	61	108	16
Outside Hampshire (248)	124	39	28	48	9

Base: Response from responses from general public

Further exploration of these views helps to unpick the reasons behind particular support or opposition to the unitary models being proposed.

Rationale for selecting the single unitary council option

Of those selecting the single unitary council model¹⁶, the most frequent comments related to how it would **reduce costs** and lead to **better value for money** (437 comments). This was followed by anticipated reductions in the layers of local government and **greater efficiency** as a result (330 comments). Other significant reasons for favouring this option were the anticipated **improvements in consistency and co-operation** between public services (243 comments), **improvements in the quality of services** (237 comments) and **greater simplicity** in the structure of local government in the county (190 comments).

"I understand this would be the most cost-effective way of delivering services whilst maintaining a high standard of quality."

Member of the public

"Option 2a [creating a single unitary council] will mean savings can be made in areas such as management and councillors, so more can be targeted to the front line. There would be less

¹⁶ 950 participants gave reasons at Q12 for why they chose this option.

confusion over who had responsibility for services so accountability would increase. Decisions could be made quicker and economic growth would be greater."

Member of the public

Other comments made in support of a single unitary council model for Hampshire included:

- Areas are large enough to be significant/ stronger together (171 comments).
- It would be easier to roll out/ there would be minimal disruption through reorganisation (97 comments).
- A high standard of service would be retained (86 comments).
- Areas would be small enough to retain their focus/ address local needs (79 comments).
- There would be greater accountability/ transparency (77 comments).

"I believe the financial savings would be significant and enable services to be maintained at a reduced cost. Also, this would benefit the residents in not having to attempt to understand which authority carries out which services. A 'one stop shop' would be more accountable."

Member of the public

"Making the entire region one makes sense as many residents will work and live in neighbouring areas, becoming one seems sensible. Reducing the layers of local government also appeals, making it efficient and a one stop shop for services, no argument who should deliver it."

Member of the public

Some participants commented that **Portsmouth, Southampton and the Isle of Wight** should not be included within a single Hampshire-wide unitary (122 comments).

There were also 21 comments stressing their **specific opposition** to the creation of three new unitary councils.

Despite some choosing the single unitary model, there were still **some areas concern** for the public, about this and the unitary model more widely. These included:

- That the area is too large to retain a local focus and local needs might not be addressed (18 comments).
- There would be a lack equality or fairness and some areas might lose out (8 comments).
- Concerns about the disruption caused by reorganisation (6 comments).
- Areas are too small and would be insignificant or lacking in power (5 comments).
- There would be additional costs and money would be wasted (5 comments).

“It will be essential to have a set up where the interests of the regions are catered for - e.g. the concerns of the residents of urban Basingstoke are likely to be different to those of people living in rural areas of the New Forest.”

Member of the public

“A single unitary council makes it easier for residents to understand who delivers their services, [but] it does create a larger 'super council' which if not managed well could become too powerful and not represent the views across the whole of Hampshire so this would need to be looked into and considered.”

Member of the public

A small number of other comments and suggestions were also made by those who showed a preference for the single unitary model, including:

- Including Portsmouth, Southampton the Isle of Wight in the unitary model (18 comments).
- Opposition to the concept of an elected mayor (16 comments).
- That change is not necessary (15 comments).
- Retain or introduce parish or town councils into the structure of local government in Hampshire (13 comments).

“I have to say that it might make sense to have a unitary authority that did include Portsmouth and Southampton (but leave out the Isle of Wight), but I don't have enough information to be able to say for sure. I would like to think that in a unitary arrangement, parish councils would be retained and given greater powers - they do a good job and are very responsive to local needs. That is where you would have to be careful with a unitary authority - local democracy must not be lost.”

Member of the public

Rationale for selecting the three new unitary councils option

Of those selecting the **three new unitary councils model**¹⁷, by far the most frequent comments related to the view that the areas would be small enough to **keep a local focus** (237 comments). This was followed by an expectation this option would reduce costs and lead to **better value for money** (61 comments), and an anticipation that there would be reductions in the layers of local government and **greater efficiency** (56 comments). Other comments in support of this option related to **greater consistency and co-operation** between local services (52 comments) and **improvements in the quality of local public services** (43 comments).

¹⁷ 379 participants gave reasons at Q12 for why they chose this option.

“This model gets closest to the idea of devolving power and money to local people whilst realising some savings by dissolving the existing situation of far too many councils. It also provides an opportunity to get ‘joined up’ responsibilities and hence accountabilities which are sadly lacking at present.”

Member of the public

“The areas are large enough to benefit from the cost reductions made by joining services up, but small enough to be able to appreciate differences needed, particularly with health and transport”.

Member of the public

Other comments made in support of the multiple unitary council model included:

- That there would be greater accountability/ transparency (32 comments).
- The structure of local government would be simpler to understand (32 comments).
- There would be greater connection between residents and elected councillors (22 comments).

“I feel that dividing Hampshire into smaller areas will allow a greater focus on the needs of local communities and more direct access to representatives for those living in the area.”

Member of the public

“Creating more focused unitaries will mean more common issues in each area can be rationally addressed. Nothing stopping the unitary authorities rationalising cross border issues. The current County and district model is not working. The districts in particular are being squeezed out of existence.”

Member of the public

Despite their stated preference, there were some **comments of concern** about the multiple unitary council approach, and the unitary model more widely. Of the 26 negative comments given, the most frequent related to the perception that the areas in question are too large or remote to retain a local focus (10 comments).

A small number of other comments and suggestions were also made by those who showed a preference for the three unitary councils model, including:

- That the status quo is not sustainable and doing nothing is not an option (8 comments).
- Opposition to the concept of elected mayors (6 comments).
- That change is unnecessary (4 comments).
- Criticism of central government (4 comments).
- Criticism of local government (4 comments).

“A streamlining of services into unitary authorities has many attractions, but the option of a single authority which excludes Southampton and Portsmouth has few advantages over the status quo. On the other hand, a unitary authority for the whole area, including Southampton and Portsmouth would be unlikely to find favour with central government, as it would have too much power.”

Member of the public

Rationale for selecting the replacement of the current structure with an alternative unitary model option

Of those who selected the option of replacing the 11 district councils and Hampshire County Council with a unitary model, but **neither of the models proposed**¹⁸, we found some 139 of them providing positive comment about the unitary approach. The most frequent comments related to it reducing costs and leading to **greater value for money** (46 comments), reducing the layers of local government and **encouraging efficiency** (40 comments), and that it would lead to **greater consistency** or a more standard approach (35 comments).

In contrast, 60 participants were more critical. Most often these comments related to the areas being **too large and remote** to address local needs (25 comments), followed by a **lack of fairness or equality between areas** under the unitary options proposed (10 comments).

There were also 110 participants who make other comments and suggestions about an alternative form of unitary structure for Hampshire. The most common of these suggestions was to **include Portsmouth, Southampton and the Isle of Wight** in the arrangements that are made (42 comments). This was followed by suggestions that **smaller unitary councils should be created** (38 comments), that **other areas outside of Hampshire should be included** in the creation of any new unitary councils (14 comments), and the specific creation of a **unitary council for Basingstoke and Deane** (10 comments).

“A unitary model combining Rushmoor and Hart would meet earlier answers favouring local accountability. Extending to Basingstoke might work. But once you include Winchester and places like Alton and Petersfield there is no commonality of interest. Also... the bigger the combination the less efficient - plus costs of merging, redundancies, pensions, etc. (always very significant).”

Member of the public

There were a number of **other comments** from this group, the most frequently mentioned of these being:

- Abolish Hampshire County Council altogether (6 comments).
- General support for change because of reduced costs and better value for money (6 comments).
- That there is too little information to form a proper response to the consultation (5 comments).
- Criticism of central government (3 comments).

¹⁸ 256 participants gave reasons at Q12 for why they chose this option.

- Concern about a lack of democracy or insufficient consultation (3 comments).
- Concern about areas being too large and remote (3 comments).
- Concern about consequent reductions in funding or investment if proposals go ahead (3 comments).

Some of the suggested alternatives given by these participants included an **increased number of unitary authorities**, above and beyond those set out in consultation options. This was sometimes justified with reference to the arrangements in Berkshire – there is a perception that this would preserve the local focus which might be lost if everything were centralised.

“I liked the sound of the Berkshire model referred to in your briefing document: replace Hampshire Count Council and the 11 district councils with 11 unitary authorities and devolve power from Hampshire Count Council to the districts.”

Member of the public

“A unitary model with around five regional councils would be more appropriate for the diverse nature of Hampshire. It would meet the objectives of reducing costs through consolidating services, but also make councils more accountable to the electors and enable better local decision-making. The problem with just one or two unitary councils is that decision-makers are too remote from the people they serve.”

Member of the public

Suggested alternatives also included comments about the need for the **boundaries** of any new unitary authority to follow the most logical course and include within each area those communities which are similar to one another.

“Greater Portsmouth should take in all the suburbs in Winchester and East Hampshire districts, but not the rural districts to the north, such as Petersfield and Alton. Greater Southampton should include the towns of Eastleigh and Romsey, but not the rest of Test Valley, which would drag in Andover and the country round it. Similarly, Totton needs to come out of New Forest, but not the rest of the district.”

Member of the public

“I think the best model could have a Greater Portsmouth unitary including most of Havant, Gosport and Fareham, but excluding some of the rural hinterland of those boroughs. A Greater Southampton unitary could include most of Eastleigh, but not the rural areas north of Bishopstoke, and should not include New Forest (or might include just the waterside area)”

Member of the public

Rationale for selecting not to create any new unitary councils in Hampshire

Among those participants against creating any new unitary councils in Hampshire - who effectively want to **retain the status quo**¹⁹ - there were numerous comments which criticised the proposed options or the general idea of introducing a unitary model for Hampshire (378 in total). By far the most frequent of these comments were that the **areas would be too large and remote** and would not be able to **address local needs** (216 comments).

“Removing the district councils would lead to a different kind of centralisation, albeit at County and not government level. We are already the most centralised country in the western world and I think it’s vital to promote the principle of decision-making at as local a level as possible. District councils would help to keep this.”

Member of the public

Other critical or negative comments about unitary models included the view it would **reduce accountability and transparency** and centralise authority in too few hands (52 comments). This was followed by concerns about **reductions in services** (45 comments) and about **distancing the relationship between residents and councillors** (32 comments).

There was also a feeling that there is simply **no need for any change** to the structure of councils in Hampshire (231 comments). This was coupled with concerns that the areas involved would be **too large and remote** and would not serve the interests of local communities (105 comments).

“The existing model I believe tends to work. For local issues, residents have a simple route through their local councillors. Larger unitary authorities would lose the local perspective. Hampshire has a vast range of socio-economic groups, from the more affluent north of the county to areas with high deprivation in the south of the county. I feel that local councils will be able to provide a more tailored service to their areas.”

Member of the public

Other comments or concerns (but not outright criticisms) included anxiety about possible **additional costs** as a result of the changes (42 comments), possible **distancing of councillors** from residents (38 comments), worries about **reductions in the level of services** (35 comments), concerns about **disruption** as a result of the changes (34 comments) and the possibility that there might be a lack of democracy or **public consultation** (28 comments).

¹⁹ 777 participants gave reasons at Q12 for why they chose this option.

General comments on the unitary council model

In terms of any final comments individual members of the public gave on the proposals and options for how Hampshire County Council and the 11 districts councils might change or be reorganised in future (question 14 in the response form), a number of additional thoughts were provided.

Of these, 118 participants said something **positive** about the unitary approach. The most frequent of these comments was general support for the **single unitary council option** (32 comments), followed by the view that a unitary model would **remove layers of bureaucracy** from local government in Hampshire (24 comments). Other supportive comments included a **general statement of support** for a unitary model of some kind (22 comments) and the belief that a unitary model will lead to **greater value for money** (22 comments).

Of the 16 members of the public who responded through an alternative means to the formal response form, and who made comments on the unitary approach, 14 of them made positive comments - six comments made in general support of the single unitary option, five comments that local focus would be retained, and three comments about improved service delivery.

In contrast, there were 54 participants who said something **critical** about the unitary council model. The most frequent of these was a **general opposition** to either a unitary model (15 comments), or specifically to the **single unitary council option** (9 comments). The most common specific reason for opposition is that the areas under a unitary model would be **too large and remote** from local needs (13 comments).

"A unitary authority for the whole of Hampshire would be the worst possible outcome as this model would be too big and would not be accountable. The people of Gosport would not want to see the local authority based in distant location like Winchester."

Member of the public

In addition, there were several other comments made about unitary authorities. The most common of these were that **smaller unitaries should be created** (14 comments), that **Portsmouth, Southampton and the Isle of Wight** should be included in whatever unitary structure is set up (10 comments), and that the **role of parish and town councils** should be maintained or strengthened (10 comments).

Of the 16 members of the public who responded through an alternative means to the formal response form, two made negative comments or raised concerns. These were primarily related to a perceived loss of local focus, and general opposition to a unitary model of local government for Hampshire.

Devolution in Hampshire

The open consultation wanted to understand the public's views about more decision-making powers being transferred from central Government to local councils in Hampshire, and about the potential introduction of a combined authority or authorities for the area²⁰.

Stakeholder organisations

When it comes to the **principle of transferring more decision-making powers to local councils through a combined authority**, as many stakeholder organisations support as oppose this idea (23 organisations support and 23 oppose it). A remaining 10 have no feelings either way, and one does not know.

Two stakeholder organisations responding by email or letter (and thus not on the response form) also made comments about the principle of the transfer of powers from central Government to local councils. South Downs National Park Authority supports the principles of devolution, particularly for reducing bureaucracy, increasing accountability and attracting more public and private investment into Hampshire at a time when its population is growing.

Cycle Basingstoke/ Cycling UK North Hampshire commented that devolution implies that decision-making powers are being passed from central Government to local areas. The organisation feels strongly that the proposals and options being considered would have the opposite effect by centralising more powers in the hands of Hampshire County Council. This, according to the organisation, would mean that some responsibilities handled by Basingstoke and Deane Council would be moved to the centre, thus having more consequences for local areas, than benefits.

“Sadly, the proposals for a mega council favoured by Hampshire County Council will have quite the opposite impact. The already grossly remote Hampshire County Council would be taking on responsibilities currently handled by Basingstoke and Deane.”

Cycle Basingstoke/ Cycling UK North Hampshire

When it comes to the specific testing of the **options for creating a combined authority or authorities** for the local area, views are also split.

Half of stakeholder organisations (28) support the introduction of some form of combine authority model (see Table 5.3). Seventeen favour the creation of a **single combined authority** (called *Hampshire and the Isle of Wight* combined authority) and 11 support the creation of **two combined authorities** (one of which would be

²⁰ A total of 57 stakeholder organisations and 3,183 individual members of the public answered question 6 about the principles receiving more decision-making powers from central Government through a combined authority through the official response form. 56 stakeholder organisations and 3,109 individual members of the public answered question 7 about the different combined authority models under consideration through the official response form. A number also provided additional comments at question 8 as to why they provided the answers they did. Feedback from unstructured responses received via email and letter has also been included here where relevant, as have additional comments from the open-ended question 14 where reference has been made to the issues.

called *Heart of Hampshire* combined authority, and the other *Solent* combined authority). Three organisations report that they 'don't know'.

In contrast, just under half of stakeholder organisations (25) say that they **do not want to see a combined authority or authorities** created for the Hampshire area.

Table 5.3: Views on combined authority model by type of organisation

Type of organisation	Create a single combined authority (Option 1a)	Create two combined authorities (Option 1b)	Do not create a combined authority or authorities	Don't know
Total:	17	11	25	3
Type of organisation:				
Local employer (2)	2	-	-	-
Local residents' association (4)	-	1	3	-
Charity/ NGO (4)	1	1	1	1
School / college / place of education (8)	6	-	2	-
County/ district / borough / unitary councillor (2)	-	1	1	-
Parish councillor (13)	3	3	7	-
Local public sector organisation (13)	4	2	5	2
Local community or voluntary group (3)	-	-	3	-
Other type of organisation (5)	1	2	2	-

Further exploration of these views helps to unpick the reasons behind particular support or opposition to the combined authority models being proposed.

Of those selecting the **single combined authority model**, a number of the organisations suggest that there would be **more benefits for the whole of the county** of Hampshire, than having two separate combined authorities. Arup commented that a single combined authority would mean that **public services would be considered on a county-wide basis**, while Muffins Dream Foundation thinks that a single combined authority would ensure **better communication and continuity** for everybody involved. Hampshire Association of Local Councils cited **economic benefits** as well as the view that strategic services would be better under a single partnership. This was also the view of Botley Parish Council.

“Establishing a combined authority to facilitate strategic planning for the delivery of services, infrastructure and housing throughout Hampshire would be a better option than dividing strategic planning and the potential additional resources available from central Government between the north and south of the county”.

Botley Parish Council

Some organisations, including Abbeywell Surgery, believe that a single combined authority would lead to better accountability.

Support appears to be higher among schools and other educational organisations – as is the case for the introduction of a unitary council model for the local area. While Crescent Primary School believes that critical mass is essential to providing **effective support for schools**, the school believes that only a large authority could achieve this. Woolton Hill Junior School believes that a larger organisation would have more funding and powers, and therefore **economies of scale** make this option more attractive. Wickham CE Primary School thinks that one joined up authority would enable **cohesion between areas**, and therefore fewer differences. To this effect, a single combined authority would be fairer than having two combined authorities. And Weald Parish Council believes that if two combined authorities were to be introduced, that some areas would be disadvantaged.

“In Option 1b [single combined authority], the major players in the Solent authority would overwhelm the remainder whose needs would inevitably be diluted if not disregarded completely.”

Weald Parish Council

While one organisation selected a single combined authority as the option closest to their view, it was worried that any changes could possibly put its funding stream at risk.

“The organisation I represent receives an annual grant from Hampshire County Council and effectively grants to grass root sport clubs and organisations. Any changes other than one unitary body would possibly jeopardise the present status quo.”

Hampshire Playing Fields Association

Other comments included:

- Four Marks Parish Council said it would prefer the original combined bid, without the cities, and without an elected mayor, or perhaps at worst, with a constrained mayor. It also added that it ideally wishes to retain the local representation and decision-making that reflects the needs of their area.
- Baughurst Parish Council stated that while it did not necessarily wish to see any changes to the status quo with regards to governance in Hampshire, that if changes become mandatory then a single combined authority would be the next best option.

- Southwick & Widley Parish Council commented that the core services provided by Hampshire County Council have shown that the Council can be trusted to control expenditure.
- The Portchester Society simply said that this option is the majority view of society's members.

In addition, there were four stakeholder organisations who made **additional comments** about the combined authority model. Two of these organisations wished to remain anonymous, and the other two did not provide the name of their organisation. Of this group, two said that a single combined authority comes closest to their own view about combined authorities. One of these organisations said that a larger county would mean more resources and more expertise to share in larger groups. And the other commented that this option would benefit Hart more than what is currently in place in the district or provided by Hart District Council.

Of those selecting the **two combined authorities model**, a number of reasons were given.

While acknowledging that two combined authorities would not alleviate all problems, Parkside (Aldershot and District Learning Disability) was opposed the idea of a single combined authority as it felt that **different areas have different needs** and thus would be better served by two combined authorities.

“My concern is that different areas have different priorities and needs. I therefore oppose the proposal of one authority as I think the priorities for the Solent towns and Cities are very different to those in the Heart of Hampshire.”

Parkside (Aldershot and District Learning Disability)

Four parish councils (Worldham Parish Council, Titchborne Parish Council, South Warnborough Parish Council and Grayshott Parish Council) also prefer the two combined authorities model, much of which seems to derive from **sensitivity to local geography**. For example, Titchborne Parish Council believe that the unitary councils of Portsmouth, Southampton, and Isle of Wight do not fit into a single combined authority. While South Warnborough Parish Council said that given how varied Hampshire is, that a *Heart of Hampshire* would better represent the districts in north Hampshire than one that included the cities of the south coast. Worldham Parish Council felt that Worldham has more in common with the proposed *Heart of Hampshire* area, than the proposed Solent area.

“East Hampshire should be part of the ‘Heart of Hampshire’ and not be part of ‘Solent’. Worldham is a rural community. The problems and issues facing rural communities are very different from those faced by large urban centres. Worldham has more in common with the proposed areas in the Heart of Hampshire than those in the Solent area.”

Worldham Parish Council

Grayshott Parish Council said that its councillors feel that two combined authorities are the best option, without explaining its reasons further. Basingstoke and Deane Borough Council also selected this option without giving their reasons.

Rooksdown Community Association believed that local focus is needed, and that Hampshire County Council does not understand issues locally. Local focus was also the view from the ward councillor representing Penton Bellinger Ward.

“The existing local district councils already have a vast wealth of knowledge and basic infrastructure to deliver the appropriate level of services in their communities. By enabling them to share the benefits/ resources that devolution promises to bring, these combined authorities will provide far great value for money services and achieve greater end-user satisfaction. Keep it simple, keep it local.”

Ward Councillor, Penton Bellinger Ward

Eastleigh Conservative Association cited this option as being **more cost-effective**. To some extent, this view chimes with the view of Mimms Davies, MP for Eastleigh, who feels that the two combined authorities option is better as it would represent better value for money, getting rid of the two-tier system of local government in Hampshire, and providing clearer lines of accountability. Eastleigh Borough Council adds that this approach is the best way of bringing **more powers to local people**, as well as for **economic reasons**.

“Option 1b [two combined authorities] delivers these objectives and is the position that should be adopted in Hampshire. Two-tier local government structures are expensive and unnecessarily complicate the delivery of services. They also dilute the ability of residents to hold their councils to account and represent an opaque structure... I firmly believe that Option 1b represents the best deal for Hampshire with a collective of active parish councils providing a hyperlocal voice for residents. This would ensure simply value for money local governance.”

Mimms Davies, MP for Eastleigh

Other comments related to the two combined authorities option included:

- West End Parish Council welcomed the idea of southern Hampshire authorities working together to bring major investment to local infrastructure.
- Andover and North West Hampshire Labour Party stated that if the *Solent* combined authority were to be created, while this would be regrettable, the two-tier system in the rest of the county would continue to work well in its opinion.

Of those stakeholder organisations saying that they **did not want a combined authority or authorities** for the Hampshire area, a core reason put forward by several stakeholder organisations is that it could lead to an **unnecessary level of bureaucracy**. Such organisations included Gosport Children’s Centre, Romsey Town Council, Ecchinswell, Sydmonton and Bishops Green Parish Council, Minstead Parish Council, and Pilgrims Cross Primary School.

“An additional authority/ authorities would inevitably lead to increased costs and on the basis of past experience increase bureaucracy thereby reducing efficiency. We've been down this road a thousand times before and complies with the definition on insanity; that is, repeating the same thing over and over again, expecting a different outcome”.

Gosport Children's Contact Centre

While Funtley Village Society also cited bureaucracy, the organisation was also concerned that a combined authority model could lead to a concentration of power, and mean local people having less of a say.

“This would represent an additional tier of government with power concentrated in the hands of a mayor and/ or the local council leaders. Small communities such as Funtley Village would have even less say or influence on local services for our community.”

Funtley Village Society

Ewshot Parish Council mentioned that as Hampshire is a diverse area, with conflicting and diverging interests between areas, that a combined authority model could mean that **some areas miss out** or become worse off. New Forest Citizens Advice Bureau was against a combined authority model for the similar reasons.

“We do not wish New Forest District Council to be incorporated in a larger, combined authority where its local focus would be lost. The ‘Heart of Hampshire’ is an abstract concept placing together districts with little in common, for example: Basingstoke and New Forest.”

New Forest Citizens Advice Bureau

Some of the organisations felt that the retention of the current structure of local government in Hampshire is better than changing the system to an alternative model of local government. Organisations with this viewpoint include Basingstoke & Deane Over 55s Forum, Bishop's Sutton Parish Council, and Kilmeston Parish Council.

“We consider that the current local authority arrangements work very well and we would not wish to see any powers being removed from Basingstoke & Deane Borough Council.”

Basingstoke & Deane Over 55s Forum

There are a few who consider that, in light of all the options on the table, they would rather have a unitary model of local government in Hampshire. This includes Sussex Partnership NHS Foundation Trust, Hythe and Dibden Parish Council (explicit preference for the creation of a single unitary council) and Dummer Parish Council (explicit preference for three new unitary councils).

The **cost and expense of change** associated with combined authorities were cited as concerns among some organisations, including People Voice, Petersfield Town Council, and Corhampton & Meonstoke Parish Council.

“It looks to be unlikely to deliver the savings required within the principal authorities that will be needed over the next few years with the reduction in central Government funding that is being provided for local government.”

Petersfield Town Council

Steep Parish Council believes that a case for change has not been made, with the current structure of local government working well in its opinion. And Upton Grey Parish Council states that geographically defined local authorities are better positioned to serve local people.

“A geographically defined local authority is better positioned to serve, fund and hear the needs and local views of geographically local parish and remain focussed on local and district wide priorities.”

Upton Grey Parish Council

Basingstoke Labour Group of Councillors made a number of comments about combined authorities, including: opposition to a transfer of powers to the Local Economic Partnership (LEP); that combined authorities can call in local authority development plans; that a precept would be added to council tax bills with new combined authorities; and that as combined authorities can (in their view) only be established with a directly-elected mayor, it reduces accountability, and that elected mayors suit the media in reducing politics to personalities.

Meanwhile, Liss Parish Council questioned if East Hampshire District Council's financial position would be affected by inclusion of existing unitary authorities on the south coast.

While Fareham and Gosport and South Eastern Hampshire Clinical Commissioning Groups said they could see benefits of a single combined authority (e.g. alignment with the Sustainability and Transport Plan), they could only support the intention, and not what was proposed, as it adds **another organisational layer** into an already complicated health and care system in its opinion. As such, the organisation commented that its governing bodies were unable to opt for one preferred option. It also added that any option must reflect a number of principles:

“Be aligned with the wider NHS STP planning footprint. Include arrangements that preserve localism and allow connection to local communities. Deliver efficiencies and economies of scale to allow public funds to be invested in services rather than supporting bureaucracy.”

Fareham and Gosport and South Eastern Hampshire Clinical Commissioning Groups

Cycle Basingstoke/ Cycling UK North Hampshire said it strongly rejected the combined authority proposals as it questioned how a councillor living in one part of Hampshire, such as on the coast or in the Isle of Wight, could make decisions about a town or area in the north of the county. The organisation concluded by stating that it wished to retain the powers of Basingstoke Borough Council.

Two stakeholder organisations who preferred to remain anonymous, or who did provide the name of their organisation, commented that there should no combined authority model. One of these organisations said

that it would take away the local focus, while the other felt that services should not be centralised, but provided locally.

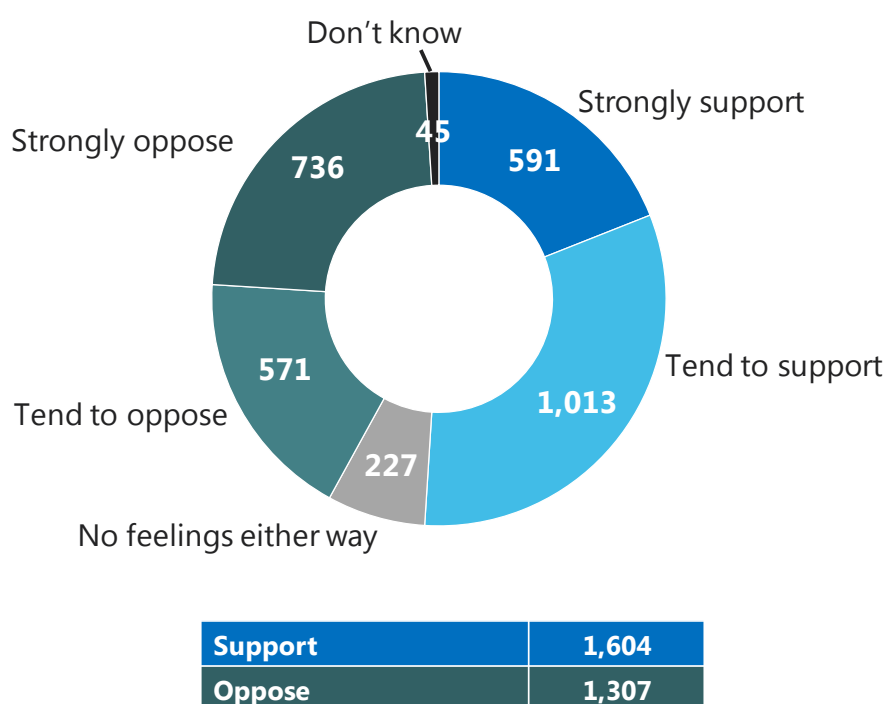
Individual members of public

Among the public, views are split when it comes to **transferring more decisions-making powers to local councils through a combined authority**, as they are for stakeholder organisations. However, slightly more seem to be in favour of the notion. As shown in Figure 5.5, around half of participants (1,604) support the principle of devolving powers through a combined authority, while two in five (1,307) are opposed to it. There are also 227 participants who say they have no feeling either way on the matter, and 45 participants who 'don't know'.

It is notable that almost twice as many participants who are supportive 'tend' to support rather than 'strongly' support. On the other hand, of those who oppose, more participants 'strongly' oppose than 'tend' to oppose.

Figure 5.5: Views of devolution in principle

Q. To what extent do you support or oppose the principle of more decision-making powers and funding being transferred from central Government to local councils, or do you have no feelings either way?



Base: 3,183 Participants in the Serving Hampshire Consultation: 27 July - 20 September 2016

When it comes to the specific testing of **options for creating a combined authority or authorities**, views are again split, though a larger proportion is in favour of some form of combined authority model.

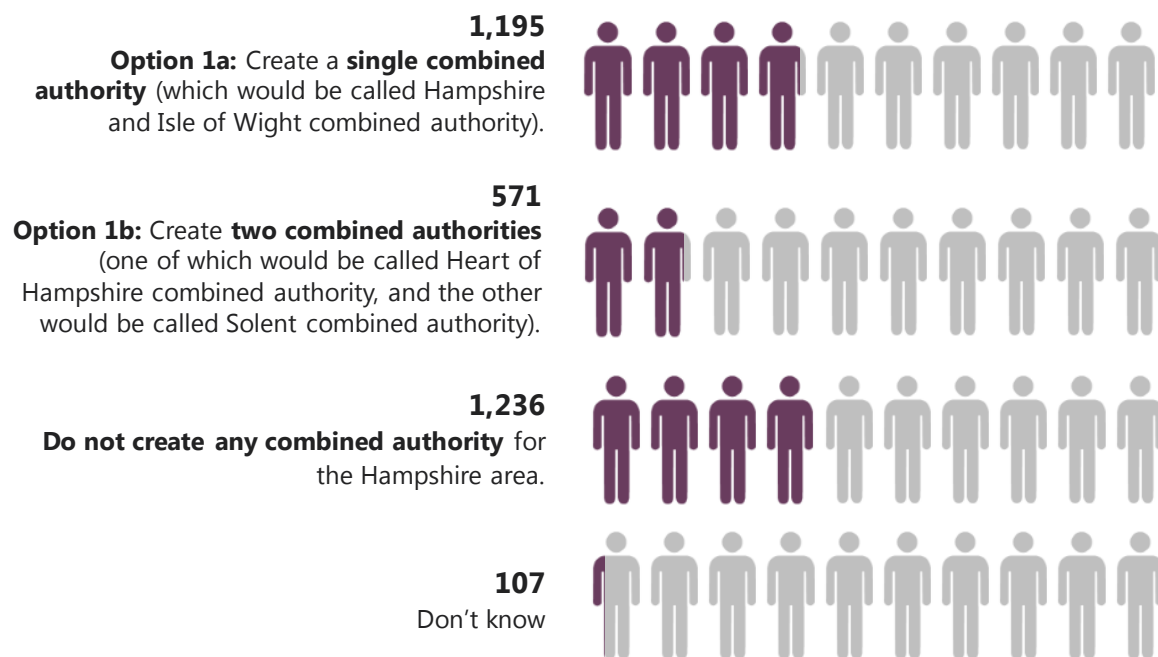
Over half of the individual members of the public who responded (1,766) support the introduction of some form of combine authority model (see Figure 5.6). 1,195 favour the creation of a **single combined authority**,

while around half this figure (571) support the creation of **two combined authorities**. 107 individuals report that they 'don't know'.

In contrast, around two in five individual members of the public (1,236) say that they **do not want to see any new combined authority or authorities created**.

Figure 5.6: Views of specific options for combined authorities

Q. Which one, if any of these comes closest to your own view about whether or not to introduce a combined authority or authorities in Hampshire?



Base: 3,109 Participants in the Serving Hampshire Consultation: 27 July - 20 September 2016. Numbers shown as proportion of all responses.

Responses vary according to the **district council** area in which participants live as demonstrated by Table 5.4, with opposition to the introduction to any new combined authority model once again most firmly opposed to in Hart: 255 individual participants who report living in the borough do not wish to implement a combined authority model for the Hampshire area; a greater number than that supporting any of the combined authority options presented. This follows a similar pattern to that shown for the unitary council models presented, as well as the results from the sample survey results which suggest that Hart residents are more resistant to change. In contrast, those participants living in Winchester appear to be more supportive of the single combined authority model by some margin (274 come out in favour), as they are for the single unitary council model.

Views appear to differ by **demographic profile** too, with older residents and those in work least likely to be in favour of introducing a combined authority model; just as they are less likely to want to the move to a unitary model of local government. See Appendix H for more details.

Table 5.4: Views on combined authority options in Hampshire by local authority area

District	Create a single combined authority (Option 1a)	Create two combined authorities (Option 1b)	Do not create a combined authority or authorities	Don't know
Total:	1,195	571	1,236	107
Local authority area:				
Basingstoke and Deane (266)	66	61	128	11
East Hampshire (210)	87	37	81	5
Eastleigh (363)	177	52	119	15
Fareham (219)	94	37	78	10
Gosport (95)	44	20	27	4
Hart (415)	45	104	255	11
Havant (138)	53	36	44	5
New Forest (241)	97	41	93	10
Rushmoor (43)	13	5	23	2
Test Valley (297)	104	58	124	11
Winchester (559)	274	76	192	17
Outside Hampshire (250)	135	40	70	5

Base: Response from responses from general public

Further exploration of these views helps to unpick the reasons behind particular support or opposition to the unitary models being proposed.

Rationale for selecting the single combined authority option

Of those selecting the single combined authority model²¹, many of the comments reflected on it providing better economies of scale and value for money (357 comments), that a single combined authority would provide better standardisation and consistency of service (305 comments), that it would be less bureaucratic (298 comments), and that it would have more clout or bargaining power (259 comments).

"I think that the fact we all live in Hampshire should mean that we share the same authority. By combining services and resources, the county as a whole could benefit in a more positive way than if option 1b [two combined authorities] was implemented. For example, when we have such large infrastructures such as the road network, which contains significant linking major roads, I feel that a single authority would be more favourable than having different areas within the same county under the influence of a particular area."

Member of the public

²¹ 1,002 participants gave reasons at Q8 for why they chose this option.

“An authority with devolved powers needs to be big enough to be able to make meaningful decisions, but still makes coherent sense to residents. Hampshire as a whole has a long-standing identity and means something to many residents. Carving it into two would just make each half weaker. Also, importantly, including both cities and the Isle of Wight, all of which have problems of multiple deprivation, would make it easier to iron out inequalities across the authority - as long as the council/ mayor had the will to do so.”

Member of the public

Other positive comments in favour of introducing a single combined authority included:

- A single structure would be simpler and easier to understand (115 comments).
- A high standard of service would be retained (103 comments).
- The areas involved would still be small enough to retain a local focus (85 comments).
- Greater control over elected representatives (83 comments).
- It would allow greater investment or funding (80 comments).
- That it would be fairer/ allow more equal treatment for everyone (52 comments).
- It would be easier to introduce and would cause less disruption (46 comments).
- It would be better for local businesses and the economy (33 comments).
- It would lead to greater accountability and transparency (33 comments).
- That the inclusion of the Isle of Wight, Portsmouth and Southampton unitary authorities would lead to less fragmentation and more joined-up service provision (32 comments).

A small number of other comments and suggestions were also made by those who showed a preference for the single combined authority model. This included 13 comments that Portsmouth, Southampton and Isle of Wight authorities should *not* be part of the combined authority, seven comments that council tax could be reduced, and five comments that a combined authority model works elsewhere (including in Wiltshire) and would work in Hampshire.

There were also 13 comments in explicit **opposition to the alternative combined authority model** that would create two combined authorities.

Despite some choosing the single combined authority options, there were a small number of **comments of concern** about this approach. These included:

- That there it would create too many layers of bureaucracy (14 comments).

- That the area is too large to retain a local focus and that local needs might not be addressed (9 comments).
- Portsmouth, Southampton and Isle of Wight should not be part of the combined authority (6 comments).
- Money could be better spent (3 comments).

“My preference would be for option 1a [a single combined authority] in this proposal, however I would prefer to see a single unitary authority arrangement. Adding an additional layer of authority seems to imply added expense and 'red tape', which to me negates the point of the exercise.”

Member of the public

Additional comments also included:

- Change is unnecessary (8 comments).
- General criticism of local government (4 comments).
- Concerns about money being wasted (3 comments).
- Reduced investment (2 comments).

Rationale for selecting the two combined authorities option

Of those selecting the two combined authorities option²², one of the most common comments made was that a single combined authority would be too large to best serve the needs of Hampshire residents, and that two combined authorities would be better for keeping the focus local and to addressing local needs (323 comments).

“The ‘all of Hampshire option’ would be of necessity too large to provide local accountability, and priorities would be dominated by the conurbations.”

Member of the public

“I feel this would ensure that local services can remain relevant to the local communities while ensuring that efficiencies are made where possible.”

Member of the public

²² 486 participants gave reasons at Q8 for why they chose this option.

“I favour option 1b (with Solent inclusive of Portsmouth and Southampton urban areas) on the basis that a Hampshire wide combined authority would be very big in geographic terms.”

Member of the public

Other positive comments in favour of this model included:

- Improved service delivery such as housing, education, and transport services (71 comments).
- Greater autonomy or control of budgets/ purse strings (56 comments).
- Reduced bureaucracy and better efficiencies (55 comments).
- Improved or better value for money/ or to reduce costs (49 comments).
- Consistency of services in that some areas may lose out under a single combined authority (47 comments).
- It would be fairer (33 comments).
- Greater funding and investment available under this option (31 comments).
- Greater accountability and transparency (22 comments).
- It would be better for businesses and economic growth (16 comments).

“Because we would like to keep hold of our purse strings and have more control, I would not want to include some of the other areas listed in option 1a [single combined authority].”

Member of the public

Despite some choosing the multiple combined authority model, there were a small number of comments of concern about this approach. These included:

- That Portsmouth, Southampton and the Isle of Wight authorities should not be part of the combined authority (31 comments).
- Lack of confidence in Hampshire County Council (15 comments).
- Not wanting to be part of a *Solent* combined authority (6 comments).

“I am not overly enthusiastic, but this seems to be the best of a range of very poor options. I don't support directly elected mayors. The whole of Hampshire is too large to be a single authority, after all the present County Council is hardly local to many residents.”

Member of the public

“I do not want to lose the Borough Council (for all its faults) and I certainly do not want Eastleigh to become part of urban south Hampshire, therefore this seems to be the only choice, although perhaps rather unwieldy.”

Member of the public

There were also 42 members of the public who selected this option but who provided **negative comments** about combined authorities, including:

- That the area is too large or remote to retain local focus (21 comments).
- Money could be better spent (6 comments).
- That a combined authority model would lead to too many layers and be bureaucratic (5 comments).
- A combined authority structure is complex and difficult to understand (5 comments).
- Concerns about lack of accountability (3 comments).
- That some areas would lose out (3 comments).

Some 40 participants also made other comments and suggestions about combined authorities. These included:

- Opposition to the concept of an elected mayor or mayors (10 comments).
- Criticism of local government (6 comments).
- That change is not necessary (4 comments).
- Criticism of the consultation or Deloitte report (4 comments).
- That it is difficult to make an informed decision as not enough information has been provided (3 comments).
- Criticism of central Government (3 comments).
- Concerns about a lack of democracy (3 comments).

Rationale for selecting not to create any combined authorities in Hampshire

Of those participants **against creating any combined authorities in Hampshire**²³, a small number (28) do in fact provide positive or supportive comments about combined authorities. However, the vast majority are negative about their introduction in Hampshire. The main comments centre around **the model being too bureaucratic**

²³ 1,078 participants gave reasons at Q8 for why they chose this option.

(355 comments), that the area or areas in question are too large to retain local focus (351 comments), and that money could be better spent (239 comments).

Other concerns include:

- That the combined authority model is too complex or difficult to understand (112 comments).
- Concerns about reduction of service delivery (99 comments).
- Concerns about a lack of accountability (99 comments).

“The combined authority option seems to add extra layers of bureaucracy, and in a time when budgets are stretched, I imagine this extra cost cannot be easily afforded. I also think in principle that we already have too many different kinds of representation from all the different tiers, which contributes to the problem of decision-making being slow, complicated and risk-averse.”

Member of the public

“A combined authority would create an additional layer of government and potential complexity. The potential increase in central government funding would be at risk of being consumed by the additional administrative and salary costs involved.”

Member of the public

Furthermore, many of those who do not want a combined authority model suggest that **change is unnecessary** (160 comments), and **oppose the concept of an elected mayor** (126 comments).

Other, less frequently cited comments in opposition to the combined authority model included that there are few or no benefits (54 comments), that the model would create a level of unfairness (52 comments), and that services currently provided by high performing local councils would be diluted (44 comments).

There was also some criticism of central Government (24 comments) and of local government (also 24 comments), worries about loss of a local focus (21 comments), and concerns about local democracy and/ or local people not being listened to (15 comments).

“This would remove local people having a say in their local area.”

Member of the public

There were also 19 comments criticising the consultation and/ or the Deloitte report.

General comments on the combined authority model

In terms of any final comments individual members of the public gave on the proposals and options for how Hampshire County Council and the 11 districts councils might change or be reorganised in future (question 14 in the response form), a number of additional thoughts were provided in relation to combined authorities.

Of the 64 participants who say something **positive** or supportive about combined authorities, the most frequently cited comments were in general **support for the single combined authority option** (22 comments), along with a belief that a **combined authority model would reduce bureaucracy** and be more efficient than other forms of local government (10 comments). There was also general **support for the two combined authorities option** (8 comments), and comments that a combined authority model would lead to **better consistency and standardisation** in terms of service delivery (8 comments).

“A combined authority with Hampshire County Council, the Hampshire districts, would give the best potential for efficient local government and economic growth. Including Southampton, Portsmouth and the Isle of Wight would bring together an area with common interests and suitable economic size but I would only favour this if it could be achieved without an elected mayor who could not fully represent such a wide area and would be another tier of government when we should be reducing these.”

Member of the public

In addition, among those members of the public responding via email or letter (seven participants), four made positive comments, which tended to reflect these findings: that the model of local government would lead to improved service delivery (3 comments), that there would be greater autonomy (2 comments), and expressing support for the single combined authority option (2 comments).

“I am in favour of...a combined authority which would be responsible for some services carried out by central Government which could cover a range of services. I would like to see local government having more control over its own affairs with extra responsibility and funds being passed down.”

Member of the public

Of the 36 participants providing **negative** or opposing comments about combined authorities, the most frequently cited comments were **opposition to the two combined authorities option** (8 comments), and that that **Portsmouth, Southampton and the Isle of Wight** should not be part of the combined authority (also 8 comments).

Among those members of the public responding via email or letter (seven participants), six made negative comments. These focused on a perception that this model of local government is bureaucratic (3 comments), that they were generally opposed to combined authorities (2 comments), or that money could be better spent (1 comment).

“After reading through the documentation provided, I must implore you not to press ahead with the plans for a combined authority. As a bureaucracy cutting measure, adding a combined authority and an elected mayor with overlapping interests and responsibilities, added to the dubious nature of any potential funding seems a recipe for disaster.”

Member of the public

Directly elected mayors

Linked to question of devolution and the introduction of a combined authority or authorities for the local area, the open consultation wanted to understand the public's views about whether they would support or oppose having a directly elected mayor in place who could lead any combined authority in Hampshire (see question 9 of the response form at Appendix E²⁴).

Stakeholder organisations

When it comes to the introduction of a **directly elected mayor who could lead any combined authority in Hampshire**, opposition far outstrips support (39 organisations oppose the notion compared to just eight who support it) – see Table 5.5. A further nine organisations have no feelings either way, and one does not know.

Table 5.5: Views on elected mayors - by type of organisation

Type of organisation	Support	Oppose	No feelings either way	Don't know
Total:	8	39	9	1
Type of organisation:				
Local employer (2)	1	-	1	-
Local residents' association (4)	-	4	-	-
Charity/ NGO (4)	1	2	1	-
School / college / place of education (8)	1	5	2	-
County/ district / borough / unitary councillor (2)	-	2	-	-
Parish councillor (13)	1	11	1	-
Local public sector organisation (13)	1	10	1	1
Local community or voluntary group (3)	-	3	-	-
Other type of organisation (6)	2	1	3	-

Further comments provided by stakeholder organisations help to shed some light on this. Most stressed that they opposed a mayor because they felt they would add **more confusion**, that **rural communities would miss out**, that they could be seen as **less democratic** if seen to remove the decision-making powers of a council cabinet or committee, and that there would be **extra costs and bureaucracy**, with little benefit for local residents.

²⁴ A total of 57 stakeholder organisations and 3,182 individual members of the public responded via the official response form. While there was no follow-up question which asked about the reasons for support or opposition for introducing a directly elected mayor, there were a number of comments about mayors made elsewhere in the response forms, along with those responding by letter or email. These have been included here to help to shed light on the reasons for what we find to be such strong opposition.

“Hampshire works well as it is, a mayor will not have any positive affect apart from a personal view influencing that of an elected body.”

Wolverdene School

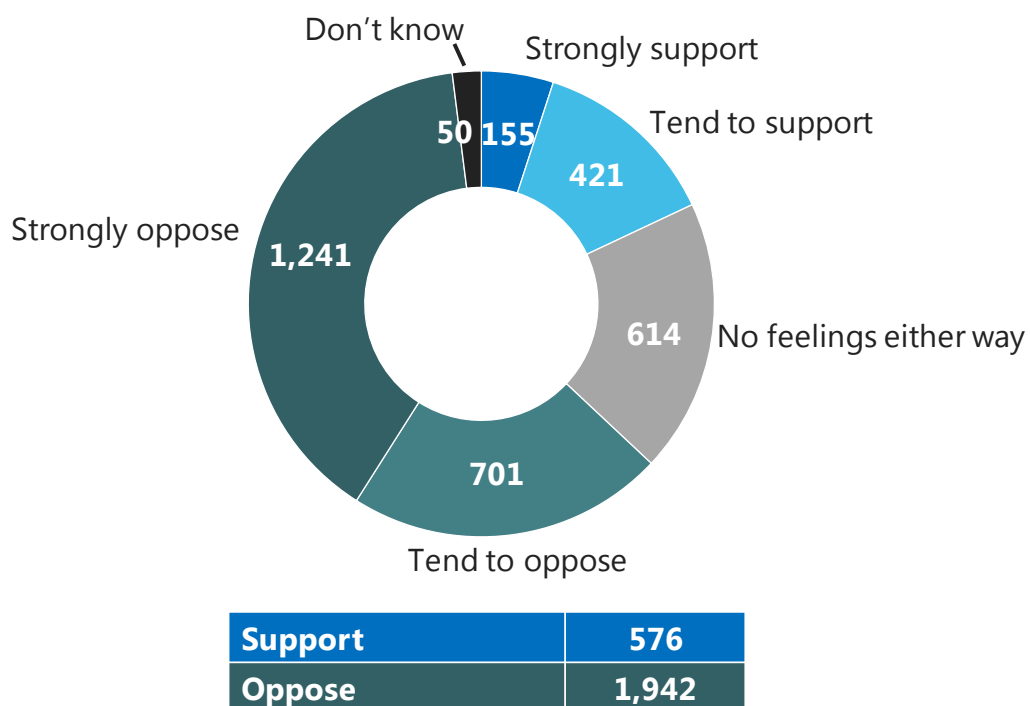
Individual members of public

Among the public, opposition is also much stronger than support for a directly elected mayor. As shown in Figure 5.7, around three in five participants actively oppose the introduction of a mayor (1,942), compared to less than one in five who actively supports it (576).

A large number of the public are also on the fence, with 614 members of the public saying they have no feelings either way, and 50 responding that they ‘don’t know’.

Figure 5.7: Views on having a directly elected mayor for Hampshire

Q. To what extent do you support or oppose having a directly elected mayor in place who could lead any combined authority in Hampshire, or do you have no feelings either way?



Base: 3,182 Participants in the Serving Hampshire Consultation: 27 July - 20 September 2016

Some of the comments provided by members of the general public through letter and email help to illustrate some of the sentiment behind these figures:

“I do not think we need a mayor. I can see no benefit just expense we would all have to pay for.”

Member of the public

“I do not support the proposals for combined authorities in any form and I do not support the idea of a directly elected mayor or mayors.”

Member of the public

“...because I see no value (and a lot of cost) in having an elected mayor. It is already hard enough getting people to turn out for county and district local elections, there will be no appetite for another elected local representative...”

Member of the public

Views collected via the response form once again vary according to the **district council area** in which participants live as demonstrated by Table 5.6, with opposition to the introduction to any new mayor greatest in Hart – this is the district that is most negative to the introduction of any new forms of local government (305 individual participants who report living in the borough do not wish to introduce an elected mayor compared to just 58 who support the idea).

Views appear to differ by **demographic profile** too, with older residents and those in work least likely to be in favour of introducing a directly elected mayor; just as they are less likely to want to move to a unitary model of local government or to see a combined authority or authorities introduced. See Appendix H for more details.

Table 5.6: Views on introducing a directly elected mayor by local authority area

District	Support	Oppose	No feelings either way	Don't know
Total:	576	1,942	614	50
Local authority area:				
Basingstoke and Deane (279)	49	181	43	6
East Hampshire (220)	42	134	42	2
Eastleigh (371)	61	216	87	7
Fareham (232)	44	140	41	7
Gosport (99)	23	48	25	3
Hart (427)	58	305	56	8
Havant (142)	30	76	34	2
New Forest (244)	36	162	42	4
Rushmoor (44)	10	31	2	1
Test Valley (297)	57	181	56	3
Winchester (562)	108	335	116	3
Outside Hampshire (251)	54	128	66	3

Base: Response form responses from general public

The self-reinforcing nature of support/ opposition to proposed changes

As with the results of the sample survey, there appears to be link between participants' views on the options for unitary local government and attitudes towards the combined authority proposals, with support for changes to local government in Hampshire appearing to be somewhat self-reinforcing.

For example, among members of the general public who responded via the response form, most of those who favour the single unitary model of local government also prefer proposals for a single combined authority (see Appendix H).

The same pattern applies to the options for multiple unitary councils and combined authorities – those who would prefer having three new unitary councils for the local area, are also more likely to favour the introduction of two combined authorities.

Conversely, opposition to introducing a unitary model of local government overlaps substantially with views about combined authorities. Most members of the public who are against the introduction of any type of a unitary model of local government are also opposed to the creation of any combined authorities.

Further comments on the proposals

This section briefly covers off other issues raised by stakeholder organisations and members of the public through the final open-ended question 14 at the end of the official response form, along with comments made by those participants who responded by email or letter.

Stakeholder organisations

More general comments included that the consultation had not provided enough information for organisations to give a considered view, something that came from many of the parish and town councils.

“Councillors expressed concern at the relevance of questions to parish councils and the lack of opportunity to expand the councils’ concerns. The consultation lacked detail and raised many unanswered questions. The council determined that it was not equipped to answer the questions but felt it important to write and express its view.”

Headley Parish Council

There were also several suggestions for alternative ways for local government to work better, aside from the sort of reorganisation set out in the consultation.

“Instead of fighting with competing bids, Hampshire County Council should work together with district councils on a hybrid solution that still delivers localism, reflecting the range of differences in Hampshire's areas...identify and adapt best practice solutions to meet financial pressures, both making savings from economies of scale, but also reducing wastage and improving efficiencies.”

Four Marks Parish Council

“Keep the existing two-tier system and try to make savings by increasing co-operation between County and district councils. Those services which can be addressed strategically over the entire county, such as transport and waste, should be identified and run as a single entity.”

Minstead Parish Council

Other organisations saw benefits to reducing the layers of local government, but much depended, they felt, on the sorts of services in question. In some cases, a more local level of management may prove more effective.

“From a health perspective we would want a model which allows greatest partnership working across public sector without additional layers of decision-making. We also believe a bigger geography would support joint working of public sectors.”

NE Hampshire and Farnham CCG

“Some public services would greatly benefit from county wide (or region wide) policy and devolution of funding - transport, large scale planning for regeneration and commercial development. There are other services where the demand is very different, particularly between rural and urban areas.”

Arup Engineering

Individual members of the public

A number of individual members of the public (327) also put forward **alternative suggestions** to those being consulted on. The most frequent of these was that existing local authorities in Hampshire should **work more closely together** and share more of their resources (107 comments). This was followed by suggestions that the role of **town and parish councils** should be maintained or strengthened (39 comments), that there should be **more funding or power** given to local authorities (34 comments) and that **Hampshire County Council itself** should be abolished (21 comments).

“There should be analysis of what each of the current organisations have done so far, joint learning of what they do well and where improvements could be made and use these experiences and skills to develop.”

Member of the public

“For those of us who live in a borough or district which borders on another county there should be increased focus on working jointly across borders where it makes sense.”

Member of the public

Many also raised the point that, in their mind, **change is unnecessary** and that the current system works well enough at the moment (218 comments).

“The current model seems to work well, as evidenced by the fact that Hampshire is a top performing county, so why put that at risk? Any change will involve considerable cost with no shown clear benefits. Smaller authorities will not have the level of expertise of the current model and will not attract the quality of professionals to work in them that the current County model does.”

Member of the public

“I feel it's a great shame that we now have to choose between several deeply unsatisfactory options for the future of local government in Hampshire. The present system is working well and has become much leaner and more responsive with reductions in staffing levels, greater efficiencies and a deeper level of engagement with residents and service users.”

Member of the public

For some there is a strong desire to retain **decision-making powers** at a district level, rather than a County level, with negative views about what a perceived centralisation of power in Winchester might mean.

“As a rate payer to Hampshire County Council/ Hart District Council, I am very much against the proposal to centralise decision making to Winchester. Local representation is in my view, essential to maintain local control over issues such as Planning and the allocation of budgets raised by local rates.”

Member of the public

“I believe the centralisation of district councils is totally inappropriate and will lead to loss of local control and inappropriate decisions for our area. The idea of basing the new central council in Winchester which is one of the most expensive towns in the UK will lead to cost escalation.”

Member of the public

Linked to this, are a number of concerns raised about the effect of reorganisation – the **additional costs** that would come with any change (134 comments), and anxiety that the **administrative areas would be too large** to meet local needs (96 comments). There is also concern about **level of disruption** that might ensue from the proposals (56 comments), about possible **spending reductions** (59 comments) and about potential reductions in the provision of local services (63 comments). The final goal of any reorganisation must be to serve residents rather than simply to make financial savings.

“There are methods for the existing councils and the County Council to come together to ensure that all of the population of Hampshire is adequately represented and served without the need to completely reorganise the system by introducing super councils which will be large, unwieldy and unrepresentative of a large part of the population in certain areas of the county. There is potential for such a ‘reorganisation’ to cost more and cause more problems than it will solve. This has been the experience of other counties who have taken this route.”

Member of the public

“Anything that can be done to protect services, in particular, statutory services for vulnerable people needs, to be undertaken. The potential to alleviate levels of bureaucracy could also be a good thing. However, all of these proposals and any subsequent outcomes from the consultation MUST be safeguarded with policies, processes and procedures that enshrines accountability and transparency as the single most priority.”

Member of the public

Others on the other hand recognise the unsustainable nature of the status quo and the need for change to happen, often in the light of spending cutbacks by central Government (131 comments).

“Things cannot remain as they are at present. The authorities have to combine and obtain more funding. Parish councils have to be given more funding to pick up litter, dig out ditches, cut hedges, cut footpaths, repair styles and footbridges.”

Member of the public

Many support the need for greater efficiency, namely fewer layers of local government (174 comments), and better value for money or economies of scale (150 comments).

“I think change is necessary now so that whatever authority results can be more dynamic and less bureaucratic. It is also important to provide value for money to the council tax payer and current arrangements do seem to be a bit wasteful and lack vision.”

Member of the public

In addition, many think reorganisation will improve the quality of services (111 comments) and will lead to greater consistency and integration between service providers (104 comments).

“The current model bumbles along and sort of works. However, there are clear issues with fragmented services that cause difficulties for service users and increase costs (e.g. waste collection where HWRCs are managed by the County Council, but waste collection is the local councils causing a lot of confusion for residents about who to speak to about an issue).”

Member of the public

“Joined up services offers the best way forward to improve services and save money for the whole of Hampshire.”

Member of the public

Other comments included **opposition to the idea of an elected mayor** (80 comments), the **lack of information provided** on the proposed changes in the consultation materials (62 comments), and the desire for any changes to be properly **planned and managed** (54 comments). Some also **criticised local government** (87 comments) or **central government** (56 comments), particularly about changes being imposed without proper consultation or thought to the consequences.

“Why do we need to change? The change should be at central Government level with a commitment to support devolved local councils with proper levels of funding and cooperation. The current message seems to be one akin to blackmail: “Combine, or lose out”. Centralisation of local services is an obvious contradiction in terms which in reality only improves matters for the bean-counters while employees, residents and dependents lose out.”

Member of the public

In addition, three identical emails were submitted with particular reference to **Basingstoke and Deane**, which stressed the importance of providing services and protecting assets for the benefit of the borough’s residents.

6. Conclusions

The Serving Hampshire consultation and research programme has been an important tool for engaging the people in Hampshire about important decisions that will affect the future of council services and local government organisation in the county.

The three-pronged approach has provided quantitative measures in terms of the strength of opinion about a number of proposals for change through the consultation and sample survey, while the workshops have been essential to offering more qualitative insight into the reasons behind why the public hold the views they do.

The work has helped to remind us of the complexities of local government, and the lack of understanding many people have about who delivers their services, and in turn the issues and challenges councils in Hampshire are trying to grapple with.

Many people in Hampshire do not care who delivers their council services as long as they are delivered well (eight in ten residents, according to the survey). This suggests that structures are perhaps less important to the public, as long as service delivery and quality are not compromised. Yet, on engaging with the issues, we found participants able to consider and weigh up the potential future models for change.

The programme of consultation and research has demonstrated that **some people remain to be convinced of the case for change**. Much of this appears to stem from a belief that the current model works well enough already, evidenced further by the fact current council services are seen positively by the majority (six in ten residents surveyed say they have not noticed any changes to services over the last two years, and one in ten think they have actually got better).

But, when provided with the facts and figures about the challenges councils face, **many do recognise the case for doing things differently**.

In considering the move to a unitary system of local government, the case for **achieving savings, reducing bureaucracy**, and providing **more integrated services** is readily recognised, especially among those convinced by the fundamental need to find savings – though some question what the potential transitional costs may be as change is delivered.

For these same reasons, it is the **single unitary option that is seen to have a greater number of potential benefits** – it was the most popular of the unitary options put forward across all three strands of the research. We found any preference for the three unitary councils model to be primarily driven by a desire to retain as much local responsiveness as possible.

But, one of the clearest messages coming out of this work is the **public's concern about local responsiveness being compromised** by any reorganisation of current structures – even among those who support the need for change. Hampshire is recognised as a large and diverse county by its residents. How will a new structure

ensure services are delivered effectively and tailored locally, that differing urban and rural interests will be respected, and local council representatives can be readily accessed?

Many **broadly welcome greater devolution of powers and funding to Hampshire**, but questions remain about the introduction of a combined authority or authorities as the right vehicle to deliver it. Much of their uncertainty appears to be down to the conceptual nature of the proposals – there is as yet no evidence about how this kind of approach has worked elsewhere (and London is seen to be too different to Hampshire to draw realistic comparisons).

Participants in the workshops found it **difficult to take a view about their preferred combined authority model**. Questions remain about what specific powers they would have and how the funding would work. Ensuring local responsiveness is again an issue, even though combined authorities are likely to oversee more strategic services that suit being organised over wider areas (transport planning, economic development, etc.). Given the wider considerations about unitary local government and the need to make savings, the message from residents is that any combined authority model will need to limit bureaucracy and align appropriately to existing public sector structures; as some participants argued, the whole point of any local government reorganisation is to reduce spending and bureaucracy, not add to them.

The consultation and research also emphasise the **self-reinforcing nature of opinion**. Support for moving to a unitary model of local government appears to go hand in hand with support for combined authorities (furthermore, those who argue for a single unitary are more likely to support a single combined authority too; the same is true for the multiple organisational models proposed). Conversely, those more pre-disposed to keeping the two-tier status quo are less inclined to support combined authorities too.

We found much **less support for introducing a directly elected mayor for Hampshire** among the workshop and consultation participants. Among survey participants, views were also very mixed on this subject. This is the case even among those who support combined authorities, suggesting that the requirement for a mayor may hamper the enthusiasm for any future combined authority model. These views appear to be driven primarily by a concern about how an elected mayor would be funded (in context of squeezed council budgets), and the lack of clarity around their role, democratic mandate, and how this would interact with existing structures.

Looking ahead, in terms of what this means for Hampshire County Council, it will be important to **reassure the public that any change will not compromise on the things they consider most valuable** about their public services. Any future model must be able to convince the public that services for the most vulnerable will be protected, that the needs of local communities will be taken into account, and that it will deliver value for money.

Ensuring that **local democratic accountability and local access to services** are not compromised will be another key issue that needs to be resolved from the public's perspective. The consultation highlights how this as a particular concern for town and parish councils, along with a number of other local government stakeholders. Any move to a unitary council model might want to consider the future role these organisations can play –

indeed, according to the survey three in four residents think town and parish councils should play a greater part in delivering public services in future.

The **public want a say**, and they want to know that their views have been considered. While we found many workshop participants were fairly disengaged with the issues at the outset of their discussions, by the end of the process many stressed the importance of ensuring the messages about future change are being clearly communicated by Hampshire County Council. Continued information provision will be key to securing buy-in to future decisions, as well as demonstrating transparency.

Appendices

Appendix A: Survey sample profile

Table 7.1: Survey sample profile (weighted and unweighted)²⁵

		Weighted (%)	Unweighted (%)
Gender	Male	48	45
	Female	52	55
Age	18-24	9	8
	25-34	14	12
	35-44	11	10
	45-54	23	20
	55+	42	50
Work status	Working full-time	44	40
	Not working full-time	56	60
District	Basingstoke and Deane	13	12
	East Hampshire	9	9
	Eastleigh	9	9
	Fareham	9	8
	Gosport	6	7
	Hart	7	7
	Havant	9	9
	New Forest	14	13
	Rushmoor	7	8
	Test Valley	9	8
	Winchester	9	10

²⁵ Data has been weighted to 2015 Population Mid-Year Estimates for age, gender and District, and 2011 Census for work status.

Appendix B: Survey questionnaire

HAMPSHIRE COUNTY COUNCIL SERVING HAMPSHIRE RESIDENTS' SURVEY

Draft (FINAL) – 9th August 2016

Good morning, afternoon, evening. I am calling on behalf of Hampshire County Council. My name is from Ipsos MORI, the market and opinion research organisation, and we are carrying out a short survey about important matters relating to local public services. Would you like to take part?

I would like to assure you that all the information we collect will be kept in the strictest confidence, and used for research purposes only. It will not be possible to identify any particular individual or address in the results.

This call may be monitored as part of our quality control procedures.

This survey will be carried out in accordance with the Market Research Society Code of Conduct.

IF NECESSARY: The interview will take about 10 minutes.

ONCE AGREE TO TAKE PART: As part of this survey I will be reading out quite a bit of information about local government in Hampshire. This is important background to help you answer some of the questions.

QAGE. Before we start, may I just ask what your age was on your last birthday? ENTER EXACT AGE AND CODE

- a. 18-24
- b. 25-34
- c. 35-44
- d. 45-54
- e. 55-64
- f. 65-74
- g. 75+

ASK IF AGED UNDER 18

Is it possible to speak to someone aged 18 or over please?

Yes – TAKE REFERRAL

No – THANK AND CLOSE

QDISTRICT. Can I just check which district you live in, that is the council which you or your household pays your Council Tax to? READ OUT AND CODE TO THE RELEVANT DISTRICT. SINGLE CODE ONLY

- 1) Basingstoke and Deane Borough Council
- 2) East Hampshire District Council
- 3) Eastleigh Borough Council
- 4) Fareham Borough Council
- 5) Gosport Borough Council
- 6) Hart District Council
- 7) Havant Borough Council
- 8) New Forest District Council
- 9) Rushmoor Borough Council
- 10) Test Valley Borough Council
- 11) Winchester City Council

Don't live in any of the districts - THANK AND CLOSE

Other - THANK AND CLOSE

Don't know - THANK AND CLOSE

QGENDER. INTERVIEWER TO CODE GENDER. SINGLE CODE ONLY

- 1 Male
- 2 Female
- 3 Other (CONTINUE – NOTE THIS WILL NOT BE ALLOCATED TO A QUOTA)

QWORK. At present, are you...? READ OUT, SINGLE CODE ONLY

Employee in full-time job (30+ hrs/wk)

Employee in part-time job (less than 30 hrs/wk)

Self-employed

Government supported training

Unemployed and available for work

Wholly retired from work

Full-time education at school, college or University

Looking after home/ family

Permanently sick/disabled

Doing something else

Refused - THANK AND CLOSE

THE LOCAL AREA

ASK ALL

I would like to start by asking you some questions about your local area.

INTERVIEWER READ OUT: The current system of local government in Hampshire means your local area currently receives most of its services from two councils, [INSERT RELEVANT COUNCIL FROM QDISTRICT] and Hampshire County Council.

[INSERT RELEVANT COUNCIL FROM QDISTRICT] is responsible for services such as refuse collection, street cleaning and local planning. Hampshire County Council is responsible for services such as education, social care, transport, waste disposal and libraries.

Q1. How much, if at all, do you think the quality of services delivered by councils in your local area has changed over the last two years or so?

REVERSE SCALE ON 50% OF SAMPLE. READ OUT. SINGLE CODE ONLY.

1. Got a lot better
2. Got a little better
3. Not changed much
4. Got a little worse
5. Got a lot worse
6. I have not lived here for two years (DO NOT READ OUT)
7. Don't know (DO NOT READ OUT)

THE CASE FOR CHANGE

ASK ALL

INTERVIEWER READ OUT:

Hampshire County Council is currently looking at different ways it and the 11 district councils in Hampshire could change or be reorganised in order to meet the needs of local people in the future, due to increasing demand for local services and less funding from central Government. Hampshire County Council anticipates that by 2019 it will face a funding shortfall of around a further £120 million, on top of the £340 million savings expected to be delivered by April next year.

Q2. Firstly, in thinking about possible ways in which council services in Hampshire might change or be reorganised in the future, which one or two of the following things, if any, are most important to you? You can choose up to two.

RANDOMISE LIST. READ OUT. MULTICODE UP TO TWO

- 1) Providing value for money
- 2) Better joining-up of public services
- 3) Protecting services for the most vulnerable people

- 4) Improving access to local councillors
- 5) Improving the overall quality of services
- 6) Something else (PLEASE SPECIFY) (DO NOT READ OUT)
- 7) None of these (DO NOT READ OUT)
- 8) Don't know (DO NOT READ OUT)

UNITARY REORGANISATION

ASK ALL

INTERVIEWER READ OUT: As already explained, your local area receives services from two councils, [INSERT RELEVANT COUNCIL FROM QDISTRICT] and Hampshire County Council.

Where county councils and district councils exist alongside one another, they can propose to reorganise to create one or more unitary councils, where a single council is responsible for all of the council services in an area. Hampshire County Council is looking at options to reorganise and move to a model of unitary local government in Hampshire.

Q3. To what extent do you support or oppose the principle of replacing Hampshire County Council and the 11 district councils in Hampshire with a model of unitary local government, where a single council is responsible for all council services in an area, or do you have no feelings either way?

REVERSE SCALE ON 50% OF SAMPLE. READ OUT. SINGLE CODE ONLY.

- a. Strongly support
- b. Tend to support
- c. No feelings either way
- d. Tend to oppose
- e. Strongly oppose
- f. It depends (DO NOT READ OUT)
- g. Don't know (DO NOT READ OUT)

INTERVIEWER READ OUT: Hampshire County Council and the 11 district councils in Hampshire could reorganise to create one or more new unitary councils in Hampshire or none at all.

Q4. Which one of the following options, if any, comes closest to your own view about local government reorganisation towards a unitary council model in Hampshire?

REVERSE STATEMENTS A TO C. READ OUT. SINGLE CODE ONLY.

- 1 A - Create a single new unitary council for the existing Hampshire County Council area
- 2 B - Create multiple new unitary councils for the existing Hampshire County Council area, which could also include the existing unitary council areas of Southampton and Portsmouth
- 3 C - Do not create any new unitary councils in Hampshire, and retain the existing County Council and 11 district councils in Hampshire
- 4 It depends (DO NOT READ OUT)
- 5 Don't know (DO NOT READ OUT)

DEVOLUTION AND COMBINED AUTHORITIES

ASK ALL

INTERVIEWER READ OUT: I would now like to ask you some questions about devolution. Devolution is when certain decision-making powers, as well as extra funding, are transferred down from Central Government to a local area. In Hampshire, this could mean local councils receiving more powers over budgets and services related to areas such as economic development, transport, housing and planning.

Q5. To what extent do you support or oppose the principle of more decision-making powers and funding being transferred from central Government to local councils in Hampshire, or do you have no feelings either way?

REVERSE SCALE ON 50% OF SAMPLE. READ OUT. SINGLE CODE ONLY.

1. Strongly support
2. Tend to support
3. No feelings either way
4. Tend to oppose
5. Strongly oppose
6. It depends (DO NOT READ OUT)
7. Don't know (DO NOT READ OUT)

INTERVIEWER READ OUT: I would now like to ask you about the role a possible combined authority or authorities could play in Hampshire. A combined authority is a way in which councils can legally join together, with or without other councils, to receive additional powers and funding from central Government, and jointly run certain services. Combined authorities would create an additional layer of government alongside existing councils, which would continue to provide services to residents.

Q6. Which one of the following options, if any, comes closest to your own view about whether or not to introduce one or more combined authorities in Hampshire?

REVERSE STATEMENTS A TO C. READ OUT. SINGLE CODE ONLY.

1. A - Create a single combined authority covering all of Hampshire, Portsmouth, Southampton and the Isle of Wight
2. B - Create multiple combined authorities covering different parts of Hampshire, Portsmouth, Southampton and the Isle of Wight
3. C - Do not create any combined authority for the Hampshire area
4. It depends (DO NOT READ OUT)
5. Don't know (DO NOT READ OUT)

INTERVIEWER READ OUT: The Government would like any combined authority to be led by a directly elected mayor, who would have decision-making powers, and would be elected by residents living in the area affected. The mayor would work with existing elected councillors from the local councils.

Q7. To what extent do you support or oppose having a directly elected mayor in place who could lead any combined authority in Hampshire, or do you have no feelings either way?

REVERSE SCALE ON 50% OF SAMPLE. READ OUT. SINGLE CODE ONLY.

1. Strongly support
2. Tend to support
3. No feelings either way
4. Tend to oppose
5. Strongly oppose
6. It depends (DO NOT READ OUT)
7. Don't know (DO NOT READ OUT)

AWARENESS AND ENGAGEMENT

I'd now like to ask you a few further questions about potential local government reorganisation in Hampshire.

ASK ALL

Q8. To what extent do you agree or disagree with the following statements about how council services are delivered to Hampshire residents...?

RANDOMISE STATEMENTS A TO C. REVERSE SCALE ON 50% OF SAMPLE. READ OUT. SINGLE CODE ONLY FOR EACH STATEMENT

- 1) I don't mind who delivers my council services as long as they are delivered well
 - 2) Local town and parish councils should play a greater role in delivering public services to local residents
INTERVIEWER IF NECESSARY: Some areas of Hampshire currently receive services from a Town or Parish Council. These can include services such as grass cutting and the management of community assets, like car parks.
 - 3) I would be concerned any reduction in the number of councillors under a unitary model of local government may reduce local democratic accountability
1. Strongly agree
 2. Tend to agree
 3. Neither agree nor disagree
 4. Tend to disagree
 5. Strongly disagree
 6. Don't know (DO NOT READ OUT)

Q9. Do you have any other comments about how Hampshire County Council and the 11 district councils could change or be reorganised in order to meet the needs of local people in the future?

INTERVIEWER WRITE IN

Don't know/ no answer (DO NOT READ OUT)

DEMOGRAPHICS

I'd now like to ask a few questions about you. These will help us see if there are any differences in the views of different groups. Individual details will be kept strictly confidential and it will not be possible to identify an individual or household from the results.

ASK ALL

QHOUSEHOLD. Are there any children in your household aged 17 or under?

SINGLE CODE ONLY

- 1 Yes
- 2 No
- 3 Prefer not to say (DO NOT READ OUT)
- 4 Don't know (DO NOT READ OUT)

QDISABILITY. Do you have any long-term illness, health problem or disability which limits your daily activities or the work you can do? Please include frailty or problems due to old age.

SINGLE CODE ONLY.

IF ASKED: By disability I mean a physical, sensory or other impairment (e.g. partially sighted or hard of hearing).

- 1 Yes
- 2 No
- 3 Prefer not to say (DO NOT READ OUT)
- 4 Don't know (DO NOT READ OUT)

QETHNICITY. To which of these ethnic groups do you feel you belong?

READ OUT. SINGLE CODE ONLY

WHITE

- 1) English / Welsh / Scottish / Northern Irish / British
- 2) Irish
- 3) Gypsy or Irish Traveller
- 4) Any other White background

ASIAN OR ASIAN BRITISH

- 5) Indian
- 6) Pakistani
- 7) Bangladeshi
- 8) Nepalese
- 9) Chinese
- 10) Any other Asian background

BLACK OR BLACK BRITISH

- 11) Caribbean
- 12) African
- 13) Any other Black background

MIXED

- 14) White and Black Caribbean
- 15) White and Black African
- 16) White and Asian
- 17) Any other mixed background

OTHER ETHNIC GROUP

- 18) Arab
- 19) Any other ethnic group
- 20) Prefer not to say (DO NOT READ OUT)

THANK AND CLOSE

Appendix C: Guide to statistical reliability

Ensuring that the survey results are statistically reliable is important when comparing the data between different years of the survey or between different groups within the sample to ensure that any differences are real (i.e. statistically significant). A sample size of 1,504 permits good level of analysis by key demographic variables (such as age, work status and the District in which participants live).

This can be explained in the tables that follow. To illustrate, the residents who took part in the survey were only be a sample of the total population of Hampshire residents aged 18+, so we cannot be certain that the figures obtained are exactly those that would have been reached had everyone in the county been interviewed (the 'true' values). We can, however, predict the variation between the sample results and the 'true' values from knowledge of the size of the samples on which the results to each question is based, and the number of times 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 following table indicates that we can expect an overall **sampling tolerance of +/- 2.5 percentage points** at the '95% confidence interval' for Hampshire's latest survey.

Table 7.2: Survey sampling tolerances: overall level

Approximate sampling tolerances applicable to percentages at or near these levels			
Size of sample on which survey result is based	10% or 90%	30% or 70%	50%
100	5.9	9.0	9.8
500	2.6	4.0	4.4
1,504	1.5	2.3	2.5
2,000	1.3	2.0	2.2

For example, with a sample size of 1,504 where 72% agree with a particular statement, then the chances are 19 in 20 that the 'true' value (i.e. the one which would have been obtained if the whole adult population of Hampshire had been interviewed) will fall within the range of +/- 2.3 percentage points from the survey result (i.e. between 69.7% and 74.3%).

The following table indicates the sampling tolerances when comparing different groups of participants. If we once again assume a '95% confidence interval', the differences between the results of two separate groups must be greater than the values given in the following table in order to be deemed 'statistically significant':

Table 7.3: Survey sampling tolerances: sub-group level

Differences required for significance at or near these percentage levels			
Size of sample on which survey result is based	10% or 90%	30% or 70%	50%
100 vs.100	8.4	12.8	13.9
300 vs. 300	4.8	7.3	8.0
670 vs. 834 (males vs. females)	3.1	4.7	5.1

For example, if 46% of male residents give a particular answer compared with 52% of female residents (assuming sample sizes in the table above), then the chances are 19 in 20 that this six-point difference is significant (as the difference is more than 5.1 percentage points)

It is important to note that, strictly speaking, the above confidence interval calculations relate only to samples that have been selected using strict probability sampling methods. However, in practice it is reasonable to assume that these calculations provide a good indication of the confidence intervals relating to this survey.

Appendix D: Workshop discussion guide and participant profile

'Serving Hampshire' workshops for Hampshire County Council DISCUSSION GUIDE

13.09.16

OVERVIEW

This discussion guide will be used during three workshops conducted on behalf of Hampshire County Council. The overall objectives of the sessions are as follows:

- Through deliberative techniques, to bring local residents up to speed with the case for changing how local government in Hampshire is organised, while acknowledging that retaining the status quo is also an option.
- To gather 'top of mind' views on different ways in which local government could change or be reorganised in the future in Hampshire.
- To assess the criteria that are most important to residents in considering how local government might be changed or reorganised in the future in Hampshire.
- To understand how residents feel about possible local government re-organisation; specifically, a possible move to a system of unitary local government.
 - What do they see as the pros and cons of replacing the County Council and 11 District Councils with a unitary model and, of the different options being considered, which, if any, do they prefer?
- To introduce the concept of devolution and understand how residents feel about the principle of more decision-making powers and funding coming to Hampshire councils; specifically, what they think about the introduction of a combined authority for the region.
 - What do they see as the pros and cons of combined authorities and, of the different options being considered, which, if any, do they prefer?
- Linked to the possible introduction of a combined authority or authorities, what do residents think about having a directly elected mayor or mayors?

Each workshop will run from 10.30am - 3.30pm with a 30-minute break for lunch. All workshops will be recruited ensure a range of Hampshire residents are included from the immediate area where the workshop is being held and from surrounding areas.

Location	Date
1. Basingstoke	10 th September
2. Winchester	17 th September
3. Fareham	17 th September

Key:

- **Bold lower case** = key questions
- Non-bold lower case = follow up questions and prompts
- *CAPITALISED ITALICS, NON-BOLD* = instructions for moderators

OVERALL STRUCTURE

10.30-10.40	1: Arrival and introductions	Introduction to the day, explanation of how it will run and reassurance to participants
10.40-11.00	2: General discussion of local government	Introductory group discussion to 'warm up' participants - consider services they use and how much they know about how they are delivered/ how much it matters to them who delivers services/ what would they improve.
11.00-11.10	3: Introducing the case for change	Plenary session to explain how services are currently delivered, current pressures on services and why potential changes and reorganisation are being considered.
11.10-11.40	4: Key priorities/ principles	Group discussion exploring what is most important for councils and decision-makers to bear in mind when thinking about how they might deliver things differently in the future (to be used later on).
11.40-11.50	5: Group feedback	In plenary, a brief opportunity for tables to share their top criteria/ principles with the wider group.
11.50-12.00	6: Break	
12.00-13.10	7: Local government reorganisation	Plenary session providing a brief overview of current proposals for local government re-organisation in Hampshire, followed by group discussion looking at pros and cons of moving to unitary status, then exploration of moving to a single or multiple unitary option. Then, in consideration of the full list of pros and cons, reflect on the wider group's sentiment towards the different unitary options – is there consensus on any one option, do views change, do they converge/ diverge, etc.?
13.10-13.40	Lunch break	
13.40-13.55	8. Reflection exercise	Quick exercise to summarise learnings from morning and get participants active and engaged before afternoon session.
13.55-14.40	9: Combined authorities	Plenary session to introduce devolution and combined authorities, followed by group discussion looking at pros and cons of a combined authority, then exploration of moving to a single or multiple combined authority option.

14.40-14.55	10. Elected mayors	In groups, introduce the concept of elected mayors, followed by group discussion to understand participants' reactions. Look at how views of mayors may or may not influence their views about the combined authority options on offer. Then, in consideration of discussion so far, reflect on the wider group's sentiment towards the different combined authority options – is there consensus on any one option, do views change, do they converge/ diverge, etc.?
14.55- 15.15	11. Overall preferences and combining options	Opportunity for participants to reflect on the different options – including the status quo – and discuss their preferences, and reasons for them. Refer back to key criteria
15.15-15.30	12. Summary and close	Final reflections and questions in plenary. Sum up and thank participants.

MAIN DISCUSSION GUIDE

TIMING	SECTIONS, QUESTIONS, PROMPTS, AND ACTIVITIES
10.30-10.40	<p><u>1: Arrival and introductions</u></p> <p><i>IN PLENARY</i></p> <p><i>LEAD MODERATOR TO WELCOME, INTRODUCE THE TEAM AND CLIENTS, INCLUDING ROLE OF IPSOS MORI AS INDEPENDENT RESEARCHERS, USING POWERPOINT SLIDES</i></p> <p>Today, we are going to discuss delivery of public services in your area, thinking about the challenges faced by local government and some of the possible options to deal with these challenges. Hampshire County Council is interested in your views on different ways that councils in Hampshire could change or be reorganised to help sustain the delivery of core council services in the future.</p> <ul style="list-style-type: none"> • <i>DISCUSSION RELAXED AND INFORMAL.</i> • <i>NO RIGHT OR WRONG ANSWERS.</i> • <i>WE WANT TO HEAR ABOUT PEOPLE'S VIEWS AND EXPERIENCES.</i> • <i>KEEN TO SHARE EVERYONE'S THOUGHTS; WE ARE AFTER A RANGE OF OPINIONS, NOT SEEKING CONSENSUS.</i> • <i>PLEASE FEEL FREE TO DISAGREE WITH ONE ANOTHER; JUST KEEP IT POLITE.</i> • <i>WE WILL MAKE SURE EVERYONE GETS A CHANCE TO SHARE THEIR OPINION.</i> • <i>LOTS TO GET THROUGH, SO WE MAY HAVE TO MOVE PEOPLE ON FROM TIME TO TIME.</i> • <i>CLARIFY TIMINGS- WILL RUN FROM 10.30- 1PM WITH A 30MIN BREAK FOR LUNCH, THEN 2 HOUR AFTERNOON SESSION, SO FINISHED 3.30PM.</i> • <i>OTHER HOUSEKEEPING – FIRE ALARMS, FACILITIES, MOBILES, ETC.</i> • <i>EXPLAIN HOW DATA WILL NOT BE ATTRIBUTABLE TO INDIVIDUALS, BUT FEEDBACK ON WHAT RESIDENTS THINK</i>
10.40-11.00	<p><u>2: General discussion of local government</u></p> <p><i>ON TABLES</i></p> <p><i>(NAME BADGES AND TABLE ALLOCATION TO BE COMPLETED IN ADVANCE)</i></p> <p><i>FOUR TABLES OF 7-8 PARTICIPANTS EACH. ONE MODERATOR AND NOTE TAKER PER TABLE</i></p> <p><i>MODERATOR TO REITERATE 'RULES' FOR DISCUSSION (E.G. THANK FOR COMING, IMPORTANCE OF HEARING FROM EVERYONE, ROLE OF ANONYMITY AND <u>PERMISSION FOR DISCUSSION TO BE RECORDED</u>)</i></p>

	<p>Go round table and introduce yourselves to each other...your name, where you live, and the best thing about living here.</p> <p>How much do you feel you know about local government in Hampshire/ did you know before today?</p> <ul style="list-style-type: none"> • Who delivers what public services? • How local government is organised? • Who makes decisions/ who your local councillor is? <p>How important to you is knowing about how local government is organised and managed? Does it matter or not?</p> <ul style="list-style-type: none"> • What makes you say that? <p>Today, we are mostly going to focus on how local government in Hampshire is structured, and how council services might be overseen and run in future, rather than focusing on how good or bad individual services are. But please use your experiences – both good and bad – to help you decide what you think the priorities should be.</p> <p>MODERATOR TO PRESENT PRINT OUT: 1. KEY SERVICES SHOWING WHO DELIVERS WHAT.</p> <p>In thinking about this, what are your general experiences of council services like the ones shown here?</p> <ul style="list-style-type: none"> • Are there particular services in your area that need improving? • What makes you say that?
11.00-11.10	<p><u>3: Introducing the case for change</u></p> <p><i>IN PLENARY</i></p> <p><i>LEAD MODERATOR TO PRESENT POWERPOINT SLIDES SUMMARISING:</i></p> <ul style="list-style-type: none"> • <i>HOW COUNCIL SERVICES ARE CURRENTLY STRUCTURED (INCLUDING HAMPSHIRE GEOGRAPHY)</i> • <i>FUNDING CHALLENGES</i> • <i>THE WIDER DEVOLUTION AGENDA</i> • <i>THE CASE FOR CHANGE IN FUTURE, EMPHASISING THAT CHANGE COULD MEAN DIFFERENT STRUCTURES, WHICH MAY HAVE IMPLICATIONS FOR HOW SERVICES ARE DELIVERED, AND HOW THEY ARE ACCESSED BY SERVICE USERS</i> • <i>COVER THE OPTION OF MAINTAINING THE STATUS QUO AND THE IMPLICATIONS OF THIS</i>

	<ul style="list-style-type: none"> • <i>ALLOW BRIEF TIME FOR QUESTIONS ON POINTS OF FACT</i>
11.10-11.40	<p>4: Key priorities/ principles</p> <p><i>IN TABLES</i></p> <p>What do you think of what you've just heard?</p> <ul style="list-style-type: none"> • How much of this did you already know? • What questions does this raise? • What did you find surprising? <p>Councils in Hampshire are thinking about how to respond to these challenges and we'll be exploring this as we go through the rest of the day.</p> <p>Right now, I want you to work together in pairs and think about this question:</p> <p><i>MODERATOR TO HAVE KEY QUESTION WRITTEN ON FLIPCHART</i></p> <p>Imagine you are one of the people in charge of deciding how councils in Hampshire should respond to these challenges.</p> <p>What are the most important factors to take into account when thinking about how the structure of local government in Hampshire might change or be reorganised?</p> <p><i>IF NEEDED:</i> Remember that the councils in Hampshire will most likely need to do things differently in the future in order to sustain services. Think about the principles councils in Hampshire should bear in mind when making choices about the future.</p> <p>When discussing this in your pairs, it might be helpful to think about some of the following:</p> <ol style="list-style-type: none"> 1. What are the good and bad things about your experiences of council services? 2. What does good local government look like? 3. What criteria should those making decisions consider? <p>Discuss that in your pairs for 5 minutes. Write down on your Post-It notes – one thing per Post-It – the principles you think councils should bear in mind. Then we'll come together and discuss in more detail.</p> <p><i>WORK IN PAIRS FOR 5 MINUTES. GET PARTICIPANTS TO PLACE POST-ITS ON FLIPCHART/ WALL. MODERATOR TO TALK THROUGH AND GROUP POST-ITS BY THEME WHILE DOING SO.</i></p> <p><i>DISCUSS AS A TABLE... What makes these important?</i></p> <p><i>THEN PROBE FURTHER IN TABLES...What else do you think might be important to consider?</i></p> <p><i>PROBE ON HAMPSHIRE CC LIST THOSE PRINCIPLES NOT ALREADY MENTIONED</i></p> <p><i>2. HAMP CC PRINCIPLES LIST (SHARE LIST AS APPROPRIATE):</i></p>

	<ul style="list-style-type: none"> • Better joining up of services • Protecting services for the most vulnerable • Improving customer service • Improving accountability (e.g. access to councillors) • Improving the overall quality of services • Giving people more of a say in how services are run • Keeping Council tax levels down • Ensuring that there is good value for money <p>Which of these are the most important?</p> <p><i>GO ROUND GROUP AND GET PARTICIPANTS TO REFLECT ON THEIR KEY PRIORITIES BASED ON DISCUSSION SO FAR. MODERATOR TO FLIP CHART FOR LATER DISCUSSION.</i></p>
11.40-11.50	<p><u>5: Group feedback</u></p> <p><i>IN PLENARY</i></p> <p><i>LEAD MODERATOR TO GO ROUND ROOM AND COLLECT TOP 2/3 PRINCIPLES FOR LOCAL GOV RE-ORGANISATION</i></p>
11.50-12.00	<p><u>6. Break</u></p>
12.00-13.10	<p><u>7: Local government re-organisation</u></p> <p><i>IN PLENARY</i></p> <p><i>LEAD MODERATOR TO PRESENT POWERPOINT SLIDES SUMMARISING:</i></p> <ul style="list-style-type: none"> • <i>POSSIBLE MOVE TO RE-ORGANISATION TO UNITARY MODEL (VS. STATUS QUO)</i> • <i>THE PROCESS HANTS CC HAS GONE THROUGH SO FAR, INCLUDING DELOITTE REPORT</i> • <i>A SUMMARY OF THE NARROWED DOWN OPTIONS</i> <p><i>BACK TO TABLES</i></p> <p>What do you think about what you've just heard?</p> <ul style="list-style-type: none"> • Did anything stand out for you? • Was it new/ had you heard about the consultation before today? • Does it matter to you if the way local government is structured changes? Why/ why not? <p>Just a quick show of hands - what do you think about the <u>principle</u> of moving to a unitary model of local government? Who supports/ opposes/ has no views either way...?</p> <p>MODERATOR TO TAKE INITIAL STRAW POLL OF PARTICIPANTS FOR AND AGAINST A MOVE TO UNITARY VS. KEEPING THE STATUS QUO.</p>

- Those who support it – what makes you say this?
- Those who oppose it – what makes you say this?

What impact would a move to unitary local government have in terms of the principles we talked about earlier, if any?

MODERATOR TO REFLECT ON KEY PRINCIPLES FLIPCHARTED FROM EARLIER AND ASK GROUP WHETHER A UNITARY MODEL WOULD BE POSITIVE, NEGATIVE OR WOULD MAKE NO DIFFERENCE, AND WHY.

What would the pros and cons of unitary local government in Hampshire be do you think?

MODERATOR TO SPLIT GROUP INTO TWO. TASK ONE SUB-GROUP TO COME UP WITH A LIST OF PROS, AND THE OTHER WITH A LIST OF CONS, FOR MOVING TO A UNITARY FOR HAMPSHIRE. EXPLAIN THIS IS ABOUT FOCUSING ON THE TASK – THEY WILL HAVE THEIR CHANCE TO EXPRESS A PREFERENCE LATER ON.

10 MINS IN GROUP DISCUSSION. SUB-GROUPS TO RECORD THEIR VIEWS ON FLIP CHARTS.

THEN DISCUSS AS A GROUP. ANNOTATE ON FLIPCHART.

Anything else?

If Hampshire moved to a unitary model, there would be advantages and disadvantages associated with the change. What do you think of these? For now, focus on the principle of moving to unitary councils – we'll talk about the different options later.

*MODERATOR TO PROBE FURTHER WITH
3. GENERAL UNITARY PROS AND CONS*

FOCUS ON THOSE NOT ALREADY COVERED IN PREVIOUS DISCUSSION

- Cost savings from joining up services
- Easier to know who is responsible
- Improved consistency of service quality

VS

- Cause disruption while changes are made
- Weaken democratic accountability (fewer elected members)
- Could be too big to run services responsive to local needs

PROVIDE CHALLENGE ON SOME OF THESE- FOR EXAMPLE NOT ALWAYS THE CASE THAT LOSE LOCAL REPRESENTATION IN SERVICE RUN ACROSS HAMPSHIRE E.G. SOCIAL SERVICES

Now thinking about the two different unitary options for local government re-organisation, and the different ways it might look in Hampshire – do you have any views/ preferences on this? Does it matter?

What do you see as the advantages and disadvantages of having one unitary?

And what do you see as the advantages and disadvantages of having more than one unitary?

CAPTURE HEADLINE VIEWS AND REFER TO HANDOUTS EXPLAINING OPTIONS AND COMPARING PROS AND CONS

4. UNITARIES A vs B

REFER TO HAND OUT.

Key points:

- There's greater savings in single unitary
- Scaling services up makes them more sustainable (single unitary)
- There's disruption to services during changeover in both options, less so in single unitary
- There is perception that local needs will not be as well reflected in a single unitary model. However, there could be ways of making sure that this option was reflecting local needs, like local delivery team. EXPLORE WHAT THEY WOULD WANT.
- It might be easier to plan strategically across larger area, and this could help deliver infrastructure and housing projects across area
- Services should be provided more consistently across different areas in a single unitary model. They might decline in short term in three unitary option.

What do you think about splitting into the three areas as shown on the map earlier?

PROBE: Should it be split in a different way? Why/why not?

What would this mean to you/ the way you access services?

Are there any other options that you think would be useful to consider?

SUMMARISE EXERCISE

Now thinking about all you have heard so far, which option, if any, comes closest to your own view about how local government should be organised in Hampshire?

FOLLOWING FULL DISCUSSION ASK PARTICIPANTS TO PLACE A STICKER ON THEIR PREFERRED OPTION, WHICH WILL BE DISPLAYED ON A FLIPCHART: SINGLE UNITARY/ THREE UNITARIES/ RETAIN STATUS QUO/ SOMETHING ELSE/ STILL NOT REALLY SURE

Why did you choose the option you did?

MODERATOR TO NOTE IF PARTICIPANTS CHANGE THEIR POSITION AND PROBE ON WHY.

PROBE ON: ARE PEOPLE INDIFFERENT, WHAT OTHER INFORMATION MIGHT YOU NEED TO HELP YOU IN THIS CHOICE?

13.10-13.40	<p><u>Lunch break</u></p> <p><i>CLEAR TABLES DURING BREAK – DISPLAY RESULTS FROM DISCUSSIONS</i></p>
13.40-13.55	<p><u>8. Reflection Exercise</u></p> <p><u>PUT UP 3 LARGE FLIPCHART SHEETS AROUND ROOM FOR PARTICIPANTS TO WALK ROUND AND ADD COMMENTS/ POST ITs TO.</u></p> <ol style="list-style-type: none"> 1. What have you found out that is surprising or interesting? 2. What questions do you still have after this morning? 3. Have your views on Hampshire having a unitary model changed throughout the morning? In what way? <p><i>IN PLENARY</i></p> <p><i>LEAD MODERATOR TO GO ROUND FLIPCHARTS, SUMMARISE KEY POINTS AND PICK UP ON ANYTHING INTERESTING.</i></p>
13.55-14.40	<p><u>9: Combined authorities</u></p> <p><i>IN PLENARY</i></p> <p><i>LEAD MODERATOR TO PRESENT POWERPOINT SLIDES SUMMARISING:</i></p> <ul style="list-style-type: none"> • <i>GOVERNMENT DEVOLUTION AGENDA</i> • <i>DIFFERENT TO LOCAL GOV RE-ORGANISATION – BUT COULD HAPPEN AS WELL AS OR INSTEAD OF</i> • <i>EXPLAIN COMBINED AUTHORITIES AND WHAT THEY MIGHT OFFER, DEPENDING ON WHAT IS AGREED WITH CENTRAL GOVT</i> • <i>EXPLAIN OPTIONS BEING CONSIDERED BY HANTS CC (AND ANSWER QUERIES ABOUT ALTERNATIVES IF THEY COME UP)</i> <p><i>BACK TO TABLES</i></p> <p>What do you think about what you've just heard?</p> <ul style="list-style-type: none"> • Did anything stand out for you? • Was it new? • Do you have any questions about it? <p><i>MODERATOR TO RECAP:</i></p>

A Combined Authority is an *additional layer of government*, that would be added to what is *already in place* (the County council and District councils). *Unlike* a unitary, it would not replace any current government structure.

It means that some of district councils could legally join together to get the extra funding and extra powers. These additional powers could come up from council level, or down from central govt.

What do you think about the principle of getting more powers and funding for Hampshire?

- Why would this be good/not good for Hampshire?

And what do you think about the model for doing this – i.e. having a one or more combined authorities for Hampshire? Who supports/ opposes/ has no views either way...?

MODERATOR TO TAKE INITIAL STRAW POLL OF PARTICIPANTS FOR AND AGAINST HAVING A COMBINED AUTHORITY MODEL FOR HANTS

- Those who support it – what makes you say this?
- Those who oppose it – what makes you say this?

What do you think are the pros and cons of having one or more combined authorities for Hampshire?

MODERATOR TO SPLIT GROUP INTO TWO. TASK ONE SUB-GROUP TO COME UP WITH A LIST OF PROS, AND THE OTHER WITH A LIST OF CONS, FOR MOVING TO A COMBINED AUTHORITY(IES) FOR HAMPSHIRE. EXPLAIN THIS IS ABOUT FOCUSING ON THE TASK – THEY WILL HAVE THEIR CHANCE TO EXPRESS A PREFERENCE LATER ON.

10 MINS IN GROUP DISCUSSION. SUB-GROUPS TO RECORD THEIR VIEWS ON FLIP CHARTS.

THEN DISCUSS AS A GROUP. ANNOTATE ON FLIPCHART.

Anything else?

MODERATOR TO PROBE FURTHER WITH

5. COMBINED AUTHORITIES GENERAL PROS AND CONS:

If Hampshire had one or more combined authorities, there would be advantages and disadvantages associated with the change. What do you think of these? For now, focus on the principle of having a combined authority – we'll talk about the different options later.

FOCUS ON THOSE NOT ALREADY COVERED IN PREVIOUS DISCUSSION

- Gain more decision-making powers
- Gain more money from central Government
- Replace the need for other existing partnerships
- Keep existing councils

	<ul style="list-style-type: none"> • Support economic growth <p>VS</p> <ul style="list-style-type: none"> • Add complexity – additional layer of government • Add some cost <hr/> <p>Now thinking about the <u>two different options</u> for combined authorities, and the different ways it might look in Hampshire – do you have any views/ preferences on this? Does it matter?</p> <p>What do you see as the advantages and disadvantages of having a single combined authority?</p> <p>What do you see as the advantages and disadvantages of having two combined authorities?</p> <p><i>CAPTURE HEADLINE VIEWS AND REFER TO HANDOUTS EXPLAINING OPTIONS AND COMPARING PROS AND CONS</i></p> <p><i>6. COMBINED AUTHORITIES A vs B</i></p> <p>REFER TO HAND OUT</p> <p>Key points:</p> <ul style="list-style-type: none"> • A single Combined Authority adds complexity but less than two Combined Authorities • Costs are greater for two CAs • A single CA would minimise the impact of change (i.e. not breaking up existing services) • Whereas, two CAs disrupts services by breaking up existing services • Ability to plan services more strategically in a single CA • (NOT ON SLIDE- MAKE SURE COVER) The single CA area fits the same area as used with other public services (Police, Fire, NHS, Local Economic Partnerships), so makes it easier to deliver these services. <p>Whereas the boundaries of the two CA areas do not align with these services so would not fit with what is already in place.</p> <p>(NB IN TWO COMBINED AUTHORITIES OPTION HAMPSHIRE COUNTY COUNCIL WOULD BE A MEMBER OF BOTH)</p>
14.40 – 14.55	<p><u>10: Elected mayors</u></p> <p><i>AT TABLES</i></p> <p>Have you heard of directly elected mayors?</p> <ul style="list-style-type: none"> • What have you heard? • What do you think about them? Positive/ negative? <p><i>EXPLAIN HOW ELECTED MAYORS WORK</i></p> <p><i>7. HANDOUT ON MAYORS</i></p>

How would you feel about having a directly elected mayor (or mayors) in Hampshire? Who supports/ opposes/ has no views either way...?

MODERATOR TO TAKE INITIAL STRAW POLL OF PARTICIPANTS FOR AND AGAINST HAVING A MAYOR.

- Those who support it – what makes you say this?
- Those who oppose it – what makes you say this?

What could the role of a mayor in Hampshire be?

EXPLAIN COMBINED AUTHORITIES LIKELY TO NEED A MAYOR IN RETURN FOR FUNDING AND MORE POWERS

What do you think about this?

Do you think it is a good/ bad thing that a combined authority should be led by a directly elected mayor? Why/ why not?

PROBE: Would it work in Hampshire? Why/why not?

8. HANDOUT PROS AND CONS OF MAYORS (IF NECESSARY)

Would a 'condition' of having a mayor make you feel differently about whether Hampshire should ask for more devolved powers/ create a combined authority? Why/ why not?

ROUND UP EXERCISE

Now thinking about all you have heard so far, I want to ask you again which option, if any, comes closest to your own view about creating a combined authority in Hampshire?

FOLLOWING FULL DISCUSSION ASK PARTICIPANTS TO PLACE A STICKER ON THEIR PREFERRED OPTION, WHICH WILL BE DISPLAYED ON A FLIPCHART: SINGLE COMBINED AUTHORITY/ TWO COMBINED AUTHORITIES/ NO COMBINED AUTHORITY/ STILL NOT REALLY SURE

Why did you choose the option you did?

MODERATOR TO NOTE IF PARTICIPANTS CHANGE THEIR POSITION AND PROBE ON WHY.

PROBE ON: ARE PEOPLE INDIFFERENT, WHAT OTHER INFORMATION MIGHT YOU NEED TO HELP YOU IN THIS CHOICE?

14.55- 15.15	<p><u>11. Overall preferences and combining options</u></p> <p>Now that we've discussed different ways that local government in Hampshire could change or be reorganised, it would be good to sum up your overall views about the best way forward.</p> <p><i>MODERATOR TO LEAD DISCUSSION ABOUT PREFERENCES, REFERRING TO EARLIER CRITERIA / PERCEPTIONS OF EACH OPTION – NATURE OF THIS DISCUSSION WILL DEPEND ON WHAT'S BEEN SAID UNTIL THIS POINT</i></p> <ul style="list-style-type: none"> • Status quo? Why? What about the implications? • Unitary? One or more? Why? What about the implications? • Combined authority? One or more? What about the implications? • An elected mayor? Why? What about the implications? <p>And what do you think about going ahead with more than one of these options?</p> <ul style="list-style-type: none"> • Unitary + combined authority + elected mayor <p>Overall, what's your preferred option?</p> <p>Having discussed these issues in detail, does what happens next matter to you? Why/why not?</p>
15.15- 15.30	<p><u>12: Summary and close</u></p> <p><i>IN PLENARY</i></p> <p><i>LEAD MODERATOR TO GO ROUND AND ASK EACH GROUP MODERATOR TO SUM UP FINAL PREFERENCES AROUND THE OPTIONS</i></p> <p>Any final questions/ comments participants would like us to feed back?</p> <p><i>FEEDBACK FROM PARTICIPANTS.</i></p> <p><i>REASSURANCE ON HOW DATA WILL BE USED AND NEXT STEPS.</i></p> <p><i>THANK AND ADMINISTER INCENTIVES</i></p>

Table 7.4: Workshop participant profile

Demographic characteristic		No. participants
Gender	Male	42
	Female	56
Age	18-25	7
	26-39	26
	40-55	39
	56-69	21
	70+	5
Work status	Working full-time	49
	Not working full-time	25
	Other	24
Socio-economic group	AB	26
	C1	38
	C2	12
	DE	22
Ethnicity	White	94
	Other	4
District	Basingstoke and Deane	16
	East Hampshire	3
	Eastleigh	17
	Fareham	19
	Gosport	1
	Hart	3
	Havant	1
	New Forest	7
	Rushmoor	1
	Test Valley	1
	Winchester	22
	Other Hampshire (not specified)	7

Appendix E: Consultation response form

This consultation is open from midday on 27 July and will close at 11.59pm on 20 September 2016

Background

Hampshire County Council is asking for your views on different ways that councils in Hampshire could change or be reorganised to help sustain the delivery of core council services in the future. This includes how councils in Hampshire could receive more devolved powers and funding from central Government.

Similar to most other areas, the amount of money that councils in Hampshire receive from central Government is reducing. At the same time Hampshire's population is growing, which is placing more demand on council services. These changes mean that it could become more difficult to sustain core council services without making any change or reorganising.

Hampshire County Council does not have to recommend any changes or reorganisation to central Government. Instead, it could choose to propose to keep the status-quo. However, this could make it more difficult to continue to deliver services at current levels.

Any changes could affect you – for example, in terms of how much council tax you pay, the influence you have over how public money is spent, what council services you receive in the future, and the way services are delivered. Hampshire County Council would like to listen to your views first, before considering what recommendations to make to central Government about any change or reorganising.

We are asking those who are interested in having a say to complete this Response Form. Before completing the response form, please read the accompanying *Serving Hampshire Consultation Information Pack*. It provides important background information about the reasons for this consultation, the options for how Hampshire councils could be changed or reorganised in the future, and the case for and against these. This will be helpful when considering your responses. Details are also available online at www3.hants.gov.uk/servinghampshire.

Please bear in mind this is a consultation, not a 'vote'. Hampshire County Council will take responses into account along with the views of local district, parish and town councils, public sector partner organisations, voluntary and community groups, businesses and other interested stakeholders.

This consultation concerns the county of Hampshire – the area covered by Hampshire County Council and the 11 district councils in Hampshire – not the cities of Portsmouth and Southampton or the Isle of Wight. However, some of the options for change in Hampshire do refer to the two cities and the island.

Hampshire County Council has appointed independent researchers, Ipsos MORI, to process and analyse responses to this consultation.

How to provide your comments

When completing this Response Form, please write clearly using black or blue ink – do not use pencil. Please reply using the Freepost envelope provided, or send your completed Response Form to the Freepost address below. You do not need a stamp.

Freepost Plus RTTH–GRYG–SCXZ

Serving Hampshire Consultation
Ipsos MORI
PO BOX 1188
Kynberley Road
Harrow
HA1 9NU

Alternatively, you can complete this Response Form online via Hampshire County Council's online consultation page www3.hants.gov.uk/servinghampshire. You can also email your response directly to Ipsos MORI using the consultation email address servinghampshire@ipsos-mori.com.

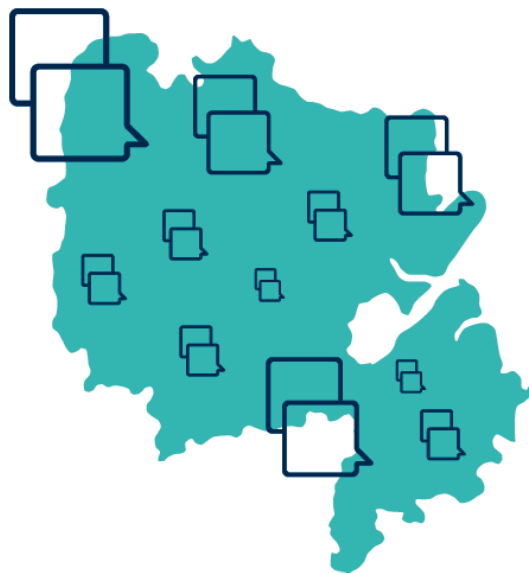
Please only complete and submit one Response Form, either on paper hard copy, online, or by email.

If you have any other queries about this consultation, please contact us by emailing servinghampshire@ipsos-mori.com or by calling Freephone 0800 2024 970.

14-00594-08 SERVING HAMPSHIRE CONSULTATION RESPONSE FORM

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Serving Hampshire Consultation Response Form



Hampshire
County Council

www.hants.gov.uk

Data Protection

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the access to information regimes. These are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA), and the Environmental Information Regulations 2004 (EIR).

If you want information that you provide to be treated as confidential, please be aware that, under the FOIA and the EIR, there is a statutory Code of Practice which deals, amongst other things, with obligations of confidence. In view of this, it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances.

Hampshire County Council and Ipsos MORI will process your personal data in accordance with the Data Protection Act 1998.

The contact information that you provide will be used to perform internal checks to ensure the validity of responses.

If you wish for your response to be treated as confidential please tick the box and write in your reasons below.

☐

About You

The following questions will help us to understand more about the range of people and organisations who have responded to this consultation and to identify local issues. The information you provide will not be used for any purpose other than assessing responses to this consultation.

Q1. Your name: (optional)

Q2. Please provide the first part of your postcode by writing in the box below.

PLEASE WRITE IN THE BOX BELOW

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Q3. In which, if any of the following districts do you live? This is the district or borough council that collects your household's Council Tax?

PLEASE ✓ ONE BOX ONLY

- ☐ Basingstoke and Deane Borough Council
- ☐ East Hampshire District Council
- ☐ Eastleigh Borough Council
- ☐ Fareham Borough Council
- ☐ Gosport Borough Council
- ☐ Hart District Council
- ☐ Havant Borough Council
- ☐ New Forest District Council
- ☐ Rushmoor Borough Council
- ☐ Test Valley Borough Council
- ☐ Winchester City Council
- ☐ Outside the Hampshire County Council area
- ☐ Don't know

Q4. Are you responding on your own behalf or on behalf of an organisation or group?

PLEASE ✓ ONE BOX ONLY

- ☐ I am providing my own response
- ☐ I am providing a response on behalf of an organisation or group

Local Services in Hampshire

EVERYONE PLEASE ANSWER THIS SECTION

Q5. There are a number of different ways that councils in Hampshire could change or be reorganised to help sustain the delivery of council services in the future. In thinking about possible ways in which council services in Hampshire might change or be reorganised in the future, which two or three of the following things, if any, are most important to you?

PLEASE ✓ UP TO THREE BOXES ONLY

- ☐ Giving local people more of a say over how council services are run
- ☐ Better joining-up of public services across the Hampshire area
- ☐ Minimising the impact any change or reorganisation might have on the way local people currently receive and access council services
- ☐ Reducing/ keeping down Council Tax levels
- ☐ Ensuring local people are able to hold those responsible for local public services to account effectively
- ☐ Making it clear to local people who is responsible for which services across the Hampshire area
- ☐ Getting greater value from public money
- ☐ Securing more powers and funding from central Government at the local level
- ☐ Promoting economic growth and job creation in the Hampshire area
- ☐ Ensuring services reflect the needs of local communities
- ☐ Protecting services for the most vulnerable people in the Hampshire area
- ☐ Something else

(PLEASE ✓ THE BOX AND WRITE IN BELOW)

- ☐ None of these
- ☐ Don't know

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14-04089-03 SERVING HAMPSHIRE CONSULTATION RESPONSE FORM

Q7. Which one, if any of these comes closest to your own view about whether or not to introduce a combined authority or authorities in Hampshire?

PLEASE ✓ ONE BOX ONLY

- ☐ Option 1a - create a single combined authority (which would be called Hampshire and Isle of Wight combined authority)
- ☐ Option 1b - create two combined authorities (one of which would be called Heart of Hampshire combined authority, and the other would be called Solent combined authority)
- ☐ Do not create a combined authority or authorities for the Hampshire area
- ☐ Don't know

Q8. Why do you say this? PLEASE WRITE IN BELOW

Q9. To what extent do you support or oppose having a directly elected mayor in place who could lead any combined authority in Hampshire, or do you have no feelings either way?

PLEASE ✓ ONE BOX ONLY

- | | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Strongly support | Tend to support | No feelings either way | Tend to oppose | Strongly oppose | Don't know |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Option Two: Reorganise to a Unitary Council Model

EVERYONE PLEASE ANSWER THIS SECTION

In addition to looking at options for combined authorities, Hampshire County Council could also propose to merge to form one or more unitary councils. This would mean that residents would receive council services from a single council only, rather than Hampshire County Council and their district council, which would be replaced by the new unitary council or councils. A unitary model could also include some, or all, of the existing unitary councils of Southampton, Portsmouth and the Isle of Wight. If residents favoured a unitary model, there are different ways this could be achieved.

Please read Serving Hampshire Consultation Information Pack to find out more about unitary local government and what this could mean for Hampshire before providing your response. Details are also available online at www3.hants.gov.uk/servinghampshire

Q10. To what extent do you support or oppose the principle of replacing Hampshire's Hampshire County Council and the 11 districts with one or more new unitary councils, responsible for all council services in the area, or do you have no feelings either way?

PLEASE ✓ ONE BOX ONLY

- | | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Strongly support | Tend to support | No feelings either way | Tend to oppose | Strongly oppose | Don't know |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

16-045091-03 SERVING HAMPSHIRE CONSULTATION RESPONSE FORM

Option 1: Create one, or Possibly Two Combined Authorities

EVERYONE PLEASE ANSWER THIS SECTION

One option under consideration is to create one, or possibly two, combined authorities. This is where Hampshire County Council and the 11 district councils could legally join together, with or without Portsmouth, Southampton or Isle of Wight councils. One, or possibly two, combined authority arrangements would allow some services to be run jointly, such as those related to transport, and for more powers and funding to be gained from central Government.

Any combined authority or authorities would create an additional layer of government alongside existing councils. Hampshire County Council and the 11 district councils in Hampshire would continue to provide services outside of those provided by the combined authority or authorities.

Please read *Serving Hampshire* Consultation Information Pack to find out more about combined authorities and what this could mean for Hampshire before providing your response. Details are also available online at www3.hants.gov.uk/servinghampshire.

Q6. To what extent do you support or oppose the principle of more decision-making powers being transferred from central Government to local councils through a combined authority, or do you have no feelings either way?

PLEASE ✓ ONE BOX ONLY

- | | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Strongly support | Tend to support | No feelings either way | Tend to oppose | Strongly oppose | Don't know |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

There are currently two options being considered by Hampshire County Council for a combined authority or authorities in Hampshire, as follows:

Option 1a: create a single combined authority called the *Hampshire and Isle of Wight* combined authority made up of Hampshire County Council, the 11 district councils in Hampshire plus Portsmouth City Council, Southampton City Council and Isle of Wight Council.

Central Government's preference is for a combined authority to be led by a directly elected mayor. Thus, a combined authority approach could mean electing one or more mayors for Hampshire, who would have decision-making powers.

Please read *Serving Hampshire Consultation Information Pack* to find out more about the different options presented for combined authorities in the Hampshire area, and about directly elected mayors, before providing your response. Details are also available online at www3.hants.gov.uk/servinghampshire.

Option 1b: create two separate combined authorities:

- *Heart of Hampshire* combined authority – covering part of Hampshire and made up of Basingstoke and Deane, Hart, New Forest, Rushmoor, Test Valley and Winchester district councils and Hampshire County Council.
- *Solent* combined authority – covering part of Hampshire and made up of Eastleigh, East Hampshire, Fareham, Gosport and Havant district councils, Hampshire County Council and the councils of Portsmouth, Southampton and the Isle of Wight.

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Hampshire County Council would like your views on two options for possible reorganisation towards a unitary council model of local government. These options are based on a wider detailed independent analysis undertaken by the consultancy firm Deloitte.

Option 2a: create a **single** new unitary council for the existing Hampshire County Council area. This would mean replacing Hampshire County Council and the 11 district councils in Hampshire with a new single unitary council for Hampshire, responsible for all council services across the area. The existing unitary councils of Portsmouth, Southampton and the Isle of Wight would not be affected.

Option 2b: create **three** new unitary councils for the existing Hampshire County Council area and the neighbouring areas of Portsmouth and Southampton. This would mean replacing Hampshire County Council and the 11 district councils in Hampshire, as well as the existing unitary councils of Southampton and Portsmouth, with three new unitary councils, responsible for all council services across these areas. The existing Isle of Wight unitary council would not be affected.

The three new unitary council areas would be:

- **Greater Portsmouth** – Portsmouth City Council, the district councils of Fareham, Gosport and Havant, and the services provided by Hampshire County Council in the area equivalent to these district councils would merge to form a new **Greater Portsmouth** unitary council.
- **Greater Southampton** – Southampton City Council, the district councils of New Forest and Eastleigh and the services provided by Hampshire County Council in the area equivalent to these district councils would merge to form a new **Greater Southampton** unitary council.
- **North Hampshire** – the district councils of Winchester, Basingstoke, East Hampshire, Hart, Rushmoor and Test Valley and the services provided by Hampshire County Council in the area equivalent to these district councils would merge to form a new **North Hampshire** unitary council.

Please read *Serving Hampshire Consultation Information Pack* to find out more about the different options presented for unitary reorganisation in the Hampshire area before providing your response. Details are also available online at www3.hants.gov.uk/servinghampshire

Q11. Which one of the following options, if any comes closest to your own view about local government reorganisation towards a unitary council model in Hampshire?

- PLEASE ☒ ONE BOX ONLY
- ☐ Option 2a - create a single new unitary council for the existing Hampshire County Council area. (The existing unitary councils of Portsmouth, Southampton and the Isle of Wight would not be affected)
- ☐ Option 2b - create three new unitary councils for the existing Hampshire County Council area and the existing unitary council areas of Southampton and Portsmouth. These new unitary councils would be called Greater Portsmouth, Greater Southampton, and Greater Hampshire. (The existing Isle of Wight unitary council would not be affected)
- ☐ Replace Hampshire's 11 district councils and Hampshire County Council with a unitary model, but not either of the above
- ☐ Do not create any new unitary councils in Hampshire – retain the existing County Council and 11 district councils in Hampshire.
- ☐ Don't know

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Q12. Why do you say this? PLEASE WRITE IN BELOW

Keeping The Status Quo

EVERYONE PLEASE ANSWER THIS SECTION

Hampshire County Council does not have to recommend any changes or reorganisation to central Government. If current arrangements are maintained, then Hampshire County Council and the 11 district councils in Hampshire would continue to work together as they do at present. While this means that the present structure of local government in Hampshire would remain as it is, it could mean missing out on securing more powers and funding from central Government at the local level, lost opportunities to achieve better value for money, and that sustaining core council services in the future becomes harder.

Q13. To what extent do you support or oppose Hampshire County Council and the 11 district councils in Hampshire continuing to work together to deliver services without changing or reorganising, or do you have no feelings either way?

PLEASE ☒ ONE BOX ONLY

- Strongly support ☐ Tend to support ☐ No feelings either way ☐ Tend to oppose ☐ Strongly oppose ☐ Don't know ☐

Any Further Comments

Q14. Do you have any other comments on the proposals and options for how Hampshire County Council and the 11 district councils might change or be reorganised to help sustain the delivery of council services in the future? PLEASE WRITE IN BELOW

16-045091-01 | SERVING HAMPSHIRE CONSULTATION RESPONSE FORM

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More About You

To help ensure that we are meeting our obligations under the Equality Act 2010 we would be grateful if you could fill in the following questions. Completing these questions is voluntary and is not a requirement for your response to be accepted. We will use the findings to provide a summary of the types of people and organisations who responded to this consultation. It will not identify individuals.

Please only answer the following questions if you are responding on your own behalf, and not on behalf of an organisation or group – others go to Q20.

Q15. Are you? PLEASE ✓ ONE BOX ONLY

Male ☐ Female ☐ Other ☐ Prefer not to say ☐

Q16. Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months? PLEASE ✓ ONE BOX ONLY

Yes, a lot ☐ Yes, a little ☐ No ☐ Prefer not to say ☐

Q17. How old are you? PLEASE ✓ ONE BOX ONLY

☐ 17 years and under ☐ 35-44 ☐ 65-74
☐ 18-24 ☐ 45-54 ☐ 75+
☐ 25-34 ☐ 55-64 ☐ Prefer not to say

Q18. To which of these ethnic groups do you feel you belong?

PLEASE ✓ ONE BOX ONLY

White
☐ English / Welsh / Scottish / Northern Irish / British
☐ Irish
☐ Gypsy or Irish Traveller
☐ Any other White background
Black / African / Caribbean / Black British
☐ British
☐ African
☐ Caribbean
☐ Any other Black background
Asian / Asian British
☐ Indian
☐ Pakistani
☐ Bangladeshi
☐ Nepalese
☐ Chinese
☐ Any other Asian background
Mixed / multiple ethnic groups
☐ White and Black Caribbean
☐ White and Black African
☐ White and Asian
☐ Any other mixed background
Other ethnic group
☐ Arab
☐ Any other ethnic group
☐ Prefer not to say

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Q19. Which of the following best describes your current work status?

PLEASE ✓ ONE BOX ONLY

☐ Employee in full-time job (30 hours or more per week)
☐ Employee in part-time job (less than 30 hours per week)
☐ Self-employed – full or part time
☐ Government – supported training
☐ Unemployed and available for work
☐ Wholly retired from work
☐ Full-time education at school, college or University
☐ Looking after home/family
☐ Permanently sick/disabled
☐ Doing something else
☐ Prefer not to say

Please only complete this section if you are responding on behalf of an organisation or group.

Please remember that the Response Form and the information you provide may be subject to publication or release to other parties or to disclosure under regimes such as the Freedom of Information Act 2000, the Data Protection Act 1998 and the Environmental Information Regulations 2004.

Q20. What is your job position/ role and the name and address of the organisation or group on whose behalf you are submitting this response? The name and details of your organisation or group may appear in the final report.

PLEASE WRITE IN BELOW IN BLOCK CAPITALS

Job position/ role:

Name of organisation/ group:

Address of organisation/ group:

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Q21. Which of these best describes your group or organisation? PLEASE TICK ☒ BOX ONLY

- ☐ Local employer
- ☐ Local residents' association
- ☐ Charity / non-government organisation
- ☐ School / college / place of Higher Education
- ☐ Elected Hampshire County councillor, elected district, borough or unitary councillor – PLEASE SPECIFY WHICH DISTRICT, BOROUGH OR UNITARY COUNCIL YOU REPRESENT IN THE BOX BELOW

PLEASE SPECIFY WHICH DISTRICT, BOROUGH OR UNITARY COUNCIL YOU REPRESENT IN THE BOX BELOW

☐ **Parish councillor** – please specify which parish council you represent in the box below

☐ Local public sector organisation, e.g. district, borough or unitary council, emergency services, health services – PLEASE SPECIFY WHICH PUBLIC SECTOR ORGANISATION YOU REPRESENT IN THE BOX BELOW

☐ Businesses or business interest group

☐ Local community or voluntary group

☐ Other – PLEASE ✓ AND WRITE IN THE BOX

Q22. Please tell us who the organisation or group represents, and where applicable, how views of members were assembled. PLEASE WRITE IN THE BOX BELOW.

views of members were assembled. PLEASE WRITE IN THE BOX BELOW

Thank you for taking part in the consultation - please return your completed Response Form in the Freepost envelope provided or send it to the following address before the closing date of 20 September 2016:

Freeport Plus RTTH-GRYG-SCXZ
Serving Hampshire Consultation
Ipsos MORI
PO BOX 1188
Kymbertley Road
Harrow
HA1 9NU

Please note that responses received after the closing date will not be included in the findings report.

Appendix F: Consultation - technical details

Understanding who has responded

While a consultation exercise is a valuable way to gather opinions about a wide-ranging topic, there are a number of factors that should be borne in mind when interpreting the results.

While the consultation was open to everyone, the participants were self-selecting, and certain types of people may have been more likely to contribute than others. This means that the responses are not representative of the Hampshire population as a whole.

As is typical with consultations, there can be a tendency for responses to come from those more likely to consider themselves affected and more motivated to express their views. In previous consultations, we have found that responses also tend to be more biased towards those people who believe they will be negatively impacted by the implementation of any proposals consulted on.

Thus, it must be understood that the consultation findings, as reflected through this report, can only hope to catalogue the various opinions of the members of the public and stakeholder organisations who have chosen to respond to the proposals. It cannot measure in fine detail the exact *strength* of particular views or concerns amongst the general public, nor may the responses have fully explained the views of those responding on every relevant matter. It should not, therefore, be taken as a comprehensive statement of public and other stakeholder opinion.

As such, for the open consultation, any figures presented are done so as numbers and not as percentages.

Understanding the different audiences

While attempts are made to draw out the variation between the different audiences engaged with through the open consultation, it is important to note that responses are not directly comparable. Participants may have received differing levels of information about the proposals when taking part - the response form sign-posted relevant chapters of the full supporting information booklet and participants were encouraged to read this, but of course it is not known to what extent each participant read the document. Some responses will therefore be based on more informed opinions than others, and may also reflect differing degrees of interest across participants.

Definition of stakeholder organisations

Those who responded on behalf of an organisation or group were classified as stakeholder organisation responses. Those classified as stakeholder organisations included elected representatives, schools and places of further and higher education, community and voluntary groups, businesses and business interest groups, and local government organisations, including district, parish and town councils. A full list of the organisations that took part (excluding those requesting confidentiality) can be found in Appendix G.

Because stakeholder organisations tend to be more informed than members of the public, these have been reported on separately from members of the public in this report.

Definition of general public respondents

Participants who said they were providing their own response at question 4 on the response form were generally classified as members of the public, unless it was clear from their response that they were responding on behalf of a group or organisation. Those who responded by email or letter (i.e. not using the official response form) were classified as members of the public, unless it was clear that they were responding on behalf of an organisation or group.

Number of responses

In total, 3,353 responses were received within the consultation period. Responses were received via a number of different response channels, the breakdown of which is set out in the table below.

Table 7.5: Open consultation: response type

Response Method	Count
Online response form Responses submitted via the response form on the consultation website	3,022 (includes 60 stakeholder organisations and 2,962 members of the public)
Hard copy response form Completed response forms submitted by post or scanned and emailed	239 (includes 1 stakeholder organisation and 238 members of the public)
Letters and emails sent to the consultation response address Responses submitted by post or email not using the response form structure	92 (includes 31 stakeholder organisations and 61 members of the public)
TOTAL	3,353

Please note that because a small number of participants responded by email and post, and not using the response form, findings from these response channels can only be included in the analysis of the open-ended or free text question responses. This is because those using email and paper do not necessarily follow the structure of the official response form.

Analysis of responses

Analysis of the responses to the consultation questions required coding of the data. Coding is the process by which responses are matched against standard codes Ipsos MORI has compiled, so that their content can be classified and tabulated. Each of these codes represents a discrete issue or viewpoint raised by a number of participants in their verbatim responses.

The complete coding frame is comprehensive in representing the whole range of issues or viewpoints given in the open consultation responses. The codes were continually developed throughout the consultation period as further responses were coded to ensure that any new viewpoints that emerged were captured and no nuances lost. Any one response may have had a number of different codes applied to it if a participant made more than one point, or addressed a number of different themes or viewpoints. Comments were coded in the section of the code frame they related to rather than on a question-by-question basis.

Appendix G: Consultation-participant profile

Profile of stakeholder organisations responding

Table 6.6 provides a list of stakeholder organisations responding to the open consultation. Those who requested confidentiality or anonymity have not been included.

The response forms asked stakeholder organisations to indicate the category of organisation they felt best described them from a pre-determined list. For the purposes of consistency of reporting, Ipsos MORI has occasionally chosen to reallocate stakeholder organisations to a different category to the one that they self-selected - however, participants own selections have been largely respected. Stakeholder organisations that responded by email or letter were allocated to categories by Ipsos MORI to the best of its judgement. (Please note that the categorisation of organisations has been undertaken to demonstrate the breadth of the response; the categorisation is not definitive and has no bearing on the way in which the responses were dealt with.)

Table 7.6: Stakeholder organisations responding to the open consultation

Organisation name	Type of organisation
Southern Water	Businesses or business interest group
Muffins Dream Foundation	Charity / non-government organisation
Hampshire Cultural Trust	Charity / non-government organisation
Parkside (Aldershot and District Learning Disability)	Charity / non-government organisation
Basingstoke and Deane Borough Council (Cllr)	Elected Hampshire County councillor, elected district, borough or unitary councillor
Hampshire County Council (Cllr)	Elected Hampshire County councillor, elected district, borough or unitary councillor
Penton Bellinger Ward (Cllr)	Elected Hampshire County councillor, elected district, borough or unitary councillor
Basingstoke & Deane Over 55s Forum	Local community or voluntary group
Basingstoke Citizens Advice	Local community or voluntary group
Basingstoke Energy Services Co-op	Local community or voluntary group
CPRE Hampshire	Local community or voluntary group
Cycling UK North Hampshire	Local community or voluntary group
Gosport Children's Contact Centre	Local community or voluntary group
New Forest Citizens Advice Bureau	Local community or voluntary group
Arup Engineering	Local employer
Hampshire Association of Local Councils	Local public sector organisation - association of councils
New Forest Association of Local Councils	Local public sector organisation - association of councils
Office of the Police and Crime Commissioner for Hampshire	Local public sector organisation - crime and policing

Eastleigh Borough Council	Local public sector organisation - district/borough council
Hampshire Playing Fields Association	Local public sector organisation - environment
South Downs National Park Authority	Local public sector organisation - environment
Hampshire Fire and Rescue Authority	Local public sector organisation - fire and rescue
Abbeywell Surgery	Local public sector organisation - health
Fareham and Gosport and South Eastern Hampshire Clinical Commissioning Groups	Local public sector organisation - health
NE Hampshire and Farnham CCG	Local public sector organisation - health
NHS West Hampshire Clinical Commissioning Group	Local public sector organisation - health
Sussex Partnership NHS Foundation Trust	Local public sector organisation - health
Andover Town Council	Local public sector organisation - parish council
Ashurst and Colbury Parish Council	Local public sector organisation - parish council
Baughurst Parish Council	Local public sector organisation - parish council
Bishop's Sutton Parish Council	Local public sector organisation - parish council
Botley Parish Council	Local public sector organisation - parish council
Bramdean & Hinton Ampner Parish Council	Local public sector organisation - parish council
Burghclere Parish Council	Local public sector organisation - parish council
Chilworth Parish Council	Local public sector organisation - parish council
Chineham Parish Council	Local public sector organisation - parish council
Corhampton & Meonstoke Parish Council	Local public sector organisation - parish council
Curdrige Parish Council	Local public sector organisation - parish council
Dogmersfield Parish Council	Local public sector organisation - parish council
Dummer Parish Council	Local public sector organisation - parish council
Durley Parish Council	Local public sector organisation - parish council
Ecchinswell, Sydmonton & Bishops Green Parish Council	Local public sector organisation - parish council
Ewshot Parish Council	Local public sector organisation - parish council
Farringdon Parish Council	Local public sector organisation - parish council
Four Marks Parish Council	Local public sector organisation - parish council
Godshill Parish Council	Local public sector organisation - parish council
Grayshott Parish Council	Local public sector organisation - parish council
Headley Parish Council	Local public sector organisation - parish council
Hordle Parish Council	Local public sector organisation - parish council
Hyde Parish Council	Local public sector organisation - parish council
Hythe and Dibden Parish Council	Local public sector organisation - parish council
Kilmeston Parish Council	Local public sector organisation - parish council
Liss Parish Council	Local public sector organisation - parish council
Minstead Parish Council	Local public sector organisation - parish council
New Milton Town Council	Local public sector organisation - parish council
Petersfield Town Council	Local public sector organisation - parish council
Ringwood Town Council	Local public sector organisation - parish council
Romsey Town Council	Local public sector organisation - parish council
South Warnborough Parish Council	Local public sector organisation - parish council
Southwick & Widley Parish Council	Local public sector organisation - parish council

St. Mary Bourne Parish Council	Local public sector organisation - parish council
Steep Parish Council	Local public sector organisation - parish council
Titchborne Parish Council	Local public sector organisation - parish council
Upham Parish Council	Local public sector organisation - parish council
Upton Grey Parish Council	Local public sector organisation - parish council
West End Parish Council	Local public sector organisation - parish council
Weald Parish Council	Local public sector organisation - parish council
Worldham Parish Council	Local public sector organisation - parish council
Funtley Village Society	Local residents' association
People Voice	Local residents' association
Portchester Society	Local residents' association
Rooksdown Community Association	Local residents' association
Mims Davies, MP	Other - MP for Eastleigh
Andover and North West Hampshire Labour Party	Other - political party
Basingstoke Labour Group of Councillors	Other - political party
Eastleigh Conservative Association	Other - political party
Fareham Constituency Labour Party	Other - political party
Crescent Primary School	School / college / place of Higher Education
Halterworth School	School / college / place of Higher Education
Pilgrims Cross Primary School	School / college / place of Higher Education
Wickham CE Primary School	School / college / place of Higher Education
Wolverdene School	School / college / place of Higher Education
Woolton Hill Junior School	School / college / place of Higher Education
Westfields Infant School	School / college / place of Higher Education

Profile on individuals responding

Table 6.7 provides a summary of the profile of the individuals responding to the open consultation. The response form asked individuals to answer a number of questions relating to their demographic profile, so as to ascertain the types of people taking part.

Table 7.7: Profile of individuals responding to the open consultation

Demographic characteristic		No. responses
Gender	Male	1,551
	Female	1,506
Age	17 and under	2
	18-24	71
	25-34	315
	35-44	581
	45-54	752
	55-64	642
	65+	645
Limiting disability/health condition	Yes	321
	No	2,685
Work status	Working full-time	1,706
	Not working full-time	1,305
Ethnicity	White	2,895
	BME	57
District	Basingstoke and Deane	280
	East Hampshire	222
	Eastleigh	372
	Fareham	233
	Gosport	99
	Hart	430
	Havant	130
	New Forest	246
	Rushmoor	44
	Test Valley	298
	Winchester	563
	Outside the Hampshire area	252

Appendix H: Additional tables – consultation

The following tables provide additional data from the open consultation.

Table 7.8: Views on unitary authority options in Hampshire - demographic and attitudinal crossbreaks

Demographic characteristic	Create a single unitary council (Option 2a)	Create three new unitary councils (Option 2b)	Create a unitary model, but neither of these	Do not create any unitary councils	Don't know
Total:	1,218	489	307	1,052	102
Sex:					
Male	589	248	161	510	35
Female	597	224	127	487	58
Age:					
Under 35	157	64	29	119	18
35-54	612	180	121	366	47
55+	408	221	137	475	31
Work status:					
In work	970	315	212	636	73
Not in work	217	149	71	329	19
Transfer of power from central government to local authorities in principle					
Support	675	292	195	372	54
Oppose	437	161	94	586	22
Attitude towards directly elected mayors:					
Support	235	146	77	95	19
Oppose	708	225	164	792	38
Attitude towards unitary authorities:					
Support	1,018	320	215	33	26
Oppose	127	117	64	972	38
Preferred combined authority option:					
A single combined authority (Option 1a)	691	95	151	217	30

Multiple combined authorities (Option 1b)	80	246	65	151	22
Do not create any combined authorities	397	123	82	610	21
Don't know	32	12	8	27	26
Attitude towards the status quo:					
Support	291	141	65	878	34
Oppose	692	258	181	111	26

Table 7.9: Views on combined authority options in Hampshire - demographic and attitudinal crossbreaks

Demographic characteristic	Create a single combined authority (Option 1a)	Create two combined authorities (Option 1b)	Do not create a combined authority/ authorities	Don't know
Total:	1,195	571	1,236	107
Sex:				
Male	575	279	610	46
Female	577	271	568	50
Age:				
Under 35	171	71	129	15
35-54	583	207	502	33
55+	387	261	520	49
Work status:				
In work	969	354	815	59
Not in work	176	184	345	36
Transfer of power from central Government to local authorities in principle:				
Support	933	447	187	30
Oppose	160	92	946	41
Attitude towards directly elected mayors:				
Support	301	187	72	13
Oppose	577	245	1,000	52
Attitude towards unitary authorities:				
Support	753	266	535	47
Oppose	331	249	665	34
Preferred unitary option:				
Single unitary (Option 2a)	691	80	397	32
Multiple unitaries (Option 2b)	95	246	123	12
Replace with another unitary option	151	65	80	8
Retain existing structure	217	151	610	27
Don't know	30	22	21	26
Attitude towards the status quo:				
Support	379	215	731	38
Oppose	593	253	377	32

Table 7.10: Views on having a directly elected mayor - demographic and attitudinal crossbreaks

Demographic characteristic	Support directly elected mayor	Oppose directly elected mayor	No feelings either way	Don't know
Total:	576	1,942	614	50
Sex:				
Male	306	982	247	13
Female	253	873	337	35
Age:				
Under 35	88	177	115	8
35-54	249	756	300	26
55+	212	883	168	15
Work status:				
In work	421	1,247	511	35
Not in work	132	569	77	10
Preferred option for combined authorities:				
A single combined authority (Option 1a)	301	577	295	21
Multiple combined authorities (Option 1b)	187	245	130	5
Do not create any combined authorities	72	1,000	150	13
Don't know	13	52	33	9
Transfer of power from central Government to local authorities in principle:				
Support	426	755	395	22
Oppose	100	1,054	135	16
Attitude towards unitary authorities:				
Support	373	899	339	15
Oppose	169	941	194	22
Preferred unitary option:				
Single unitary (Option 2a)	235	708	260	12
Multiple unitaries (Option 2b)	146	225	110	6
Replace with another unitary option	77	164	63	3
Retain existing structure	95	792	137	24
Don't know	19	38	39	5
Attitude towards the status quo:				
Support	162	1,022	207	19
Oppose	324	685	248	17

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