



LOCAL GOVERNMENT COMMISSION  
FOR ENGLAND

FINAL RECOMMENDATIONS  
ON THE  
FUTURE LOCAL GOVERNMENT OF  
HAMPSHIRE



*Local Government Commission for England*

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A REPORT TO THE SECRETARY OF STATE  
FOR THE ENVIRONMENT

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# THE LOCAL GOVERNMENT COMMISSION FOR ENGLAND

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

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## **The Local Government Commission for England**

**Sir John Banham**  
Chairman

Dear Secretary of State

### **THE FUTURE LOCAL GOVERNMENT OF HAMPSHIRE**

With this letter the Local Government Commission is submitting its final recommendations for the structure of local government in Hampshire.

You will be aware that the Commission originally put forward a structure of two unitary authorities to serve Portsmouth and Southampton, with the retention of the present two-tier structure elsewhere in the county.

Since our draft recommendations were published on 14 June 1994, we have heard directly from some 65,000 respondents, including local authorities, voluntary organisations, businesses, parish and town councils and other local interests. We have also commissioned a survey of a representative sample of local residents.

The Commission did not set out to conduct a referendum and it is aware that there have been vigorous local campaigns, both for unitary structures and for no change. The Commission appreciates that these may have influenced people's views. Nevertheless, the Commission is satisfied that it has obtained a fair reflection of local opinion.

This consultation has caused the Commission to reconsider its draft recommendations. We are now proposing that three unitary authorities are established—to serve New Forest, Portsmouth and Southampton—with the retention of the two-tier structure elsewhere in the county. Map 1 sets out our recommendations. We estimate that the cost of setting up the new structure will be of the order of £10 million to £12 million; there will be continuing additional administrative costs compared with the present arrangements of the order of £1 million to £5 million, but it must be remembered that administrative costs account for only 10 per cent of total local government expenditure in Hampshire. Our consultation shows support for the structure we have finally recommended.

The review process has brought to the surface a number of useful proposals for enhancing the management and effectiveness of local government, whether in a two-tier or unitary structure. Indeed, the Commission has been mindful of the fact that the manner in which any given structure is managed is probably as important as the structure itself and in any case there is a constant need to revise and update practices. We hope that such improvements will be pursued with appropriate vigour now that the distractions of reorganisation can be put behind local authority members and officers alike. In particular, we would like to see more management authority and responsibility devolved to local communities, and a more meaningful consultative role for parish and town councils.

In a further general report to be published when its structural review programme has been completed, the Commission will discuss the establishment of unitary authorities where these come into existence, and their on-going evolution. The same report will consider the improvements that can and need to be made in two-tier structures where they continue.

Yours sincerely,

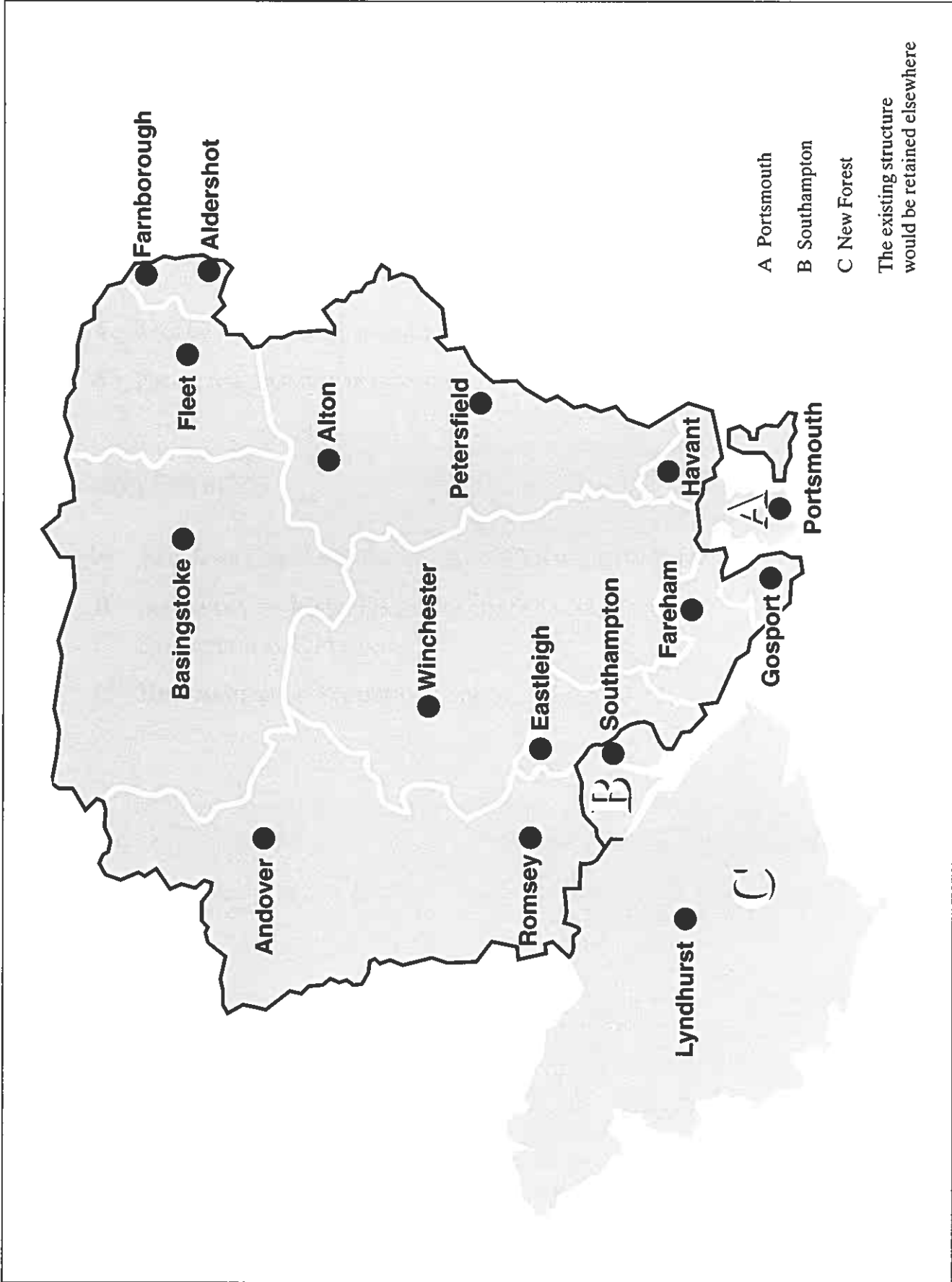
A handwritten signature in black ink, appearing to read 'John Banham', with a long horizontal flourish extending to the right.

Sir John Banham

Chairman

26 October 1994

Map 1: RECOMMENDED STRUCTURE OF LOCAL GOVERNMENT IN HAMPSHIRE



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# 1 INTRODUCTION

- 1 This report contains the Commission's final recommendations for changes to the structure of local government in Hampshire. It represents the culmination of thirteen months' work by the Commission, during which time it received the views of almost 70,000 individuals and organisations.
- 2 The report is in four main parts:
  - (i) Chapter 2 describes the Commission's draft recommendations;
  - (ii) Chapter 3 details the responses to consultation over the draft recommendations;
  - (iii) Chapter 4 sets out the Commission's conclusions;
  - (iv) Chapter 5 contains the Commission's final recommendations.
- 3 The original review commenced on 27 September 1993, was temporarily suspended on 18 October 1993 and was then relaunched on 13 December 1993. It was conducted under the provisions of Part II of the Local Government Act 1992, having regard to the Secretary of State's Policy and Procedure Guidance issued in November 1993, as subsequently amended by the courts. In accordance with the Secretary of State's Procedure Guidance, the Commission wrote to all the principal authorities in Hampshire, informing them of the review's commencement. Copies were also sent to the other organisations and individuals listed in annex A to the Guidance.
- 4 The period of consultation until 8 April 1994 was given for all local authorities and any other body or person interested in the review to put their views to the Commission on whether there should be changes to the structure of local government in the county, to any boundary or to electoral arrangements, and if so, what those changes should be.
- 5 The Commission's draft recommendations were published in its report, *The Future Local Government of Hampshire*, on 14 June 1994. Copies were sent to organisations which wrote to the Commission during the initial consultation stage, to appropriate representative organisations, and to the organisations and individuals listed in annex A of the Secretary of State's Procedure Guidance. Copies were also made available to local residents on request.
- 6 In addition, principally through the Royal Mail, the Commission distributed over 650,000 leaflets with a questionnaire to households in the county. The leaflets summarised the Commission's draft recommendations and an alternative structural option. The Commission also advertised extensively in the local press, drawing residents' attention to the review and to its draft recommendations and alternative structural option.

## 2 THE COMMISSION'S DRAFT RECOMMENDATIONS

- 7 At the start of the review, local authorities, members of the public and all other interested parties were invited to write to the Commission giving their views on the future local government of Hampshire. Professor Michael Chisholm, Sir Kenneth Couzens and Professor Malcolm Grant, the Commissioners with particular responsibility for the review, spent time in the county meeting local authority members and officers, interest groups, business organisations and individuals.
- 8 Before considering the options for local government in Hampshire, the Commission wanted to understand local perceptions of community identity, and to determine how much local people knew both about the Commission's work and the principle of unitary local government. As part of the review, a county-wide survey among a representative cross-section of the population was undertaken by Research and Auditing Services (RAS) on behalf of the Hampshire local authorities. The survey covered interviews with 4,301 residents aged 18 and over. The results were published in October 1993. A summary is given in appendix A.
- 9 The Commission received some 2,900 representations in the initial stage of the review. Almost 2,100 of these were from individuals. The remainder were from interest groups, the voluntary sector, parish and town councils and the business community. There was also considerable support for the present two-tier system, especially from the voluntary sector and parish councils. Around two-fifths of respondents wished the present two-tier arrangements to continue, while about a third supported some form of unitary solution. There was a high response rate from New Forest residents (over a third of total responses) who expressed a high level of support for a unitary authority based on the area served by the present district council. In addition to the 2,900 representations, the Commission took into account a number of petitions, totalling some 950 signatures, of which the majority were in favour of no structural change. Some representations expressed an interest in a particular local authority service, such as education, trading standards or the archive services. There was some concern at the prospect of these services being organised on an area smaller than the present county.
- 10 The Commission also received a wide spectrum of views from national organisations with a particular interest in the issues raised by local government reorganisation. Almost unanimously, those advocating change recommended unitary authorities larger than the existing districts. However, there was also support for the existing two-tier structure. Each of the principal local authorities in Hampshire also made their views known to the Commission.



## THE STRUCTURAL OPTIONS FOR HAMPSHIRE

- 11 The Secretary of State's Policy Guidance to the Commission advises that proposals which are put forward by groups of authorities should be an important starting point for the Commission. It also advises that, where such proposals demonstrate that a range of options have been considered, along with the implications for individual services, the Commission should give them particular weight. Accordingly, the Commission evaluated carefully the main options suggested by the existing local authorities. In doing so, however, it was mindful of the need to arrive at draft recommendations or alternative options which were viable, which had been assessed against the existing two-tier structure, and which met the statutory criteria set out in section 13(5) of the 1992 Act.
- 12 The local authorities in Hampshire submitted the following main options:
  - (i) **Retention of the existing two-tier system across the entire county area.** This was the preferred option of Hampshire County Council.
  - (ii) **Five to eight unitary authorities.** These would be based on four 'building blocks' in the county: North Hampshire (Basingstoke & Deane, Hart and Rushmoor); Mid Hampshire (Test Valley, Winchester and East Hampshire); Coastal area (Southampton, Eastleigh, Fareham, Gosport, Portsmouth and Havant); and New Forest. This range of options was evaluated by the Hampshire Association of District Councils (the HADC), without expressing a preference.
- 13 Each district council also provided its own submission to the Commission. Not all the first preferences of individual districts were compatible with the range of options put forward by the HADC. Seven district councils favoured a unitary authority on their existing boundaries: Basingstoke & Deane, Eastleigh, Gosport, New Forest, Portsmouth, Southampton and Test Valley.
- 14 The Commission's report, *The Future Local Government of Hampshire*, set out its consideration of these structures.
- 15 Having considered all the evidence submitted by others and collected by itself, the Commission concluded that the statutory criteria would best be satisfied by modifying the existing structure of local government in Hampshire. It consulted on the following draft recommendation:

### DRAFT RECOMMENDATION (OPTION 1)

In Portsmouth City and Southampton City the present two-tier structure of local government should be replaced by two new unitary authorities, each responsible for the broad range of services now provided by the two city councils and Hampshire County Council. In the rest of Hampshire, there should be no change in the existing structure of local government, comprising eleven district councils and Hampshire County Council.

16 Map 2 illustrates the Commission's draft recommendation for structural change.

Map 2: UNITARY COUNCILS FOR PORTSMOUTH AND SOUTHAMPTON AND THE RETENTION OF THE TWO-TIER STRUCTURE IN THE REST OF THE COUNTY



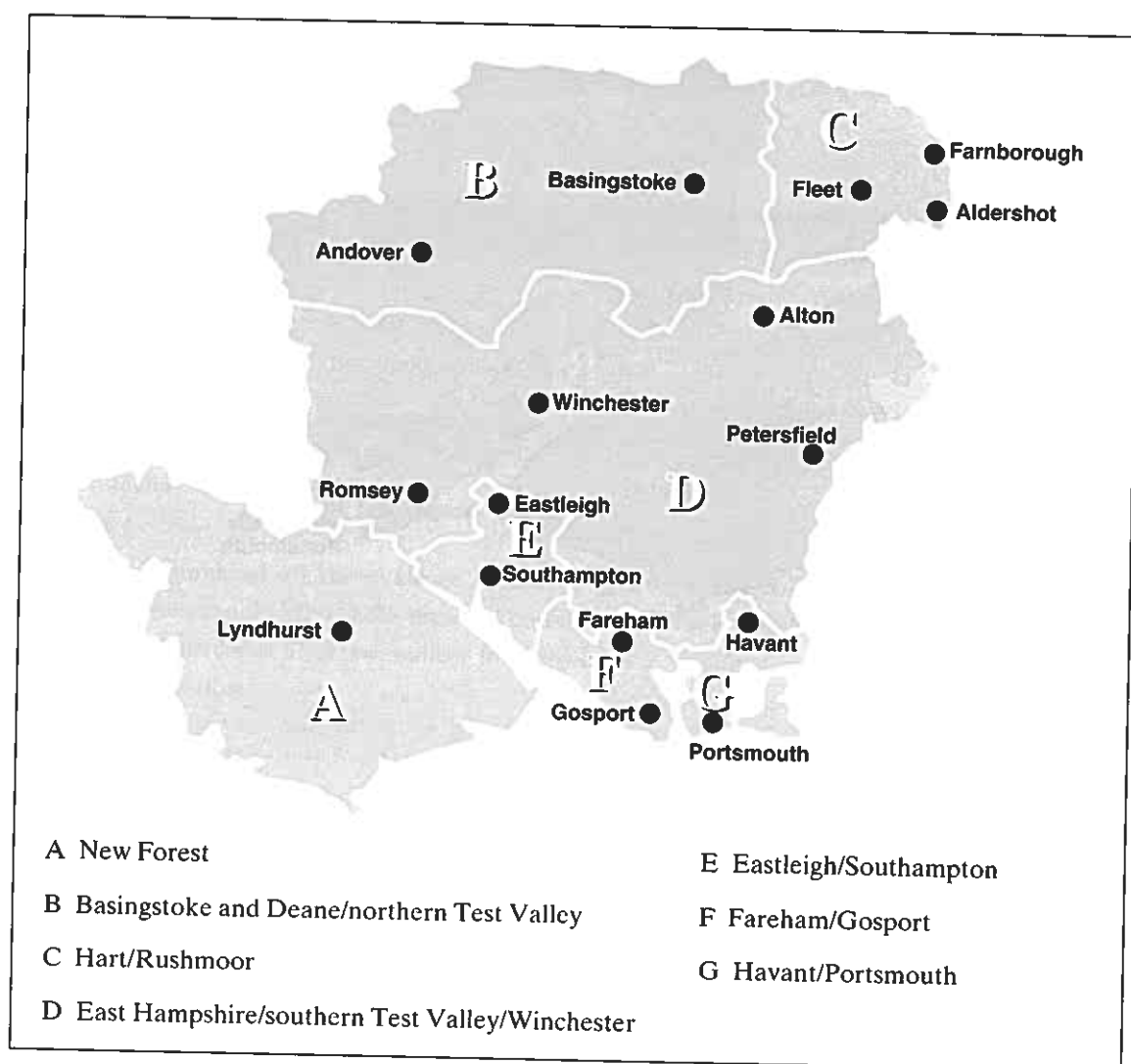
- 17 The Commission considered that there was a viable alternative structure which might secure effective and convenient local government and also reflect community interests and identities. It therefore also consulted the people of Hampshire on the following structure:

### ALTERNATIVE STRUCTURE (OPTION 2)

The existing two-tier structure would be abolished and replaced by seven unitary authorities in the areas at present within the district councils of:

- (i) New Forest;
- (ii) Basingstoke & Deane and northern Test Valley;
- (iii) Hart and Rushmoor;
- (iv) southern Test Valley, Winchester and East Hampshire;
- (v) Southampton and Eastleigh;
- (vi) Fareham and Gosport;
- (vii) Havant and Portsmouth.

Map 3: SEVEN UNITARY AUTHORITIES



- 18 While the Commission's alternative structure involved the abolition of the County Council, the Commission wished to make clear that it was not advocating the abolition of the 'County of Hampshire'. The Commission recognised that many people have strongly held loyalties to their county and that, should the County Council be abolished, the county would continue as a focus for loyalty and identity as well as for historic, ceremonial, sporting and other purposes. Accordingly, for the avoidance of doubt, it consulted on the following draft recommendation:

**DRAFT RECOMMENDATION**

The existing county of Hampshire should be retained for ceremonial and related purposes.

## OTHER MATTERS

- 19 In addition to reviewing the structure of local authorities in Hampshire, the Commission is also required to consider the delivery of certain local authority services, to make recommendations about future electoral arrangements, and to take account of the role which parish and town councils could play in the review area. The Commission's consideration of these issues, and its draft recommendations in respect of them, are set out below.

### PUBLIC PROTECTION (POLICE, FIRE AND OTHER SERVICES RELATED TO LAW AND ORDER)

- 20 The Secretary of State's Policy Guidance to the Commission is clear in its preference for police and fire service functions to be carried out over an area no smaller than at present. Accordingly, the Commission concluded that, if its draft recommendation were to be confirmed, the public protection and law and order services should continue to cover the present county area of Hampshire. Combined authorities would need to be established for these services, on which representatives of the new unitary councils for Portsmouth and Southampton would serve, together with those from Hampshire County Council. The Commission consulted on the following draft recommendation:

**DRAFT RECOMMENDATION**

There should be combined authorities established for both the police and fire services in the county, on which representatives of the new unitary councils for Portsmouth and Southampton should serve, together with representatives from Hampshire County Council. No changes are proposed in the probation and magistrates' courts services.

- 21 Under the alternative structure, it was also proposed that there should be combined authorities established for both the police and fire services in the county, on which representatives of the new councils would serve.

### STRATEGIC PLANNING

- 22 The Commission is invited by section 14 of the 1992 Act to consider whether unitary authorities should be empowered to prepare unitary development plans rather than, as at present, structure plans and local plans.

- 23 The Commission has been concerned that strategic land use planning should not be undermined by changes to the structure of local government, and has therefore normally recommended the retention of structure planning, requiring unitary authorities to assume joint responsibility for the future. This matter is fully discussed in the Commission's report, *Renewing Local Government in the English Shires*, published in December 1993. As the present Hampshire authorities recognised in their initial submissions to the Commission, there is a high level of interdependence between different parts of the county and this needs to be reflected in an appropriate planning structure. This indicated the need for a strategic approach to planning across the whole area of Hampshire, as at present.

#### **DRAFT RECOMMENDATION**

For strategic planning the two new unitary authorities should assume joint responsibility with the County Council for structure planning for the whole of their combined area. The new unitary authorities should also be mineral and waste planning authorities with strategic minerals and waste policies being included in the joint structure plan. Each authority should individually have responsibility for formulating detailed minerals and waste policies for their area in general conformity with the policy framework established by the structure plan, and should be authorised to include such policies in their local plans. Responsibility for local plans should rest with each of the new unitary authorities in their respective areas and, as at present, with each of the district councils, and they should also exercise development control functions for their areas for all purposes.

- 24 Similarly, the Commission considered that under the alternative seven unitary structure on which it consulted, strategic planning should be carried out by the new authorities assuming joint responsibility for the whole of their combined area.

#### **OTHER SERVICES**

- 25 The Secretary of State's Policy Guidance advises the Commission that, where it recommends unitary authorities, the aim should be to make the individual authorities responsible for all local government services. The exception is, as noted above, law and order services. The Guidance further advises the Commission that it should recommend shared arrangements for particular functions where a satisfactory structure is unlikely to be achieved without them. The Commission has had regard to these aspects of the Guidance in the conduct of its review of Hampshire.
- 26 The Commission was satisfied that the new unitary authorities it canvassed—both in its draft recommendation and in its alternative structure—would command sufficient resources to carry out the main local government services other than law and order, whether directly or by contracting out to other local authorities or to the private sector.

- 27 The Commission was also satisfied that the local authorities in the area would be in a position to put in place adequate structures for any shared arrangements necessary to function efficiently. No draft recommendations were therefore made in this respect. However, the Commission expressed its expectation that the new authorities should work closely together to ensure that specialist expertise would not be unnecessarily broken up. In particular, it was concerned that the existing levels of efficiency and effectiveness in the provision of relatively small scale but important functions, such as trading standards, archive provision and emergency planning, should not be reduced by reorganisation.

#### ELECTORAL ARRANGEMENTS

- 28 The Commission examined alternative means by which local democratic control and accountability could be made secure within any new structure. The present electoral arrangements in Hampshire create an element of confusion in that most councils hold elections most years (elections by thirds), whereas the others have elections for the whole council every four years. Furthermore, some wards return either one, two or three councillors. The Commission generally supports the view of the Committee of Inquiry into the Conduct of Local Authority Business (1986) that there should be one councillor for each electoral ward, and that the whole council should be elected together once every four years.
- 29 The Commission's report, *Renewing Local Government in the English Shires*, sets out the Commission's view that the ratio of local residents to councillors should generally be around 4,000 to 1. This ratio is midway between the existing ratios for district and for county councils and is in line with that of the existing metropolitan districts, the only unitary authorities in England outside London. It is not a hard and fast rule and the Commission applied it sensitively to its draft recommendations, taking into account local custom and practice and any special local needs, especially in very rural areas. Nevertheless, it reflects the Commission's wish to see a different role for councillors, with more back-up made available to assist them in carrying out their demanding task.
- 30 The Secretary of State's Policy Guidance states that the Commission should take account of local practice and that 'where a new authority covers the area of an existing county or district...the Commission should recommend that the wards or electoral divisions should be transferred to the new authority'. The Commission adopted this approach in determining the electoral arrangements associated with its draft recommendation and alternative structural option.

- 31 The Commission's draft recommendations for electoral arrangements were as set out below:

#### DRAFT RECOMMENDATION

- (i) The unitary authority for Portsmouth should comprise 39 councillors. They would represent the existing 13 wards, with three councillors for each ward.
- (ii) The unitary authority for Southampton should comprise 45 councillors. They would represent the existing 15 wards, with three councillors for each ward.
- (iii) These two authorities should have elections by thirds.
- (iv) Electoral arrangements in the rest of the county should remain unchanged.

- 32 Details of electoral arrangements, including those for the alternative proposal, were given in the Commission's report, *The Future Local Government of Hampshire*.
- 33 The Commission proposes to review electoral arrangements generally throughout England during the next five years as part of the periodic electoral review it is required to undertake. In Hampshire, as elsewhere, this review will look further at the electoral arrangements proposed in this report.

#### LOCAL COUNCILS

- 34 The Commission considered that the structure of local government in Hampshire should build on the strong sense of identity with immediate neighbourhoods that was reflected in the RAS survey. It received a number of submissions suggesting how this might be achieved.
- 35 Since parish and town councils can be an important reflection of people's sense of identity with their community, the Commission believes that their role should be enhanced. This should include regular meetings with the principal local authorities, improved consultation on planning and highways issues and, where there is a demand from a local council, devolved management of local facilities such as sports grounds and libraries. Members of parish and town councils would also be well placed to help residents secure assistance or redress when faced with problems about local services. These proposals enlarge on existing practice, and reflect suggestions in many of the submissions to the Commission both nationally and locally.
- 36 The Commission does not envisage an increase in the statutory powers of parish and town councils, nor the establishment of another tier of local government. However, the Commission does see an important role for parish and town councils in empowering local communities. The Commission agreed with many of its respondents that a clear consultative framework should be established between principal local authorities and parish and town councils. This framework, or 'local charter', could ensure that parish and town councils have rights to the following:

- (i) a clear statement of matters affecting the local community upon which they will be consulted, with the areas for consultation being widely drawn;
  - (ii) sufficient information from principal authorities about local matters on which local councils' views have been requested;
  - (iii) the right to a written explanation from a principal authority if it does not accede to the views of the parish or town council, as it may legitimately decide;
  - (iv) regular meetings between representatives of the principal authorities and the parish and town councils to discuss matters of common interest.
- 37 The Commission recognised that the enhanced role it proposed would require the creation of parish or, in the case of large towns or cities, neighbourhood councils for areas of the county that are currently unparished. At present, Hampshire has a total of 248 local councils covering some 40 per cent of the population and about 90 per cent of the land area.
- 38 The Commission had received proposals for the creation of parishes in the districts of Eastleigh (Bishopstoke, Chandlers Ford, Eastleigh town), Havant (Hayling Island and Emsworth—part) and Fareham (Warsash and Sarisbury—part).
- 39 The promoters also sought the establishment of parish or town councils. However, the Commission has no power to recommend the establishment of parish or town councils; that is the prerogative of the Secretary of State or the appropriate district council. Nor may the Commission make recommendations as to the electoral arrangements within any parished area for which a parish council has yet to be created. Nevertheless, the Commission felt it appropriate to indicate in its consultation report what had been suggested to it in respect of such matters, and to seek the views of the public.

#### **DRAFT RECOMMENDATION**

That parishes should be created in the areas of Bishopstoke, Chandlers Ford, Eastleigh, Emsworth, Hayling Island, Sarisbury and Warsash.

- 40 The Commission set out in its consultation report possible warding and electoral arrangements.
- 41 With no clear evidence of strong local demand for the parishing of any other areas of Hampshire, the Commission did not undertake any further consultations on the subject. Nevertheless, it indicated that it would welcome comments about parishing from residents. Should it have become evident that there was a demand for parishing generally, the Commission indicated that it would recommend to the Secretary of State that it should be directed to undertake an area electoral and boundary review, with a view to considering the parishing arrangements in the county.



#### **DRAFT RECOMMENDATION**

- (i) Where there is clear local support for parishing areas in Hampshire which are not currently parished, the Secretary of State should be invited to direct the Commission to undertake a review in which the scope for further parishing can be considered.
- (ii) There should be an enhanced consultative role for all parish and town councils.
- (iii) Elections for parish and town councils should, whenever possible, be held at the same time as elections for principal authorities.

### 3 RESPONSES TO CONSULTATION

- 42 The Commission published its consultation report, *The Future Local Government of Hampshire*, on 14 June 1994. The report sets out the Commission's draft recommendations for the future structure of local government in the county, and other relevant matters. A nine-week consultation period then began, ending on 15 August 1994. During this period, the Commission sought to identify the views of local interests and residents on the preliminary conclusions which it had reached on the balance of evidence then available.
- 43 The scope of the Commission's public consultation exercise was unprecedented in local government terms and comprised a number of elements. As already indicated, copies of the consultation report were sent to organisations which wrote to the Commission during the initial consultation stage, to appropriate representative organisations, and to the organisations and individuals listed in annex A of the Secretary of State's Procedure Guidance. Copies were also available to local residents on request.
- 44 To ensure that the Commission received the views of as wide a variety of respondents as possible, their preferences were sought by means of a leaflet which summarised the Commission's draft recommendations and alternative structural option. A detachable questionnaire invited residents to indicate which of the options set out they would support, or whether they would prefer another option.
- 45 The Royal Mail was commissioned to deliver the leaflet to households throughout the county. This was an ambitious task and some difficulties were experienced. Every effort was made to ensure that households received the leaflet, and the Commission is particularly grateful to local authorities and others who helped to ensure that leaflets were delivered. The difficulties were remedied by using a variety of methods to ensure that the residents of Hampshire were aware of the Commission's draft recommendations and how to comment on them. The Commission advertised extensively in the local press, drawing residents' attention to its draft recommendations and the alternative structural option. The Commission is satisfied that the residents of Hampshire have had the opportunity to make their views known.
- 46 The Commission recognises that the response to the leaflets can give only a broad indication of the views of the public. In order, therefore, to obtain the views of a representative cross-section of the county's population, MORI was commissioned to undertake a survey of some 4,000 residents during the latter part of the consultation period.
- 47 The Commission is required to consult on its draft recommendations and has chosen these approaches to best assess the reaction of the public to its proposals. In response to its consultation report, the Commission received over 65,000 written representations from residents, local authorities, Members of Parliament and public and private sector organisations. These included individual letters, petitions and completed questionnaires. The Commission recognises that some residents and respondents may have been influenced by the publicity of local authorities and others. The consultation programme

did not comprise a referendum, but all representations, irrespective of their source or nature, have been carefully considered by the Commission and have been taken into account in its final recommendations. As required by the Secretary of State, a list of respondents is available from the Commission on request and all representations may be inspected at the Commission's offices. The Commission is most grateful to all those who took the trouble to give their views on the future structure of local government of Hampshire.

## RESIDENTS' RESPONSES DIRECT TO THE COMMISSION

48 The Commission heard directly from over 65,000 members of the public. These representations were made through some 5,000 letters, 31,000 completed questionnaires (representing over 50,000 individuals' views) and 10,000 petitions or proforma letters. The response represented over 4 per cent of the population of the county, although some residents may have written to the Commission and also signed a petition. The highest rate of response was from residents in New Forest, Test Valley and Winchester districts. NOP was commissioned to tabulate responses on behalf of the Commission, and these tabulations were published shortly after the conclusion of the consultation period. Copies may be obtained from NOP, Tower House, Southampton Street, London WC2E 7HN, price £5.00.

49 Responses across the county as a whole are summarised in figure 1. A district breakdown of these views is set out in figure 2.

Figure 1

### RESPONDENTS' VIEWS ON STRUCTURAL CHANGE: AN OVERVIEW

Structure	Response
Two unitary cities plus two-tier elsewhere	50
Seven unitary authorities	24
No change	11
Multiple choice	5
Other	10
Total (number)	100 (55,913)

Source: NOP tabulations, September 1994

Note: In a number of responses, particularly questionnaire responses, respondents did not express a preference for a single structural option: these the Commission classified as multiple choice returns. This table excludes proforma letters and petitions (which were also taken into account). It includes responses from organisations and local interests, as well as individual residents (both letters and leaflets), together with out of county responses.

Figure 2

## RESPONDENTS' VIEWS ON STRUCTURAL CHANGE: DISTRICT LEVEL ANALYSIS

Number and percentage of responses

Authority	Two unitary cities plus two tiers elsewhere	Seven unitary authorities	No change	No preference/ Other	TOTAL
Basingstoke & Deane	1,241 25%	1,797 36%	555 11%	1,411 28%	5,004 100%
East Hampshire	1,506 34%	452 10%	430 10%	1,995 46%	4,383 100%
Eastleigh	2,117 58%	451 12%	598 16%	461 13%	3,627 100%
Fareham	1,778 50%	1,031 29%	406 12%	306 9%	3,521 100%
Gosport	1,892 68%	349 13%	300 11%	246 8%	2,787 100%
Hart	1,295 56%	454 20%	297 13%	251 11%	2,297 100%
Havant	1,923 51%	977 26%	387 10%	450 13%	3,737 100%
New Forest	2,268 29%	4,732 60%	402 5%	510 6%	7,912 100%
Portsmouth	2,908 72%	446 11%	483 12%	217 5%	4,054 100%
Rushmoor	1,020 56%	501 28%	158 9%	140 7%	1,819 100%
Southampton	2,449 64%	555 15%	496 13%	297 8%	3,797 100%
Test Valley	4,648 62%	310 4%	683 9%	1,846 25%	7,487 100%
Winchester	2,499 48%	1,113 21%	914 18%	692 13%	5,218 100%
County total	27,544 50%	13,168 24%	6,109 11%	8,822 16%	55,643 100%
Out of county	76 28%	51 19%	34 13%	109 40%	270 100%

Source: NOP tabulations, September 1994

Note: See note to figure 1. The figures in the table may not add up to 100 per cent due to rounding of individual entries.

- 50 Of respondents who have written direct to the Commission, over 27,500 (50 per cent) favoured the Commission's draft recommendation of 'modified two tiers', compared to some 13,000 (24 per cent) who favoured the Commission's alternative structure of seven unitary councils. In the region of 25 per cent preferred another structure of whom some 8,500 (15 per cent of the overall total) expressed an unsolicited preference for either two tiers throughout the county or for a combination of this and the Commission's draft recommendation. Thus, around two-thirds of respondents expressed a preference for the two-tier structure or a modified version of it.
- 51 The preference for the Commission's draft recommendation was most evident in Gosport, Portsmouth and Southampton, where it was preferred by 68 per cent, 72 per cent and 64

per cent of respondents respectively. In Portsmouth and Southampton, this represented support for unitary status for the cities on their existing boundaries, rather than a merger with a neighbouring district. In Gosport, it involved the maintenance of the two-tier structure for the district. In Portsmouth and Southampton, respondents' preference for a unitary structure - that is, their preference for either of the Commission's specified structures - was 83 per cent and 79 per cent respectively, compared with their preference for no change of 12 per cent and 13 per cent.

- 52 Outside Portsmouth and Southampton, over half of all respondents (57 per cent) expressed a preference either for no change or for the Commission's draft 'modified two-tier' proposal, while only 25 per cent favoured the Commission's alternative option. The highest level of support for the seven unitary structure was in New Forest, where it was favoured by 60 per cent of respondents. This was considerably in excess of support in any other district, the next highest being Basingstoke & Deane (36 per cent), Fareham (29 per cent) and Rushmoor (28 per cent).
- 53 Over 550 proforma letters and twelve petitions, with a total of 4,875 signatures, were received. One petition with 4,654 signatures expressed opposition to the proposal to divide Test Valley Borough. The Commission received some 2,600 responses on a version of the Commission's household leaflet which was subsequently withdrawn by the Commission but which was delivered in error by the Royal Mail to some 20,000 households, mainly in Portsmouth postal areas; the preferences expressed were broadly similar to those expressed on the correct leaflet. A number of petitions with a total of 137 signatures were opposed to the proposal (set out in the Commission's consultation report, *The Future Local Government of Berkshire*) that the seven northern parishes of Basingstoke & Deane become part of a unitary authority based on Newbury. Proforma letters from some residents also opposed this proposal. A number of smaller petitions and other proforma letters were received which expressed a range of views. Local newspaper polls have been conducted on aspects of the review, which have been taken into account.
- 54 The Commission has paid close attention to all the views expressed during the consultation programme. However, it is unwilling to draw definitive conclusions about the attitudes of local residents from this part of the consultation programme alone since the Commission recognised that respondents were not necessarily representative of public opinion as a whole. The same issue of representativeness applies to local authorities' consultation programmes. Some local authorities issued their own publicity, in some cases including leaflets, setting out their views and providing information on local government structures. Some also undertook surveys and, where the necessary information has been provided to the Commission, these have also been taken into account. However, in order to obtain a more objective picture of residents' attitudes, the Commission engaged MORI to undertake an independent survey of a representative cross-section of residents.

## MORI SURVEY

- 55 MORI interviewed 4,083 residents, aged 18 and over, throughout Hampshire. All interviews were conducted between 14 July and 15 August 1994. Those interviewed were shown a copy of the Commission's household leaflet, summarising the options for structural

change (with text indicating the Commission's draft recommendation being deleted). A summary of the MORI findings, together with the questionnaire used, is given in appendix B. A copy of the full tabulations may be obtained direct from MORI, 32 Old Queen Street, London SW1H 9HP, price £10.00.

- 56 As can be seen from the questionnaire, all respondents were asked two questions about their preferences: first, they were asked which of the Commission's options they preferred (Q5 in the questionnaire); second, they were asked what other options they would prefer to those specified in the leaflet (Q10 in the questionnaire). By taking account of people's responses to both questions, MORI prepared a summary which, in their opinion, best reflects the views and preferences of the public.
- 57 MORI's methodology was as follows. Those who selected one of the Commission's options as their first preference, and then went on to say that they did not have any other preference when offered an open choice, were described as 'firm' supporters of that option. Those who, having given their preference for one of the Commission's options, then went on to say there was actually another structure that they would prefer (which might have been for no change, for example) were re-allocated to take account of this information. There were also those who expressed no view or preference in response to either question—these remained categorised as 'don't know'. Figure 3 sets out the results of this analysis across the county and within individual districts.

Figure 3  
SUMMARY OF RESIDENTS' PREFERENCES ON STRUCTURAL OPTIONS—'FIRM' SUPPORT

	Percentage of respondents					
	Option one	Option two	No need to change	'Pre-1974'	Other	No Opinion
HAMPSHIRE	25	21	25	2	5	22
Basingstoke & Deane	24	22	20	1	3	30
East Hampshire	30	18	23	1	8	20
Eastleigh	36	26	17	1	7	13
Fareham	25	22	15	0	6	32
Gosport	28	16	36	2	3	15
Hart	24	27	27	1	5	16
Havant	28	26	14	*	10	22
New Forest	10	37	23	0	5	25
Portsmouth	28	11	35	6	2	18
Rushmoor	21	32	16	5	4	22
Southampton	24	11	30	2	3	30
Test Valley	25	16	36	2	5	16
Winchester	24	23	31	2	4	16

Source: MORI, September 1994

\* less than one per cent

- 58 Figure 3 shows that, across the county as a whole, 25 per cent of residents preferred the Commission's draft recommendation (unitary authorities for Portsmouth and Southampton, and no change elsewhere) while 21 per cent preferred the Commission's alternative structure (seven unitary authorities). A further 25 per cent spontaneously opted for no change. Support for the draft recommendation was highest in Eastleigh (36 per cent) and lowest in New Forest (10 per cent); the draft recommendation would have involved no change in either of these areas. Support for the alternative structure of seven unitary authorities was highest in New Forest (37 per cent), where, under such a structure, a new unitary authority for New Forest would be established. It was lowest in Portsmouth and Southampton (11 per cent in each case), where mergers with the adjacent districts would have been involved. Spontaneous support for no change of any kind was highest in Gosport and Test Valley (36 per cent in each case) and Portsmouth (35 per cent), and lowest in Havant (14 per cent) and Fareham (15 per cent). A number of residents also indicated a preference to return to pre-1974 local government boundaries, notably in Portsmouth (6 per cent).
- 59 In Portsmouth, a total of 45 per cent of residents preferred a unitary authority for the city on existing or extended boundaries (i.e. combining preferences for option 1, option 2 and for pre-1974 boundaries), compared with 35 per cent who preferred no change. On the same basis, in Southampton, 37 per cent preferred unitary structures compared with 30 per cent who preferred no change. Outside Portsmouth and Southampton, on the other hand, an average of 47 per cent of residents preferred no change in their own districts (that is supporting either option 1 or no change) compared with an average of some 25 per cent who preferred the Commission's alternative seven-unitary authority structure. Only in New Forest did support for the seven unitary authority structure (37 per cent) exceed support for no change in that district, that is supporting either option one or no change (33 per cent).

## LOCAL AUTHORITIES

- 60 Figure 4 summarises the views of the Hampshire local authorities at the end of the consultation period, as the Commission understands them.

Figure 4  
LOCAL AUTHORITIES' PREFERENCES

Authority	Preference
Basingstoke & Deane Borough	'Supports the creation of unitary authorities based on option 2 (seven unitary authorities)'.
East Hampshire District	'Supports a local unitary authority based on East or Eastern Hampshire', but rejects both the Commission's options.
Eastleigh Borough	'Endorses the Commission's second preference for seven unitary authorities with a new Eastleigh/Southampton unitary council'.
Fareham Borough	'If there is to be a unitary solution in Hampshire, there should be a merger of the districts of Fareham and Gosport to create a unitary authority'.
Gosport Borough	If a unitary authority on the Borough Council's existing boundaries is not an option, 'it welcomes the Commission's preferred option (unitary authorities for Portsmouth and Southampton and no change elsewhere)'.
Hart District	Supports a unitary authority based on Hart and Rushmoor.
Havant Borough	Prefers a unitary authority based upon the existing Borough Council boundaries.
New Forest District	Supports option 2 (seven unitary authorities).
Portsmouth City	'Of the alternatives put forward, the clear preference is for the Commission's own preferred option, namely a unitary authority based on the City Council's existing boundaries'.
Rushmoor Borough	Supports option 2 (seven unitary authorities), but 'it needs refinement in the Mid-Hampshire area'.
Southampton City	Prefers a unitary authority based upon the existing City Council boundaries but a merger with Eastleigh 'would be supported as a viable and acceptable option'.
Test Valley Borough	Supports a unitary authority based upon the Borough Council's existing boundaries.
Winchester City	Preference is 'very close to the Commission's second option (seven unitary authorities) although it still favours merging the complete areas of Test Valley, Winchester and East Hampshire'.
Hampshire County	Supports an 'improved two-tier system'.
Hampshire Branch ADC	'Welcomes...the recommendation of an alternative option of unitary authorities for the whole of the county, without necessarily endorsing the detailed boundaries proposed' (11 of the 13 districts supported this view).

Source: Local authorities' submissions



- 61 The Association of District Councils supported a locally based unitary local government structure for the whole of Hampshire, and supported the alternative structure of seven unitary authorities. The Association of County Councils supported the retention of the two-tier structure in Hampshire, expressing the view that there must be solid support for change before any changes are recommended, particularly since structural change is inevitably disruptive and carries risks.

## LOCAL COUNCILS

- 62 Over 140 parish and town councils responded to the Commission's draft recommendations, out of a total of 248. They showed an overwhelming preference for the retention of two tiers: only 8 per cent preferred option two, compared with 28 per cent in favour of option one and 35 per cent for no change; 8 per cent did not express a preference, and the remaining 21 per cent favoured various other options.
- 63 The Hampshire Association of Parish Councils (HAPC) welcomed the establishment of new parishes in Hampshire. It carried out a telephone survey of member councils to appraise 'first choice responses' on the Commission's recommendations. Of the total 176 responses obtained by HAPC, 36 per cent indicated option one as their first choice, 18 per cent option two, 40 per cent no change and 6 per cent preferred other options.

## OTHER CONSULTEES

- 64 Nine of the fifteen MPs and one MEP with constituency interests in the area have written in response to the Commission's draft recommendations. Broadly, four are in favour of option two (or a modified option two, without splitting Test Valley); one favours option one; two favour the two-tier structure, and another two broadly support unitary authorities, with one not expressing a specific structural option.
- 65 Many businesses supported unitary authorities either as part of the Commission's alternative structure or on existing district council boundaries. However, some chambers of commerce favoured unitary authorities larger than existing districts. The Southampton Chamber favoured a merger of Southampton and Eastleigh, and the South East Hampshire Chamber favoured an authority based upon Greater Portsmouth incorporating Fareham, Gosport, Havant and Portsmouth. The CBI (Southern and South Eastern Regions) similarly favoured mergers of Southampton with Eastleigh, and Portsmouth with Fareham, Gosport and Havant, and also proposed that the rest of the county should comprise a single, third unitary authority. However, two of the nine Chambers which have written to the Commission favoured no change for their areas. Hampshire Training and Enterprise Council also supported no change to the present structure.
- 66 A range of views have been expressed by public and professional bodies. These tended to reflect the views expressed at the initial stage of the review in that many which expressed an interest in a particular local authority service supported the principle of larger rather than smaller authorities. However, there was also support for the two-tier structure, particularly among voluntary organisations which tended to express concern that the creation of unitary authorities would complicate their operations. The North and Mid Hampshire Health Commission favoured the introduction of a unitary structure (although it noted that two

tiers would provide a viable alternative outside Portsmouth and Southampton); Southampton and South West Hampshire Health Commission saw option two as the closest fit to its preferred unitary solution; Portsmouth and South East Hampshire Health Commission was supportive of an alternative unitary solution, and the South and West Regional Health Authority also preferred a unitary solution.

- 67 The TUC (Southern and Eastern Regional Council) did not consider that the case for change was strong enough. Of other statutory consultees, although perhaps supportive of the principle of unitary authorities, some were concerned that under the Commission's draft recommendation, there would be an increased number of authorities with which to deal when working on a county basis. They feared that this could lead to confusion, and make service delivery more complicated. Those concerned with the delivery of present county-wide services tended to favour no change.

## PROPOSED EXPANSION OF NEWBURY

- 68 In its report, *The Future Local Government of Berkshire*, the Commission suggested that seven parishes in Basingstoke & Deane Borough Council, in Hampshire, be included in a new unitary authority focused on Newbury in Berkshire. The clear and unambiguous view from the Hampshire residents is that they do not wish to leave Hampshire, nor be part of any Newbury-based authority. As part of their survey of residents' preferences about local government structure in Hampshire, MORI undertook a special survey of residents in the seven parishes which showed that 81 per cent were 'strongly opposed' and a further 11 per cent 'tended to oppose' the inclusion of the area in a Newbury-based unitary authority. Residents were also asked in which county they would prefer the area to be: 92 per cent preferred Hampshire, 2 per cent preferred Berkshire and 6 per cent said 'neither' or 'don't know'.
- 69 Basingstoke & Deane Borough Council, which is strongly opposed to the proposition, distributed a leaflet to all households in the seven parishes. Over half of the 8,000 leaflets were returned, with almost 99 per cent arguing against the proposal. The Borough Council also participated in public meetings in each parish which were attended by some 1,100 residents in total, with a virtually unanimous strength of view against.
- 70 The Commission held a public meeting in the area, in which all four of the affected local authorities, from both counties, participated. Over 550 attended (some 5 per cent of the population) and opposition to the proposal was virtually unanimous. In letters to the Commission, the same strength of view emerged, as it did in proforma letters and petitions—as reported in paragraph 53. The Hampshire Association of Parish Councils stated its clear opposition to the proposal.
- 71 The main concern of residents was opposition to leaving Hampshire. The question of local government structure was of secondary importance, but it was clear that opposition to joining a unitary authority focused on Newbury would be profound, whether or not the surrounding area of Hampshire formed part of a unitary local government structure. The issue of the northern parishes of Basingstoke & Deane will be covered in the Commission's report, *Final Recommendations on the Future Local Government of Berkshire*.



## 4 THE COMMISSION'S CONCLUSIONS

- 72 The Commission has reassessed its draft recommendations in the light of its consultations and the results of the MORI opinion survey undertaken during the consultation period.
- 73 Any recommendations for change that the Commission makes must satisfy the statutory criteria given in section 13(5)(a) and (b) of the 1992 Act. This stipulates that its recommendations must have regard to the need to reflect the identities and interests of local communities and to secure effective and convenient local government. On occasion, this means striking a balance between the two criteria to ensure that one is not satisfied at the expense of the other.
- 74 Accordingly, in reaching its final conclusions on the future structure of local government in Hampshire, the Commission has had to exercise its judgement in order to conform to the statutory criteria and to the Secretary of State's Policy Guidance (in particular the issues of identity, accessibility, responsiveness and democracy). In doing so, it has considered and weighed both the evidence which has been submitted and that which it has itself collected.
- 75 The Commission suggested two possible new structures of local government for Hampshire in its consultation report. These were examined against the statutory criteria set out in the Local Government Act 1992 and the Secretary of State's Policy Guidance.
- 76 In order to determine whether there was still a case for structural change in Hampshire, the Commission reviewed the responses received during the consultation period in the light of these criteria.

### THE IDENTITIES AND INTERESTS OF LOCAL COMMUNITIES

- 77 The RAS survey, summarised in appendix A, was carried out on behalf of the Hampshire authorities during the initial stage of the review. It helped the Commission to assess patterns of community identity and interests, and indicated the strength of personal affiliation with various divisions of local government.
- 78 Throughout Hampshire, community identity is generally strongest in respect of the county, followed closely by the local neighbourhood or village. Direct comparison with other areas is difficult because of differences in the questionnaires used, but the pattern of community identity in Hampshire may be somewhat different from that found in other English counties. The percentage of respondents identifying with districts and with the county of Hampshire is higher than the average for the respective local authority areas across all the review areas. In particular, identification with the county is generally stronger than with the areas of districts, boroughs or cities. It is also higher than the Commission has found for county council areas

in most other counties. New Forest, Portsmouth and Southampton are the districts which, by a considerable margin, attract the strongest consistent community affiliation, while Test Valley shows a relatively weak borough identity but a high county affiliation.

- 79 The strength of affiliation expressed by residents to New Forest, Portsmouth and Southampton was noted by the Commission. This is considered further at the end of this section. However, while the Commission has clear evidence of community identity and interests in the review area, it is not possible to create a local government structure which reflects all the indicators of such identity and interests. This has had to be balanced against a number of other factors.

## EFFECTIVE AND CONVENIENT LOCAL GOVERNMENT

- 80 The Commission received a number of representations on its draft recommendations in relation to particular services. To take one example, the Commission shares the views put to it about the importance of local government's responsibilities for care in the community. The Commission believes that there should be effective working relationships between social services departments, housing departments and health authorities. Care in the Community and the Government's Health of the Nation initiatives, as well as crime prevention and measures to overcome social alienation, require active co-operation between district services (housing, environmental health, leisure, recreation, local planning, for example) and county services (social services, education, strategic planning, police, highways and transportation, for example). The co-operation and active involvement of other public bodies such as the health trusts and health authorities, the training and enterprise councils, the churches, voluntary organisations and the business community is crucial and must also be realised.
- 81 Statutory land use planning is an important matter which the Commission considered in detail in its report, *Renewing Local Government in the English Shires*. For Hampshire, the Commission recommended that the proposed two new unitary authorities for Portsmouth and Southampton, together with the County Council, should assume joint responsibility for structure planning for the county as a whole. Within that framework, the two unitary authorities and the eleven district councils would each be responsible for the preparation of their own local plans.
- 82 Many of the comments on planning issues stressed the advantages of retaining a two-tier planning system across the county as a whole. They argued that county-wide problems would not be adequately addressed if any new unitary authority were empowered to prepare a unitary development plan for its area. The Commission has concluded that, in the case of Hampshire, the exclusion of particular areas from a county-wide strategy would be most undesirable given the strength of interdependence between, in particular, the large urban areas and the surrounding areas.

- 83 In relation to other services, for example libraries, archives, museums and other heritage facilities, representations have pointed to the need to retain county-wide services, without joint arrangements if possible, and to maintain the integrity of records and collections. Respondents have also stressed the need for effective joint arrangements for specialist or strategic services at present run on a county-wide basis, if responsibility were to be split among smaller authorities in all or part of the county. The Commission recognises the merit of these representations, but is satisfied from the information before it that the existing authorities are aware of the need to make appropriate provision for the management of such services.
- 84 The development of public transport also demands increasing co-operation between public, commercial and voluntary organisations to meet the interests of the environment, the general economy and the need to overcome the isolation of particular communities.
- 85 The urgency now attending environmental issues reinforces the potential advantages to be gained by increasing co-operation among the planning, environmental health, education, recreation, and highways and transportation services of local government. In Hampshire, there is a need for local government to be able to command adequate resources to accomplish effective liaison with other organisations such as the National Rivers Authority and the new Environmental Protection and Highways Agencies.
- 86 Education remains a key concern of the public and of responsibility of local government. The successful local development of the economy will require close working relationships between local government, the major education institutions, the business community and, most notably, the Training and Enterprise Council. Collaborative working arrangements between authorities will be essential to maximise the prospect of success for the community's young people, including those with special educational needs. Many respondents have expressed concern at the prospect of the break-up of the existing educational services in Hampshire.
- 87 The Commission believes that the proposed structure should allow voluntary organisations to continue to play a full part in providing local services. Voluntary organisations are not only important service providers, but also help develop strong, active and involved communities.
- 88 Many respondents expressed the view that structural change would lead to larger and more remote unitary authorities. The Commission is of the firm opinion that convenient services do not necessarily depend on small scale local government structures. Of more importance is their organisation and access to them.
- 89 Finally, it has been suggested by many respondents that improvements could be made to the existing two-tier structure. Many ways have been offered to achieve improvements: for example, by avoiding duplication, co-ordinating resources, securing effective partnerships, improving consultation and establishing one-stop shops. It is undoubtedly true that the existing structure could nearly always be improved by such initiatives. In Hampshire, the County Council in particular has proposed an 'improved two-tier' structure, and the Commission has been mindful of these proposals, especially when considering its draft recommendation for a modified two-tier structure in the county. The Commission is also mindful of the fact that the manner in which any given structure is managed is probably as important as the structure itself—a matter which will be covered in a further general report.

## COSTS AND SAVINGS

- 90 The Commission is required to consider the change in overhead costs which may result from changes in the structure of local government. This is not a straightforward matter and the issues concerned are discussed more fully in the Commission's report, *Renewing Local Government in the English Shires*. Figure 5 shows existing local government indirect expenditure (administrative overheads), based upon financial material provided by the local authorities in Hampshire. The Secretary of State's Policy Guidance requires the Commission to look only at indirect expenditure, since the level of direct service provision is largely independent of local government structure. Indirect expenditure usually represents only some 10 per cent of total local government spending. Figure 6 shows the Commission's estimates of annual savings and transitional costs of each of the structural options detailed in its consultation report.

Figure 5

### ESTIMATE OF EXISTING LOCAL GOVERNMENT INDIRECT EXPENDITURE

	£ million
Staff costs (including associated overheads)	130
Accommodation	8
Information technology	37
Costs of democracy (members allowances, etc)	4
Total of existing indirect expenditure	179

Figure 6

### COMPARISON OF THE INDIRECT COSTS OF THE MAIN STRUCTURAL OPTIONS AGAINST EXISTING ARRANGEMENTS

Option	Annual savings/ costs (£ million)	Transitional costs (£ million)	Payback period
Unitary Portsmouth, unitary Southampton, two- tier remainder	From £3m costs to £1m savings	From £7m to £9m	May be achievable from seven years*
Seven unitary authorities	From £0m to £8m savings	From £52m to £56m	From six years*

\*Note: In the worst case, transitional costs would never be paid back.

- 91 The county and district councils in Hampshire provided the Commission with their own estimates of the financial consequences of a range of structural alternatives. However, in order to secure a consistent approach, the Commission has applied the financial methodology developed by Ernst & Young and the Commission, as published in December 1993, to produce the estimates in figure 6. The figures are expressed as a range in order to reflect the broad nature of the estimates and assumptions involved. The estimates for the Commission's draft recommendation ('modified two-tier') shown in figure 6 differ from those given in appendix A to the Commission's consultation report, *The Future Local Government of Hampshire*. These changes reflect views expressed to the Commission during the consultation period that the cost of replicating county services and the resultant diseconomies in the remaining county council would be greater than the Commission originally expected.

- 92 The detailed figures on which the Commission's estimates are based have been published separately. Copies have been sent to the Secretary of State and to the principal authorities in the review area. Additional copies are available from the Commission on request.

## CONCLUSIONS

- 93 In the light of all the further evidence it received during the extensive consultations on its report, *The Future Local Government of Hampshire*, the Commission has reconsidered its draft recommendations and alternative structure.

### SEVEN UNITARY AUTHORITIES

- 94 The Commission detected a lack of enthusiasm for the Commission's alternative structure of seven unitary authorities. During the consultation period, only around one quarter (24 per cent) of those who have written to the Commission expressed a preference for this option. Outside Portsmouth and Southampton, support only rises to 25 per cent. A similar pattern emerges from the MORI survey: an average of 21 per cent prefers the seven council structure, rising to 25 per cent, if residents in Portsmouth and Southampton are excluded.
- 95 Strong opposition was expressed to the division of Test Valley Borough, which was recommended as part of the Commission's unitary option. Test Valley residents provided the second largest number of responses of any district in Hampshire (7,487), of which only 4 per cent (the lowest of all districts) supported the seven unitary option. In addition, a petition signed by over 4,600 residents of Test Valley, stating opposition to the division of the borough, has been received. The Commission therefore considered further the most appropriate structure for the three mid-Hampshire authorities of Test Valley, Winchester and East Hampshire. Test Valley Borough Council continues to seek unitary status on existing boundaries. Neither it, nor East Hampshire, favour a link with Winchester. There is no natural division of the area and no agreement between local authorities. Yet, having regard to the statutory criteria—including the increased costs which could be involved in a structure comprising a large number of unitary authorities in the county—the Commission could not support unitary status for either Test Valley (population 103,400) or East Hampshire (population 104,600) on existing district council boundaries. The Commission therefore considered the option of a single unitary authority for the three districts. This would cover a large area and several distinct communities and, although supported by Winchester City Council, is opposed by the remaining two district councils and by many other respondents. There is no easy unitary solution for this area.
- 96 The Commission also gave particular consideration to the wish of the western parishes of Hart to join Basingstoke & Deane in the event of a unitary structure for the county as a whole. The Commission received few submissions on this point, but the parish councils reiterated their support for the proposal during the consultation period, including at a public meeting held by the Commission in the area. This could provide for two authorities in the north—one largely rural but focused on Basingstoke and one largely urban comprising eastern Hart and the whole of Rushmoor.



- 97 In its earlier report, *The Future Local Government of Hampshire*, the Commission concluded that its alternative structure of seven unitary authorities offered, for the most part, a satisfactory balance between community identity and effective and convenient local government. However, although it has been supported in principle by the Hampshire Branch of the Association of District Councils, there has not developed a clear consensus among local authorities for any particular local government structure, as indicated in figure 4. The Commission maintains the concerns about the structure which it set out in its consultation report. Moreover, during the consultation period, there has not been a high level of general support for the proposition.

#### THE COMMISSION'S DRAFT RECOMMENDATION

- 98 As described in chapter 3, the Commission received significant support for its draft recommendation for 'modified two tiers'. Around half of all respondents who wrote direct to the Commission favoured the proposal, together with a further 11 per cent who preferred no change. This compares to around one quarter who preferred the Commission's alternative option of seven unitary authorities. Similarly, half of the residents surveyed by MORI also preferred either no change or 'modified two tiers', compared to around one-fifth who preferred the seven unitary authority option.
- 99 In Portsmouth and Southampton, there was a very clear expression of view among respondents in favour of unitary authorities for the two cities, either on existing or extended boundaries. Unitary authorities for Portsmouth and Southampton were preferred by some four-fifths of respondents in the two cities, the significant majority of whom preferred the Commission's draft recommendation whereby the cities would retain their existing boundaries. It is also the preference of the two city councils that unitary authorities should be established on existing boundaries. At the same time, a significant majority of respondents outside Portsmouth and Southampton (57 per cent) favoured no change in their own district areas. This pattern is repeated, albeit less starkly, in the MORI evidence.
- 100 Having reviewed all the evidence before it, and being guided by the statutory and other criteria, the Commission concludes that there is a clear case for some change to the structure of local government in Hampshire, by modifying the present arrangements to establish unitary local authorities for the cities of Portsmouth and Southampton, on their existing boundaries. The change would improve co-ordination, effectiveness and delivery of local government services and facilitate the co-ordination of local government services with those of other public sector bodies, the business community, and the voluntary sector, all to the benefit of residents in the cities. Such a change would accord with the expressions of community identity and interest which have become evident to the Commission through RAS and MORI opinion surveys and representations from local residents.

#### NEW FOREST

- 101 The Commission has also considered very carefully whether its draft recommendation should be modified in any way. Considerable weight of opinion has been expressed in support

of a unitary authority for New Forest. This was, in fact, an option which was given particular consideration in its consultation report—albeit as part of its consideration of a county-wide unitary structure—in which the Commission concluded that: ‘The New Forest has a strong sense of separate identity and a substantial population and resource base. On balance, therefore, it seems reasonable to consider that it may become a unitary authority’.

- 102 The proposal for a unitary New Forest, as part of a county-wide unitary structure, generally has the support of district councils in the county. It is the only constant element of the range of structural options for a county-wide unitary structure put forward by the Hampshire Branch of the ADC. New Forest District Council, though preferring seven unitary authorities for the county, concluded that its second preference would be for three unitary authorities based upon New Forest, Portsmouth and Southampton, with no change elsewhere. Its submission in response to the Commission’s draft recommendations states: ‘Whatever option the Local Government Commission finally recommends to Government, it should recognise that there is a compelling case to include a proposal for the creation of a New Forest unitary authority. The area has all the attributes required to make it a ‘natural’ unit of local government, combining tradition, viability and identity within a rural area equally strongly as complementary historic urban cities’.
- 103 A number of organisations have expressed a preference for the creation of a unitary New Forest. Supporting representations have been received, for example, from the Lymington Chamber of Commerce and the Federation of New Forest Chambers of Commerce. Around half of the the parish councils which wrote to the Commission from the district supported a unitary authority for the area, whereas elsewhere in the county most parish councils have favoured no change for their area.
- 104 As was shown in figure 2, almost 8,000 responses were received from New Forest—an above average response rate for the county. Some 60 per cent of respondents from the district favoured the Commission’s alternative structure of seven unitary authorities, which included a unitary authority for New Forest. As indicated earlier, this level of support is considerably higher than in any other district, the next highest being Basingstoke & Deane (36 per cent), Fareham (29 per cent) and Rushmoor (28 per cent), the average for the county being 24 per cent. Only 34 per cent of respondents preferred no change for the district (support for option one and ‘no change’), the lowest in the county.
- 105 This is mirrored to an extent in the results of MORI’s research. As set out in appendix B, 46 per cent of residents of New Forest, according to MORI, preferred the seven-council option when asked which of the Commission options they most preferred, compared to only 13 per cent who preferred option one. New Forest was the only district where option two was preferred to option one, apart from Rushmoor where residents’ preferences were much closer (38 per cent favouring option two and 28 per cent preferring option one).
- 106 When residents’ preferences for their own district are considered, according to MORI’s analysis of ‘firm preferences’ described in paragraph 57, New Forest is the only district outside Portsmouth and Southampton where support for a unitary structure exceeded that for no change. Figure 7 compares preferences for unitary structures to those for no change.

Figure 7

## COMPARISON OF 'FIRM' PREFERENCES FOR UNITARY STRUCTURES IN RESIDENTS' OWN DISTRICTS

Authority	Percentage of respondents	
	Expressed preference for unitary structures	Expressed preference for no change
Portsmouth	45	35
Southampton	37	30
New Forest	37	33
Average outside New Forest, Portsmouth and Southampton	23	49

Source: MORI, September 1994

Note: In Portsmouth and Southampton, preference for unitary structures includes support for option one, option two, and for pre-1974 structures. Outside the two cities, such preference is limited to support for option two, while preference for no change includes support both for option one and for county-wide no change.

- 107 In the light of this considerable support, the Commission considered further whether its draft recommendation should be modified to include a third unitary authority based upon the present boundaries of New Forest District Council. As indicated earlier, the Commission's consultation report, *The Future Local Government of Hampshire*, identified the district as 'an area of small towns and relatively sparse population and containing much of the outstanding beautiful forest. The distinctness is manifested in the strong sense of identity with the New Forest District.' The area is physically distinct, partly surrounded by water, with a relatively small border with the rest of Hampshire. According to RAS, 84 per cent of residents in the district belong 'very or fairly strongly' to the district area, compared with an average district identity for the county as a whole of 66 per cent, and second only to Southampton (89 per cent).
- 108 The district has a population of over 160,000, within the indicative range identified for most unitary authorities in the Commission's report, *Renewing Local Government in the English Shires*. The Commission judges that an authority of this size would be capable of carrying out successfully the broad range of functions currently the responsibility of the District Council and County Council. Some of the County Council's activities are already organised on the basis of the district area.
- 109 There are disadvantages, however. For example, costs are likely to increase, compared with the present arrangements, as figure 8 shows. The modification could remove the possibility of the new structure achieving savings in administrative costs.

Figure 8

COSTS OF 'MODIFIED TWO TIERS' INCLUDING UNITARY NEW FOREST

Option	Annual savings/ costs (£ million)	Transitional costs (£ million)	Payback period
Unitary New Forest, unitary Portsmouth, unitary Southampton and two-tier remainder	From £1m to £5m cost	From £10m to £12m cost	No payback

- 110 Further, the Commission has generally adopted the view that towns and cities with relatively high population density are good candidates for unitary status. New Forest has a population density of 2.2 persons per hectare, the fourth lowest in the county, compared with a county average of 4.2. The County Council has written to the Commission on its concerns about a unitary New Forest, in part in the context of the Government's announcement on the future planning regime for 'The New Forest'. The County Council could suffer a loss of economies of scale and strategic capability if unitary authorities were established for New Forest, as well as for Portsmouth and Southampton, and there would be an extra dimension to the joint arrangements already required by the Commission's 'modified two-tier' proposal.
- 111 On balance, however, the Commission has concluded that there is a strong case for a unitary authority for New Forest, the possibility of which the consultation report had already identified. It is a distinct area with clear community identity and interests, while also capable of providing convenient and effective local government. It would leave an area of almost 300,000 hectares for the County Council with a population of over one million which would remain a viable local government unit. The proposal has met with considerable support among local interests and residents, and the Commission has concluded that, on the balance of all the evidence, the Commission's draft recommendation should be amended to include a third unitary authority for the area. This structure is set out in map 1.



## 5 FINAL RECOMMENDATIONS

- 112 The final recommendations below reflect the Commission's consideration of all the evidence it has received including the responses to its consultation report, within the context provided by its earlier report, *Renewing Local Government in the English Shires*. The first section addresses the structure of local government in Hampshire; the second relates to the other matters on which the Commission consulted.

### THE STRUCTURE

- 113 In recognition of the support both for its draft recommendation and for the creation of a unitary authority for the New Forest, the Commission examined the evidence for the creation of three unitary authorities based on the two cities of Portsmouth and Southampton and the district of New Forest, together with the retention of the present two-tier arrangements in the rest of the county. The Commission concluded, on the balance of all the evidence, that this structure best meets the statutory criteria, having regard to the Government's guidance. In the Commission's view, this structure would address the issues of identity, accessibility, responsibility and democracy to which it has had regard in the conduct of the review.

#### FINAL RECOMMENDATION 1

In New Forest District, Portsmouth City, and Southampton City, the present two-tier structure of local government should be replaced by three new unitary authorities, each responsible for the broad range of services now provided in the respective districts by New Forest District Council, Portsmouth City Council, Southampton City Council and Hampshire County Council. In the rest of Hampshire, there should be no change in the existing structure of local government, comprising ten district councils and Hampshire County Council.

- 114 Details of the electoral arrangements recommended by the Commission are given in paragraphs 124 to 128 below.
- 115 The Commission is not recommending the abolition of the historic county of Hampshire which would continue as a focus for loyalty, as well as for historic, ceremonial, sporting and other purposes and as a framework for local government co-operation.

#### FINAL RECOMMENDATION 2

The unitary authorities of New Forest, Portsmouth and Southampton should be associated with the County of Hampshire for ceremonial and related purposes.

- 116 In its Progress Report, *Renewing Local Government in the English Shires*, the Commission expressed the view 'that all unitary authorities must be perceived to be new authorities so as to emphasise the fresh start which reorganisation offers to local government'. This remains the Commission's view, but it is for the Secretary of State finally to determine whether the unitary authorities the Commission recommends should be new or continuing authorities.

## OTHER MATTERS

### PUBLIC PROTECTION

- 117 In its consultation report, *The Future Local Government of Hampshire*, the Commission indicated that the Government's guidance to the Commission on police and fire services is explicit in requiring them to be carried out over an area no smaller than at present. Also mentioned was a separate exercise, in which the Commission is not involved, in which the Government is developing new proposals for police authorities, the probation service and magistrates' courts. In the meantime, the Commission recommends that the public protection and the law and order services should continue to cover the present county area of Hampshire, except for the police authority, which should continue to cover Hampshire and the Isle of Wight. Combined authorities should be established for these services on which representatives of the new unitary councils for New Forest, Portsmouth and Southampton would serve, together with representatives from Hampshire County Council.

### FINAL RECOMMENDATION 3

Combined authorities should be established for both the police and fire services. The fire service should continue to operate on the basis of the present county of Hampshire, while the police service should continue also to serve the Isle of Wight. The combined authorities should be served by representatives of the new unitary councils for New Forest, Portsmouth and Southampton (and, in the case of the police service, the new unitary authority for the Isle of Wight), together with representatives from Hampshire County Council. No changes are proposed in the probation and magistrates' courts services.

### PLANNING

- 118 The Commission's draft recommendation was that strategic land use planning for Hampshire should not be undermined by changes in the structure of local government. It is recognised that there is a high level of interdependence between different parts of the county and this needs to be reflected in an appropriate planning structure. The Commission has considered representations made in connection with its draft recommendation and accepts that there is a need for planning to be maintained across the county.

#### FINAL RECOMMENDATION 4

For strategic planning the three new unitary authorities should assume joint responsibility with the County Council for structure planning for the whole of their combined area. The new unitary authorities should also be mineral and waste planning authorities, but with strategic minerals and waste policies being included in the joint structure plan. Each authority should individually have responsibility for formulating detailed minerals and waste policies for their area in general conformity with the policy framework established by the structure plan, and they should be authorised to include such policies in their local plans. Responsibility for local plans should rest with each of the new unitary authorities in their respective areas, and, as at present, with each of the district councils. The new unitary authorities should also exercise development control functions for their areas for all purposes. Elsewhere in the county, the respective development control functions of the county and district councils should remain unchanged.

#### OTHER SERVICES

- 119 The Commission considers that the three new unitary authorities it is proposing will command sufficient resources for them each to carry out the other main local government services, whether directly or by 'contracting out' their provision either to other local authorities or to the private sector. However, the Commission expects the new authorities to work closely with neighbouring districts and the County Council to ensure that services do not suffer because of reorganisation, especially the relatively small-scale but important services such as trading standards, archive provision and emergency planning.

#### CHICHESTER HARBOUR CONSERVANCY BOARD

- 120 The Board carries out important conservancy work in relation to the harbour, which falls partly in Hampshire and partly in West Sussex and receives part of its funding through precepts on both county councils. Specific arrangements will need to be made in any orders made under section 17 of the Local Government Act 1992 implementing the Commission's recommendations, in order to safeguard future funding for the Board.

#### BOURNEMOUTH AND CHRISTCHURCH

- 121 As part of its review of local government in Dorset, the Commission has consulted on the possible return to the pre-1974 boundary between Dorset and Hampshire. This restoration would, effectively, result in the districts of Bournemouth and Christchurch and the parish of St Leonard & St Ives, in East Dorset, returning to Hampshire for ceremonial and related purposes only. The Commission's report, *Final Recommendations on the Future Local Government of Dorset*, will address this issue.

#### THE SEAWARD BOUNDARY

- 122 In undertaking its reviews, the Commission must consider the impact that any structural changes may have on the boundaries of local government areas. In the case of Hampshire, the structural changes proposed do not alter present boundaries. However, as part of the



review of the Isle of Wight, the county and two district councils on the Island asked the Commission to consider making recommendations to extend the boundaries of the Isle of Wight further into the Solent – in particular the area of the Western Solent – as they considered that some control by a public body is needed to protect the public interest. The extension would directly affect the Hampshire seaward boundary.

- 123 In its report to the Secretary of State on the Isle of Wight review, the Commission recognised the strong views of the Island (shared by Hampshire County Council) on this issue. However, as the Island's councils themselves acknowledged, the issues require wide consultation and could not be dealt with as part of the structural review of the Isle of Wight. Nor has the Commission found it practicable to address them during the course of this review of Hampshire. Accordingly, the Secretary of State may wish to direct the Commission to undertake a separate boundary review at some future date, with the object of resolving the concerns expressed about the Hampshire seaward boundary in the Solent.

### FINAL RECOMMENDATION 5

For the present, there should be no change to the existing seaward boundaries of Hampshire. However, the Commission wishes to draw the Secretary of State's attention to the request of the three Isle of Wight authorities, and a request from Hampshire County Council, that consideration should be given to adjusting the seaward boundaries particularly in relation to the Solent.

### ELECTORAL ARRANGEMENTS

- 124 The Government's guidance states that 'where a new authority covers an area of an existing county or district...the Commission should recommend that the wards or electoral divisions should be transferred to the new authority'.
- 125 The Commission consulted on its draft proposals for councillor representation in two unitary authorities and the remaining County Council area. The proposals were broadly acceptable given that a further review of electoral arrangements is to be carried out throughout England during the next five years. The Commission's final recommendation is based on the principles described in the draft recommendation.
- 126 The initial arrangements would therefore remain as at present. In New Forest, they would be based on the 33 existing wards with the present combination of one, two and three councillors per ward, giving a total of 58 members. Similarly, in Portsmouth they would be based on the 13 existing district wards with three councillors per ward, giving a unitary council of 39 members, while the arrangements in Southampton would be based on the 15 existing district wards with three councillors per ward giving a unitary council of 45 members.
- 127 The arrangements in the rest of the county, outside of the three unitary authorities, would remain unchanged with the same number of district councillors and county councillors (excluding New Forest, Portsmouth and Southampton) as in the current arrangements. In this option, the total number of county councillors would be reduced from 102 to 63, owing to the exclusion of the two cities and New Forest.

- 128 The Commission recommends that the current system of elections to the whole council in some districts (including New Forest), and elections by thirds in other districts (including Portsmouth and Southampton), should remain unchanged for the present.

#### **FINAL RECOMMENDATION 6**

- (a) The unitary authority for New Forest should comprise 58 councillors. They would represent the existing 33 wards, with a combination of one, two and three councillors for each ward. Elections should be for the whole council.
- (b) The unitary authority for Portsmouth should comprise 39 councillors. They would represent the existing 13 wards, with three councillors for each ward. Elections should be by thirds.
- (c) The unitary authority for Southampton should comprise 45 councillors. They would represent the existing 15 wards, with three councillors for each ward. Elections should be by thirds.
- (d) Electoral arrangements in the ten district councils in the rest of the county should remain unchanged. Hampshire County Council should comprise 63 councillors, serving the existing 63 electoral divisions outside New Forest, Portsmouth and Southampton.

#### **LOCAL COUNCILS**

- 129 As part of the Commission's MORI survey, residents were asked whether they supported the creation of parish and town councils, if local people want them, where they do not currently exist. There was a strong level of support (68 per cent) for this proposal, with only 13 per cent in opposition, and 19 per cent not expressing an opinion.
- 130 The Commission's consultation report proposed the creation of parishes in the areas of Bishopstoke, Chandlers Ford, Eastleigh, Emsworth, Hayling Island, Sarisbury and Warsash. In all cases, except Eastleigh and Chandlers Ford, the original proposal for parishing was made and supported by a local interest group which presented its case to the Commission with evidence of support from residents. In the case of Eastleigh and Chandlers Ford, the proposals were made by Eastleigh Borough Council as part of its case for unitary status. The parish proposals were clearly stated as being dependent upon unitary status being achieved.
- 131 The Commission sought public opinion on all these parishing proposals to ascertain whether there was sufficient local demand as to warrant it recommending parishing as part of its final recommendations. In the event, support has not been forthcoming for the creation of parishes in Eastleigh and Chandlers Ford, with the notable exception of the Hampshire Association of Parish Councils. It is perhaps understandable that given the nature of the Commission's consultation process, the issue of parishing may have been given a lower priority by residents.

#### **FINAL RECOMMENDATION 7**

Parishes should be created in the areas of Bishopstoke, Emsworth, Hayling Island, Sarisbury and Warsash, as detailed in appendix C.

- 132 The Commission considers that given the level of support for parishing as evidenced by the MORI survey the Secretary of State may wish to direct the Commission to undertake a review of the parishing arrangements in Eastleigh at some future date.
- 133 Maps illustrating the proposed boundaries for Emsworth and Sarisbury are in appendix C.
- 134 As indicated in paragraph 39, the Commission has no power to make recommendations in relation to the electoral arrangements for any new parish councils which may be established as a consequence of its final recommendation for the parishing of these areas. Nevertheless, the Commission's consultation report provided details of the electoral arrangements suggested to it by respondents. Given their powers in respect of electoral arrangements in parish areas, the Commission's conclusions in respect of these matters may be of assistance to the Secretary of State and to the appropriate local authorities in the review area.
- 135 The Commission is satisfied that the electoral arrangements set out in appendix C would provide an equitable level of electoral representation in these areas should parish councils be established, and commends them to the Secretary of State. The Commission is also of the view that any parish council elections for these areas should be held on the same cycle as elections to the principal authorities.
- 136 In its consultation report, the Commission invited views on whether parishes should be created for any other unparished areas of the county, and undertook to reflect the response in its final report. The Commission considers, however, that other proposals made to the Commission should be considered as part of a more comprehensive review of parishes and their boundaries, including a re-examination of the unparished parts of Hampshire. It is open to any interested party to make representations to the Secretary of State asking him to direct the Commission to undertake such a review.
- 137 In *Renewing Local Government in the English Shires*, the Commission argues for an enhanced role for parish and town councils within the existing statutory provisions. It is quite clear, from the RAS survey and other evidence, that there already exists in Hampshire a strong sense of identity with local neighbourhoods and with parish and town councils, and therefore a strong base on which to build. Therefore, the Commission recommends that the role of parish and town councils should be enhanced and that this should be done whether the existing two-tier arrangements are retained in most or all of the county, or there is change to a unitary structure.
- 138 To enhance the role of parish and town councils, the Commission believes there should be regular meetings with the principal local authorities, improved consultation on planning and highways issues and—where there is a demand from a local council—devolved management of local facilities such as sports grounds. Members of parish and town councils would also be well placed to help residents secure assistance or redress when faced with problems regarding local services. These proposals enlarge on existing practice and reflect suggestions in many of the submissions to the Commission, both nationally and locally.

- 139 Neither the Government nor the Commission envisages an increase in the statutory powers of parish and town councils, nor the establishment of another tier of local government, and few respondents have argued for this. However, the Commission does see an important role for parish and town councils in empowering local communities. The Commission agrees with many of its respondents that a clear consultative framework should be established between local authorities and parish and town councils. This framework, or 'local charter', could ensure that parish and town councils have rights to the following:
- (i) a clear statement of the matters affecting the local community upon which they will be consulted, with the areas for consultation being widely drawn;
  - (ii) sufficient information from principal authorities about matters on which local councils' views have been requested;
  - (iii) the right to a written explanation from a principal authority if it decides, as it legitimately may, not to agree with the views of the parish or town council;
  - (iv) regular meetings between representatives of the principal authority and the parish and town councils to discuss matters of common interest.

#### **FINAL RECOMMENDATION 8**

- (i) There should be an enhanced consultative role for all parish and town councils.
- (ii) Elections for parish and town councils should, whenever possible be held at the same time as elections for principal authorities.

\* \* \*

## **NEXT STEPS**

- 140 Having completed its review of Hampshire and submitted its final recommendations to the Secretary of State, the Commission has fulfilled its statutory role under section 13 of the Local Government Act 1992.
- 141 It now falls to the Secretary of State, if he thinks fit, to give effect to the Commission's recommendations with or without modification, and to implement them by means of an Order which will be laid before both Houses of Parliament. Such an Order will not be made earlier than a period of six weeks from the date the Commission's recommendations are submitted to the Secretary of State.
- 142 All further representations and correspondence concerning the matters discussed in this report should be addressed to the Secretary of State, who will take them into account before reaching a conclusion on the Commission's recommendations. Representations should be addressed to:

The Secretary of State for the Environment  
Local Government 1 Division  
Department of the Environment  
2 Marsham Street  
London SW1P 3EB



# APPENDIX A

## SUMMARY OF RAS FINDINGS ON COMMUNITY IDENTITY

Extract from the Commission's consultation report

### RESIDENTS' ATTITUDES TO CHANGE

- 1 Local attitudes to change are important. It has generally been the Commission's experience that, in principle, residents favour a single-tier system of local government. However, there are some review areas where support for such a system has proved to be weak. When residents are given choices of unitary structures, it can be difficult to translate support for the unitary principle into support for actual unitary structures.
- 2 As part of their market research on community identity, local authorities in Hampshire sought the views of local residents on unitary authorities. Over one-third of residents (35 per cent) support the principle for one council to provide services in the area rather than two, with a similar number expressing opposition; the remaining 30 per cent did not express an opinion either way. In eight districts, support for the unitary principle outweighs opposition, though to varying degrees. The level of support for the unitary concept is highest in Hart (40 per cent) and Havant (39 per cent) and lowest in Gosport (26 per cent). Support for maintaining the present arrangement is highest in Gosport (43 per cent), Fareham (42 per cent) and Winchester (40 per cent).

### THE IDENTITIES AND INTERESTS OF LOCAL COMMUNITIES

- 3 The Commission considered it helpful to establish baseline information on the priorities people attach to the various factors that will influence local government structure. MORI was asked by the Commission to survey public opinion in all the areas of England subject to review. In Hampshire, however, RAS was commissioned by the Hampshire local authorities.
- 4 The RAS survey enabled the Commission to gauge the relative importance the public gives to major factors that will influence local government structure. The question asked was: how important do you think each one (factor) is in deciding the future structure of local government in Hampshire? The responses were as shown in figure A1. The survey revealed that 98 per cent of the respondents identified value for money and high quality services as 'very' or 'fairly' important; on the other hand, the size of an area covered by a council and its population are of less concern.
- 5 In a separate MORI survey on a national basis, 82 per cent of residents said they would not be prepared to pay extra for services to be locally based.
- 6 The evidence from the survey of opinion in Hampshire indicated that, in September 1993 when the survey was conducted, people were not fully aware of the issues involved in considering local government reorganisation. Indeed, when asked if they knew about the review, only 19 per cent said they 'definitely' knew, and a further 8 per cent said they

thought they knew about the review. More than two-thirds of those surveyed did not know about the review. This could suggest that some of the evidence received in the early stages of the review was from people and organisations with a special interest in, or knowledge of, the review.

Figure A1

# FACTORS DETERMINING LOCAL GOVERNMENT STRUCTURE IN HAMPSHIRE

Percentage of respondents mentioning each factor

	Very important	Fairly important
Ensure councils provide value for money services	85	13
Ensure councils provide high quality services	85	13
Keep council tax to a minimum	78	17
Ease of contacting the council	69	27
Give local people more influence	61	32
People's sense of local community	60	33
Reduce uncertainty about who provides each service	58	30
Ease of contacting elected councillors	53	37
Enable the area to influence central government and European Community	43	36
Location of the council's headquarters	42	36
The historical boundaries of an area	41	33
The size of an area covered by a council	36	34
The size of population covered by a council	35	31

Source: RAS, October 1993

## COMMUNITY IDENTITY

- 7 Figure A2 shows that for Hampshire as a whole, community affiliation is strongest in respect of the county, followed closely by local neighbourhood or village. Attachments to the home town or nearest town and the local government areas of the districts are less pronounced. The pattern of community identity in Hampshire is notably different from that found in other English counties. Community affiliation nationally is generally strongest in respect of the local neighbourhood or village, followed by the home town or nearest town, while attachments to the local government areas of the county and the districts are much less pronounced. The percentage of respondents identifying with districts and with the county in Hampshire is notably higher than the average for the respective local authority areas across all the review areas in England. In particular, identification with the county is generally much stronger than with the local authority areas of districts, boroughs or cities; it is also higher than the Commission has found in most other counties, although direct comparison is difficult because of differences in the questionnaires used.

Figure A2

COMMUNITY IDENTITY IN HAMPSHIRE: AN OVERVIEW

Question: 'How strongly do you feel you belong to each of the following areas?'

	Percentage of respondents	
	Very strongly	Very/fairly strongly
This neighbourhood/village	41	76
Town/nearest town	29	61
District/borough/city area	32	66
County of Hampshire	45	77

Source: RAS, October 1993

- 8 Figure A3 illustrates the variation, by district, of community affiliations. Among key points to emerge are:
- (i) Portsmouth, Southampton and New Forest are the districts attracting the strongest consistent community affiliation;
  - (ii) Test Valley has a relatively weak borough identity but a high county affiliation. Its identity with the borough is the lowest of the districts, although residents reveal a very strong attachment to their nearest town;
  - (iii) In East Hampshire and Winchester, residents reveal a weak attachment to the town or nearest town.



Figure A3  
COMMUNITY IDENTITY IN HAMPSHIRE

Question: 'How strongly do you feel you belong to each of the following areas?'

Percentage of respondents belonging 'very or fairly strongly'

Authority	Neighbourhood /village	Town/ nearest town	District/city /borough of	County of Hampshire
Basingstoke & Deane Borough	73	63	57	73
East Hampshire District	74	40	57	78
Eastleigh Borough	78	61	55	77
Fareham Borough	79	63	64	81
Gosport Borough	65	67	64	75
Hart District	74	47	57	70
Havant Borough	75	55	52	76
New Forest District	87	65	84	83
Portsmouth City	70	74	80	72
Rushmoor Borough	69	69	56	69
Southampton City	78	60	89	85
Test Valley Borough	81	73	49	81
Winchester City	72	39	53	77

Source: RAS, October 1993

## APPENDIX B

# Local Government Structure in Hampshire

**RESEARCH STUDY CONDUCTED FOR  
THE LOCAL GOVERNMENT COMMISSION FOR ENGLAND  
SEPTEMBER 1994**

## **MEMORANDUM**

**TO:** The Local Government Commission for England  
**FROM:** MORI Local Government Research Unit  
**DATE:** September 1994  
**RE:** Public attitudes to Local Government structure in Hampshire

### **TECHNICAL NOTE**

MORI interviewed a representative quota sample of 4,083 adults aged 18+ across Hampshire. All Census enumeration districts (EDs) in the county were sorted into districts, and within district ranked by percentage professional/managerial households. At this stage, 24 EDs were selected in each district, with a probability of selection proportional to the size of the population of each. Quota controls were set for each sampling point, by gender, age and work status using 1991 Census data. Around 300 interviews were achieved in each district, and at the analysis stage the data were weighted to account for the population profiles of each district and the relative population sizes.

### **MAIN FINDINGS**

- There is no majority support for either of the Commission's options, in the County as a whole or in any individual district.
- Option One is more popular in all districts except New Forest and Rushmoor, with the support of between three and five in ten.
- No majority agreement on which option would be worst.
- No majority for any other option not presented by the Commission.

## DETAILS

- Two in three (64%) name Hampshire as their County Council
- In general, between seven and nine in ten can name their District Council (East Hampshire is slightly lower).

### Q What is the name of the Borough/District/City Council for this area?

	% Correct
Basingstoke & Deane District	74
East Hampshire District	60
Eastleigh Borough	83
Fareham Borough	76
Gosport Borough	85
Hart District	80
Havant Borough	84
New Forest District	70
Portsmouth City	88
Rushmoor Borough	87
Southampton City	83
Test Valley Borough	76
Winchester City	82

- Although only three in ten (29%) say they have never heard of the Review, depth of knowledge of the Review remains low, as in other counties. Just two per cent of residents say they know “a great deal” about the Review, and eleven percent know “a fair amount”.
- The options for change were presented as on the Commission leaflet, modified to remove the text indicating the Commission’s recommendation.

In summary the options were:

One: Portsmouth City and Southampton City would become unitary councils with the retention of the existing two-tier structure in the remainder of the County.

Two: Seven new unitary councils.

In eleven districts, Option One is more popular than Option Two. In two districts (New Forest and Rushmoor), Option Two is more popular than Option One. However, there is no majority support for either option. Option One gains the support of one in three, Option Two of one in four.

**Q Please tell me which of these options, if any, you would most prefer?**

		<b>Option One</b>	<b>Option Two</b>	<b>None of These</b>	<b>Don't Know</b>
HAMPSHIRE	%	35	26	13	26
Basingstoke & Deane	%	30	26	14	30
East Hampshire	%	40	22	14	24
Eastleigh	%	48	31	7	14
Fareham	%	31	27	10	32
Gosport	%	40	24	19	17
Hart	%	34	31	13	22
Havant	%	32	31	14	23
New Forest	%	13	46	14	27
Portsmouth	%	44	13	13	30
Rushmoor	%	28	38	14	20
Southampton	%	38	13	9	40
Test Valley	%	43	20	14	23
Winchester	%	35	26	21	18

- Offered the opportunity to name "other" options that they preferred (but with no particular options prompted), around seven in ten say either that there are none (39%) or that they do not know (29%). The proportions preferring another option are as follows:

**Q What other options, if any, would you prefer to those I have shown you?**

		<b>No need to change</b>	<b>"Pre-1974 Structure"</b>	<b>Some other preference</b>
HAMPSHIRE	%	25	2	5
Basingstoke & Deane	%	20	1	3
East Hampshire	%	23	1	8
Eastleigh	%	17	1	7
Fareham	%	15	0	6
Gosport	%	36	2	3
Hart	%	27	1	5
Havant	%	14	*	10
New Forest	%	23	0	5
Portsmouth	%	35	6	2
Rushmoor	%	16	5	4
Southampton	%	30	2	3
Test Valley	%	36	2	5
Winchester	%	31	2	4

Many of the people who selected Option One were, in terms of their own districts, selecting "No Change" as their first preference.

- All respondents are, therefore, asked two questions about their preferences: first, they are asked to select one of the Commission's options; second, they are asked if there are any other options that they would prefer.

By taking account of people's responses to both questions we can prepare a succinct summary which best reflects people's views and preferences.

The methodology is as follows: those who select one of the Commission's options as their first preference with the prompted list, and then went on to say that they do not have any other preference when offered an open choice, are described as "firm" supporters of that option.

Those who, having given their preference for one of the Commission's options, then went on to say there was actually another structure that they would prefer (which might have been the status quo, for example) are re-allocated to take account of this information.

There are also those who express no view or preference at both the Commission's options question and the unprompted open choice question. These people remain categorised as "Don't know". The table below sets out the results of this analysis across the County and within individual districts.

		Firm Support					
		Option one	Option two	No need to change	"Pre-1974"	Other	No opinion
HAMPSHIRE	%	25	21	25	2	5	22
Basingstoke & Deane	%	24	22	20	1	3	30
East Hampshire	%	30	18	23	1	8	20
Eastleigh	%	36	26	17	1	7	13
Fareham	%	25	22	15	0	6	32
Gosport	%	28	16	36	2	3	15
Hart	%	24	27	27	1	5	16
Havant	%	28	26	14	*	10	22
New Forest	%	10	37	23	0	5	25
Portsmouth	%	28	11	35	6	2	18
Rushmoor	%	21	32	16	5	4	22
Southampton	%	24	11	30	2	3	30
Test Valley	%	25	16	36	2	5	16
Winchester	%	24	23	31	2	4	16

- As noted above, in much of the County a firm preference for Option One is similar to expressing no need for change where districts outside of Southampton and Portsmouth are concerned. In addition, in Southampton and Portsmouth themselves, any residents who said they would like to see a return to the pre-1974 structure are in effect supporting the Option One structure for their City.
- In most of the County more residents show firm support for no change than change for their own district. Although there is no straight majority opinion. In Southampton and Portsmouth, there are marginally more who think there is no need to change than there are who support unitary authorities based on current boundaries (ie as pre-1974). However, taking into consideration the proportion who support unitaries based on *expanded* boundaries, there is more support in each City for a unitary authority *of some form*, than for not changing the structure.
- In Portsmouth, Southampton and New Forest, residents prefer unitaries in some form for their own districts to no change. In the other districts, residents prefer no change.
- Option Two is most popular in New Forest and least popular in Portsmouth and Southampton.

- When residents are asked which option they prefer least, Option Two proves least popular in all districts except the New Forest and Rushmoor.

**Q Which, if any, of the options shown here would you least prefer?**

		<b>Option One</b>	<b>Option Two</b>	<b>None of These</b>	<b>Don't Know</b>
HAMPSHIRE	%	21	31	16	32
Basingstoke & Deane	%	22	27	20	31
East Hampshire	%	23	43	8	26
Eastleigh	%	28	49	8	15
Fareham	%	28	30	6	36
Gosport	%	19	39	12	30
Hart	%	28	35	12	25
Havant	%	26	28	16	30
New Forest	%	36	11	24	29
Portsmouth	%	8	31	21	40
Rushmoor	%	28	27	18	27
Southampton	%	9	30	16	45
Test Valley	%	14	43	16	27
Winchester	%	18	30	26	26

- Five times as many residents support (68%) as oppose (13%) the principle of setting up town or parish councils where people want them. This is broadly consistent throughout the county.

## STATISTICAL RELIABILITY

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

Size of sample on which survey result is based	Approximate sampling tolerances applicable to percentages at or near these levels		
	10% or 90%	30% or 70%	50%
	±	±	±
100 interviews	6	9	10
300 interviews	3	5	6
1000 interviews	2	3	3
2000 interviews	1	2	2
2,500 interviews	1	2	2
4,000 interviews	1	1	2

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

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

Size of samples compared	Differences required for significance at or near these percentage levels		
	10% or 90%	30% or 70%	50%
	±	±	±
300 and 300	5	7	8
1,000 and 1,000	3	4	4
1,000 and 300	4	6	7
2,000 and 300	4	6	6
4,000 and 300	4	5	6



## **MARKED-UP QUESTIONNAIRE**

MORI/8197  
(1-4)

## OPTIONS RESEARCH (HAMPSHIRE)

Serial No .....  
OUO (5-8)

Fieldwork 13 July – 15 August

N = 4,083 respondents aged 18+

Sample stratified by district

Data weighted to be representative of the population profile

<b>Gender</b>	%	<b>Number in Household</b>	
Male .....	48	Adults aged 18+ (inc. respondent)	
Female .....	52	17% 60% 14% 6% 2%	
		1 2 3 4 5+	
<b>Age</b>	%	<b>Children (17 or under)</b>	
18-24 .....	13	62% 15% 15% 5% 2%	
25-34 .....	20	0 1 2 3 4+	
35-44 .....	17		
45-54 .....	17		
55-64 .....	14		
65-74 .....	12		
75+ .....	6		
WRITE IN AGE <input type="text"/>		<b>QA Are you or other members of your household employed by a council?</b>	
		IF YES: Is this a Borough/District/City Council or a County Council?	
		CODE FOR BOTH RESPONDENT AND OTHER HOUSEHOLD MEMBERS	
<b>Work Status</b>	%	Respondent % Other %	
Full-time (30 hrs/wk+) .....	49	Yes:	
Part-time (8-29 hrs/wk) .....	11	Borough/District/City .....	2 2
Not working (under 8 hrs) .....	3	County .....	4 4
Looking after home/children .....	10	Don't know which .....	* *
Retired .....	20	No .....	94 87
Registered unemployed .....	3	Don't know .....	1 8
Unemployed but not registered .....	1		
Student .....	2	<b>Tenure</b>	%
Other .....	1	Owning outright .....	27
<b>Occupation of Chief Income Earner (CIE)</b>		Buying on mortgage .....	49
Position/rank/grade .....		Rented from Council .....	13
		Rented from Housing Association ....	2
		Rented from private landlord .....	7
		Other .....	2
<b>Industry/type of company</b> .....		<b>QB Is this your main permanent home, or is it a second or holiday home?</b>	%
		Main/permanent .....	99
<b>Qualifications/degrees/apprenticeship</b> .....		Second/holiday .....	*
		<b>Car in Household</b>	
<b>No of Staff Responsible for</b> .....		<b>CIRCLE NUMBER</b>	
		17% 46% 28% 8%	
		0 1 2 3+	26
<b>PROBE FOR CIE/PENSION</b>	%		
AB .....	20		
C1 .....	29		
C2 .....	24		
D .....	14		
E .....	13		

THIS FORM IS THE PROPERTY OF MARKET & OPINION RESEARCH INTERNATIONAL (MORI)  
32 OLD QUEEN STREET, LONDON, SW1H 9HP

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

Interviewer Name ..... Signature .....

Interviewer Number 

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 / 

--

DATE OF INTERVIEW      Month      Date  

--

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

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

ASK ALL

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

Q1b And how long have you lived in this county?

	Q1a %	Q1b %
Less than 1 year .....	5	2
1-2 years .....	6	2
3-5 years .....	9	5
6-10 years .....	16	9
11-20 years .....	17	15
Over 20 years/all my life .....	46	66
Don't know/can't remember .....	*	1

Q2 What is the name of the County Council for this area? DO NOT PROMPT

	%
Hampshire County Council .....	64
Other (WRITE IN & CODE "2") .....	18
Don't know .....	18

Q3 What is the name of the Borough/District/City Council for this area? DO NOT PROMPT

	% Correct
Basingstoke & Deane District Council .....	74
East Hampshire District Council .....	60
Eastleigh Borough Council .....	83
Fareham Borough Council .....	76
Gosport Borough Council .....	85
Hart District Council .....	80
Havant Borough Council .....	84
New Forest District Council .....	70
Portsmouth City Council .....	88
Rushmoor Borough Council .....	87
Southampton City Council .....	83
Test Valley Borough Council .....	76
Winchester City Council .....	82
Other (WRITE IN & CODE "2") .....	—
Don't know .....	14

IF INCORRECT ANSWER AT Q2 OR Q3, READ OUT: In fact, this is the Hampshire County Council area and the . . . Borough/District/City Council area.

**ASK ALL**

- Q4 SHOWCARD A (R) As you may know, there is currently a review being undertaken by the Local Government Commission on the future of local government structure in this area. How much, if anything, would you say you know about this?

	%
A great deal.....	2
A fair amount.....	11
Just a little .....	33
Heard of but know nothing about.....	25
Never heard of .....	29

**HAND OVER COMMISSION LEAFLET**

Two options have been put forward by the Local Government Commission for the future structure of local government in Hampshire. Could you please read through this leaflet, which outlines the options and includes maps which illustrate them.

**ASK ALL**

- Q5 SHOWCARD B (R) Please tell me which of these options, if any, you would most prefer?  
SINGLE CODE ONLY

	%
Option 1 .....	35
Option 2 .....	26
None of these.....	13
Don't know .....	27

**ASK IF PREFER 1 OR 2. [OTHERS GO TO Q7]**

- Q6 Why do you say you would most prefer option . . . ?  
PROBE FULLY — DO NOT PROMPT. MULTICODE OK

	%
<b>Cost/Efficiency</b>	
Will cost less/save money.....	14
More efficient/less duplication .....	8
Easier to manage .....	9
<b>Size/Area</b>	
Smaller areas better/others too big.....	28
Bigger areas better/others too small/too many councils.....	5
More sensitive to local area/people .....	20
Each area different/local identity.....	9
Want to join/be part of . . . (area/town) .....	4
Don't want to join/be part of . . . (area/town).....	7
Takes account of different levels of community .....	2
Maintains strategic services .....	2
<b>General</b>	
No need to change/OK as it is.....	13
Like present Council/is good/satisfactory .....	7
Don't like present Council/is poor .....	1
Current services good/current councils provide good services .....	3
Would increase services/more services .....	3
Would improve services/services would be good quality .....	4
Need strong/influential council.....	2
Go back to how it was .....	-
Good idea generally .....	3
Other (WRITE IN & CODE "9") .....	27
.....	
.....	
Don't know .....	5

THERE IS NO Q7

ASK ALL

- Q8 SHOWCARD (B) AGAIN Which, if any, of the options shown here would you least prefer?  
SINGLE CODE ONLY

Option 1 .....	%
Option 2 .....	21
None of these.....	31
Don't know .....	16
	32

ASK IF LEAST PREFER OPTION 1 OR 2

- Q9 And why do you say you would least prefer option . . . ?  
PROBE FULLY - DO NOT PROMPT. MULTICODE OK

	%
<b>Cost/Efficiency</b>	
Cost of change .....	11
Would cost more to run/more expensive.....	8
Too much duplication .....	4
Too many joint arrangements .....	3
Too difficult to manage .....	5
<b>Size/Area</b>	
Area too big/smaller areas better.....	34
Area too small/bigger areas better/too many councils .....	6
Would ignore us/our views/would be isolated .....	7
Too impersonal/less local .....	12
Don't want to join/be part of. . . (area/town).....	9
No local identity .....	7
Authorities too small to cope.....	2
Too narrow/no strategic view .....	1
<b>General</b>	
No need to change/OK as it is.....	10
Like/Don't like present Council/is good/poor.....	4
Poor services .....	3
Current services would be reduced/in danger.....	4
Bad idea generally.....	2
I prefer the others/like other options more.....	4
Other (WRITE IN & CODE "7") .....	20
.....	
Don't know .....	9

ASK ALL

- Q10 What other options, if any, would you prefer to those I have shown you?

	%
None .....	39
Don't know .....	29
Go back to how it used to be/back to pre-1974 structure.....	2
No need to change/keep things as they are .....	25
Other (WRITE IN & CODE "5") .....	5
.....	
.....	

- ASK IF CODE "3", "4" OR "5" AT Q10 (OTHERS GO TO Q12)
- Q11 **Why do you say that?**  
PROBE FULLY — DO NOT PROMPT. MULTICODE OK

	%
<b>Cost/Efficiency</b>	
Will cost less/save money.....	19
More efficient/less duplication .....	3
Easier to manage .....	3
<b>Size/Area</b>	
Smaller areas better/others too big.....	6
Bigger areas better/others too small/too many councils.....	2
More sensitive to local area/people .....	7
Each area different/local identity.....	4
Want to join/be part of . . . (area/town) .....	1
Don't want to join/be part of . . . (area/town).....	3
Takes account of different levels of community .....	2
Maintains strategic services .....	1
<b>General</b>	
No need to change/OK as it is.....	54
Like present Council/is good/satisfactory .....	27
Don't like present Council/is poor .....	2
Current services good/current councils provide good services .....	8
Would increase services/more services .....	1
Would improve services/services would be good quality .....	2
Need strong/influential council.....	2
Go back to how it was .....	3
Good idea generally .....	1
Other (WRITE IN & CODE "9") .....	18
.....	
.....	
Don't know .....	7

- ASK ALL
- Q12 **Please tell me whether you support or oppose the following proposal . . .**  
READ OUT

	Support	Oppose	Neither/ Don't know
If local people want them, town and parish Councils should be set up, where they do not exist .....	68	13	19

- ASK Qs 13 AND 14 ONLY IN THE FOLLOWING SAMPLING POINTS:  
120109, 120131, 120132, 120133, 120134, 120135, 120136, 120137
- Q13 **SHOWCARD C (R) The Commission is also looking at options in Berkshire, and is proposing a new Newbury authority, which would include this area. To what extent would you support or oppose this proposal?**  
Base: All in Basingstoke booster area (88)

	%
Strongly support .....	0
Tend to support .....	3
Neither support nor oppose .....	0
Tend to oppose .....	11
Strongly oppose .....	81
No opinion .....	5

Q14 If this area were to become part of Newbury, it could be in either the county of Berkshire or the county of Hampshire. In which county would you prefer this area to be?

Base: All in Basingstoke booster area (88)

	%
Berkshire .....	2
Hampshire .....	92
Neither .....	5
Don't know .....	1

THANK RESPONDENT  
GO TO DEMOGRAPHICS, THEN COMPLETE THE FOLLOWING:

District Name: .....

COPY SAMPLE POINT FROM FRONT PAGE

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# APPENDIX C

## RECOMMENDED PARISHING ARRANGEMENTS

### BISHOPSTOKE

The Commission recommends that a parish be established for the unparished area of Bishopstoke, corresponding to the district electoral ward.

Electorate	7,380
Recommended number of councillors	14
Elector: councillor ratio	1:527

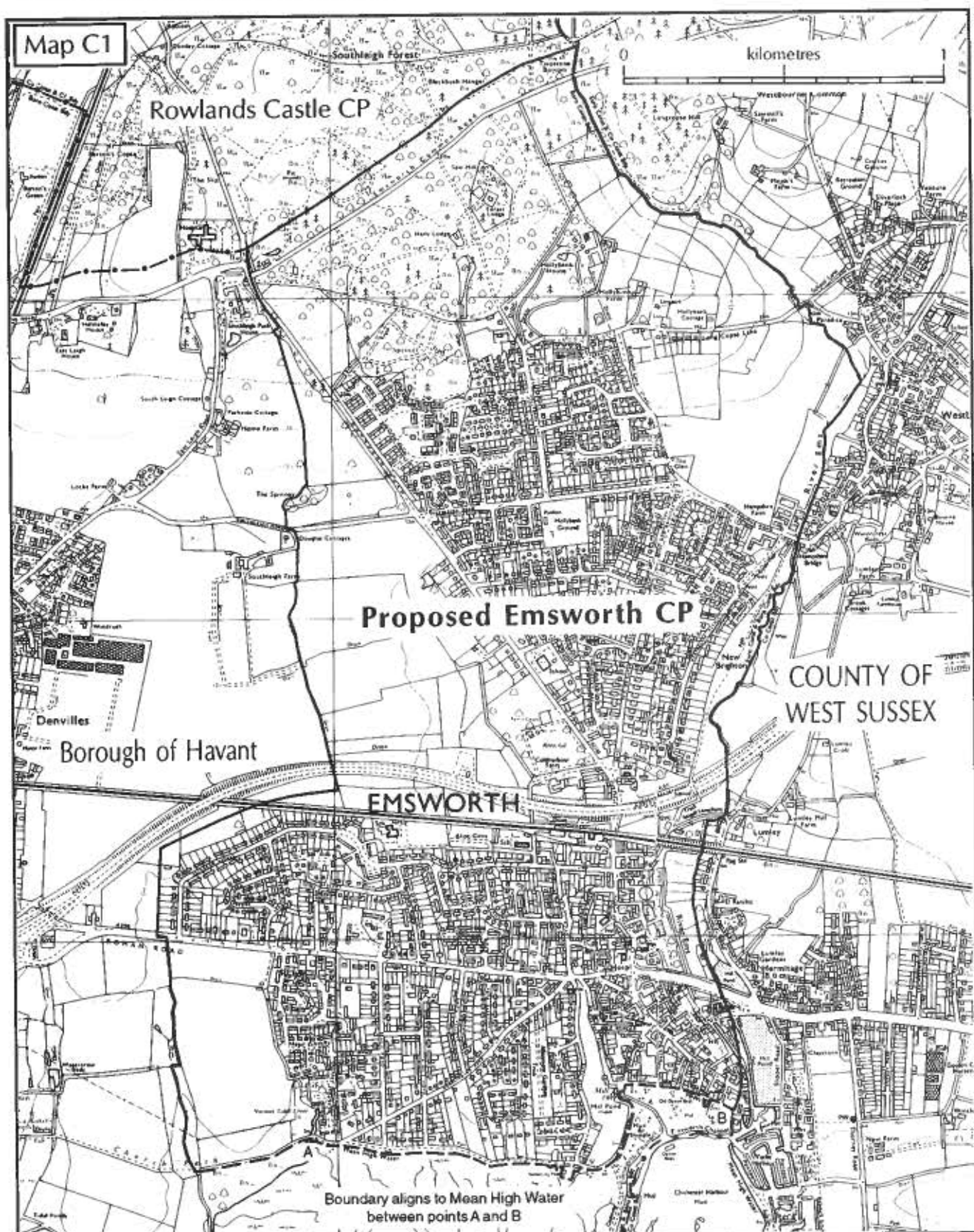
### EMSWORTH

The Commission recommends that a parish be established for the unparished area of Emsworth, corresponding to the eastern part of the district electoral division.

Electorate	7,658
Recommended number of councillors	15
Elector: councillor ratio	1:510



Map C1  
PARISHING PROPOSAL FOR EMSWORTH



Base map reproduced from the  
Ordnance Survey Map

- Proposed boundary of New parish — — — —
- Proposed boundary of New parish  
(based on existing boundary) —————
- Other boundary lines — • — • —

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## HAYLING ISLAND

The Commission recommends that a parish be established for the unparished area of Hayling Island, corresponding to the district electoral ward/county electoral division.

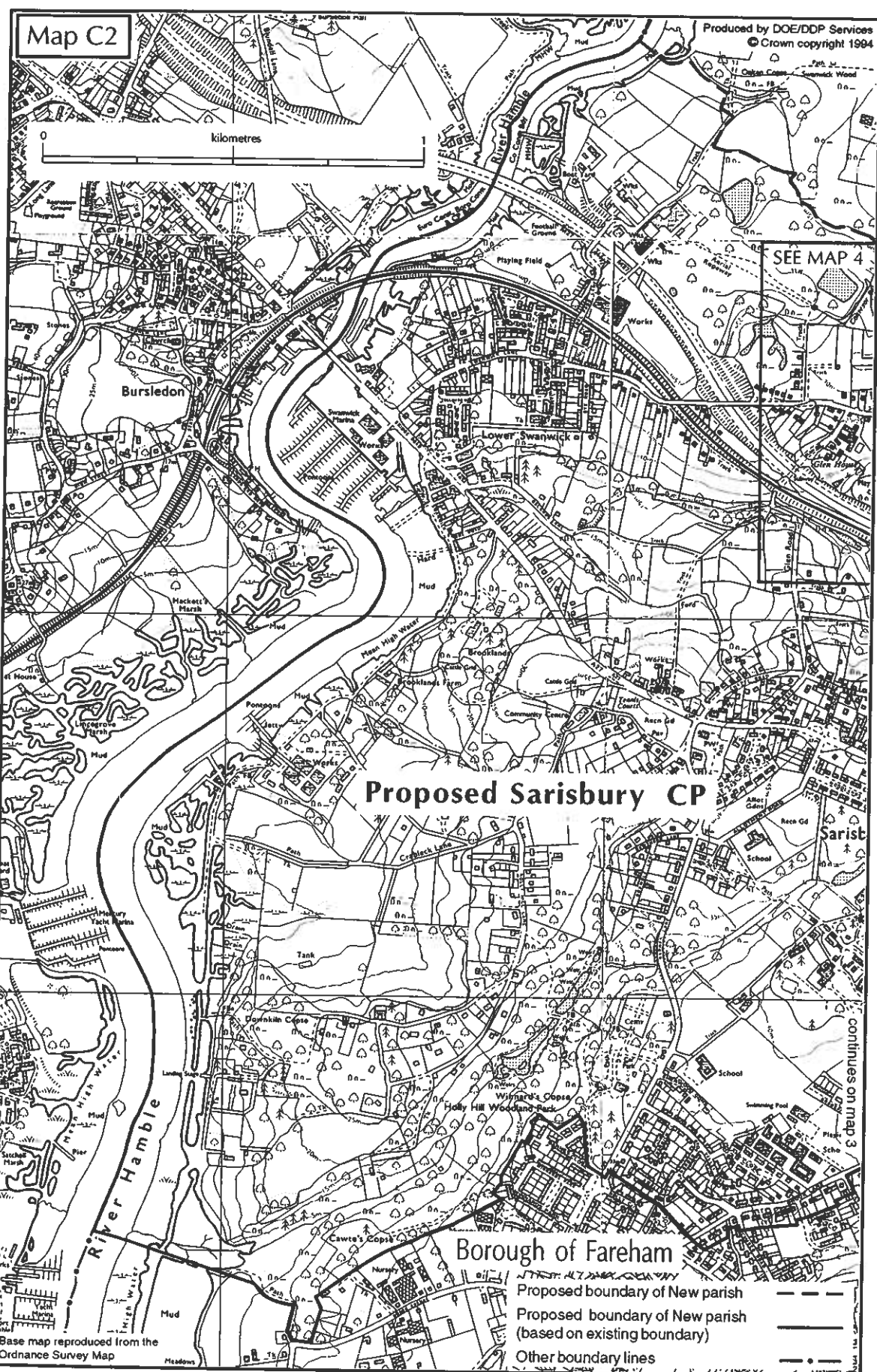
Electorate	12,500
Recommended number of councillors	19
Elector: councillor ratio	1:658

## SARISBURY

The Commission recommends that a parish be established for the unparished area of Sarisbury, corresponding to the southern part of the district electoral ward: south of the M27 and including Coal Park Lane to the north of the motorway. The village of Burrridge, also to the north of the M27, is regarded as being a separate community and is thus not included. The total population is about 5,800.

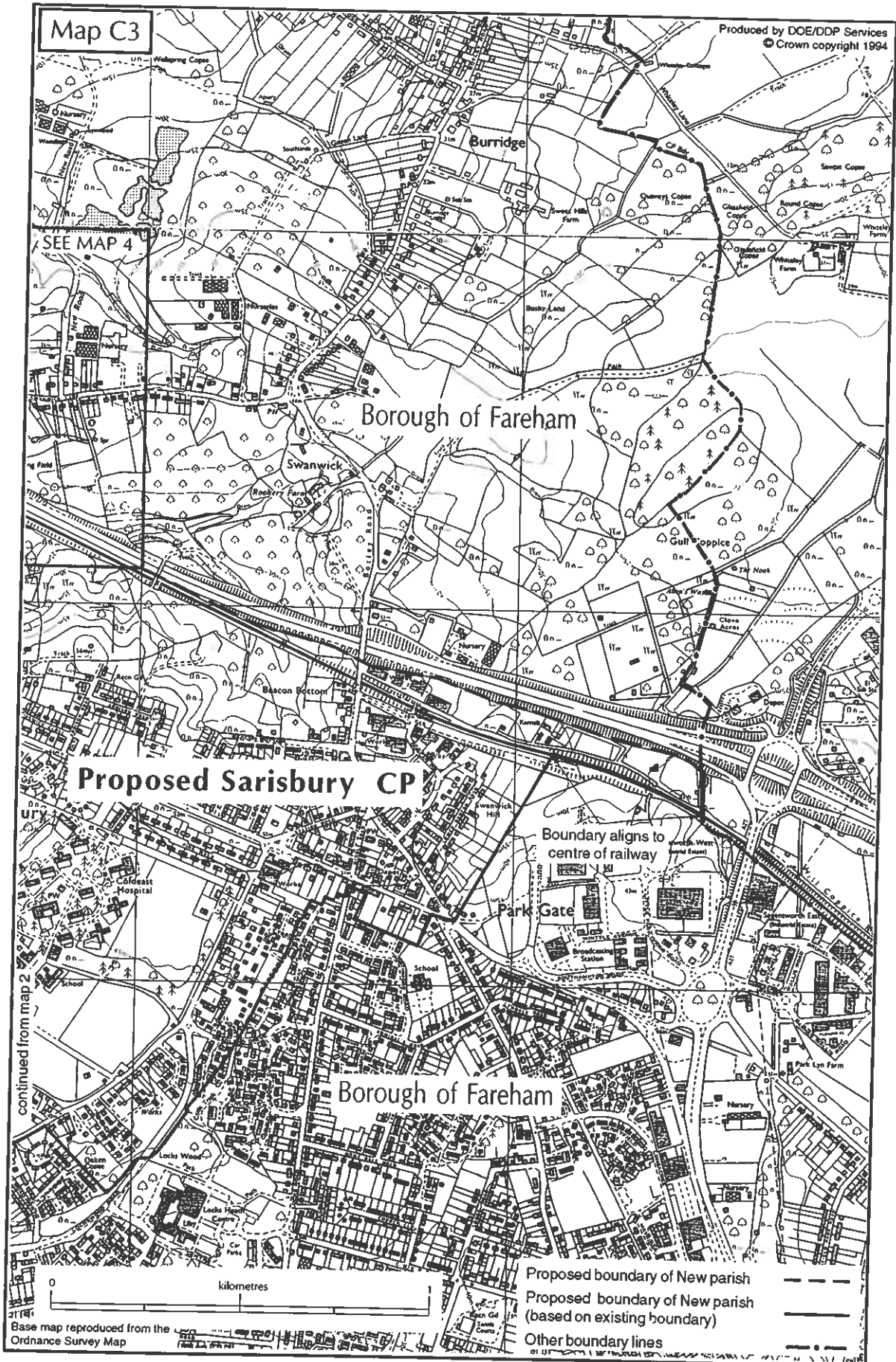
Electorate	4,681
Recommended number of councillors	11
Elector: councillor ratio	1:425

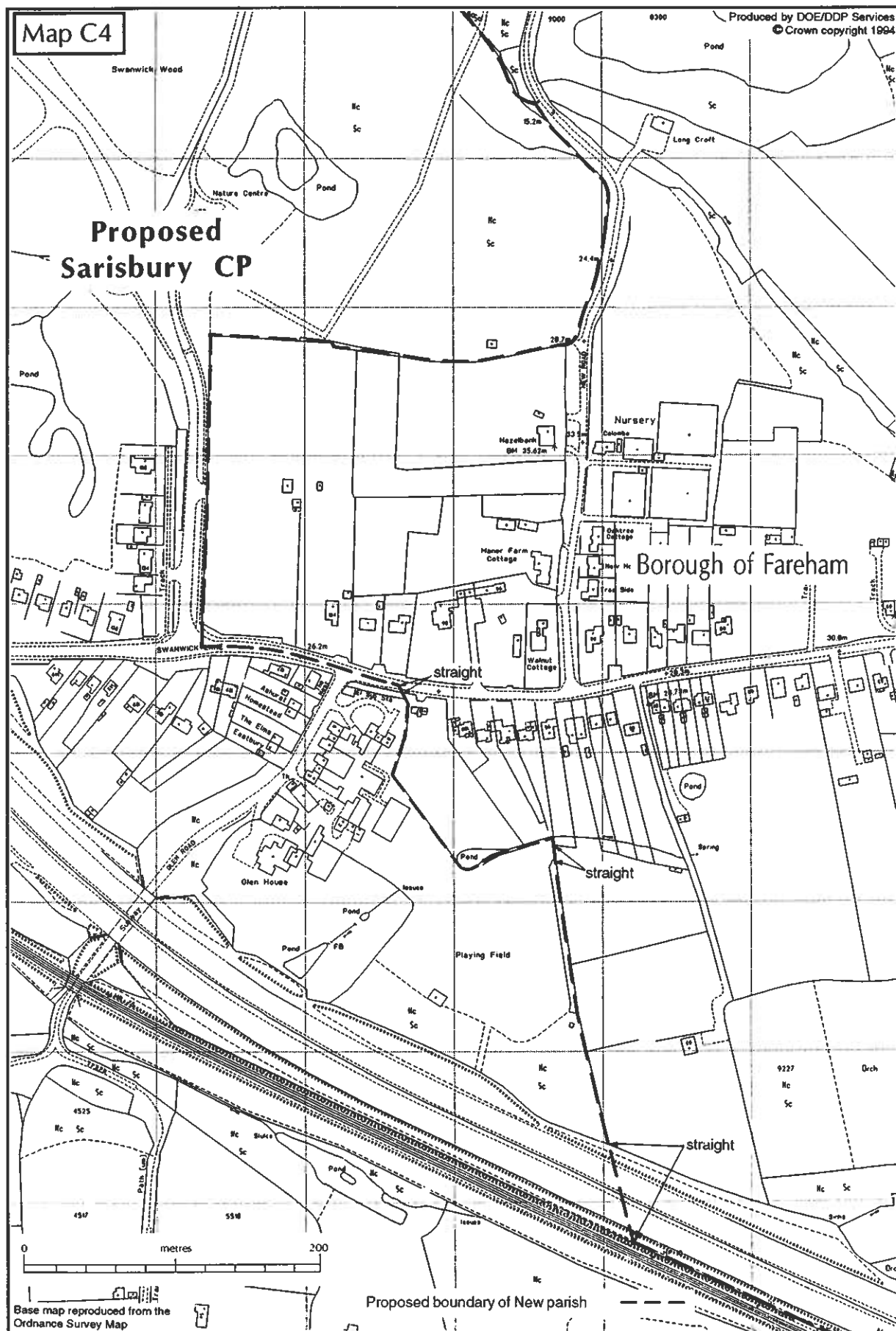
## PARISHING PROPOSALS FOR SARISBURY



Map C3

PARISHING PROPOSALS FOR SARISBURY: EASTERN BOUNDARY (A)





## WARSASH

The Commission recommends that a parish be established for the whole of the unparished area of Warsash, corresponding to the district electoral ward.

Electorate	6,101
Recommended number of councillors	13
Elector: councillor ratio	1:469