

HAMPSHIRE

*Second Generation
Local Public Service Agreement*

July 2004

Stage One Submission

Main Improvement Priorities

HAMPSHIRE

Local Public Service Agreement Second Generation

Framework

1. Introduction

Hampshire County Council and its partners welcome the opportunity to negotiate a local public service agreement with the Government as a means to deliver higher standards of service to the people of Hampshire, to improve partnership working and to benefit from the financial rewards available for further investment in improving service.

2. The Hampshire Context

2.1 Hampshire is the third largest shire county. It has a resident population of 1.25 million (over 500,000 households) and covers some 3,700 square kilometres. Less than ten percent of the county is urban, but 87 percent of the population live in urban areas. Although separate administrations, the relationship between the cities of Southampton and Portsmouth and the rest of Hampshire has a significant effect on transport, employment, travel to work issues, housing and economic needs. The number of households is expected to grow by 9.2 percent by 2011, and a growth of 39 percent is expected in households in the over 85 age group. There is a relatively low minority ethnic population at 1.5 percent, compared to the national average of 7.8 percent.

2.2 The Hampshire economy is worth some £17.4 billion, which makes it the third largest shire economy in the country behind only Surrey and Berkshire. Unemployment levels are low at 1.0 percent. However, some areas within the county are in the top 10% most deprived in England and areas such as Gosport, Havant and Aldershot have lower earning levels and higher unemployment (1.8 percent in Havant) as well as low levels of economic activity and business creation. As well as areas of urban deprivation, the county's extensive rural areas also bring pressures in terms of, for example, social exclusion, transport and affordable housing. The County Council's budgeted gross revenue spending in 2004/05 amounts to almost £1.3 billion, together with a planned three year capital spending programme of around £0.5 billion.

2.3 The Hampshire Community Strategy, recently published by the Hampshire Strategic Partnership, identifies challenges and issues that need to be addressed and highlights some areas for improvement, including:-

- Hampshire is a prosperous county with virtually full employment, but there are problems with recruitment and retention of staff, especially key workers such as teachers, nurses and care workers. Some areas are

worse off than others, but this is masked because of the way statistical data is gathered and presented.

- The percentage of people in Hampshire who have been a victim of personal crime fell from 8.3% last year to 7% this year, which is lower than the national figure of 8%. Fear of crime is highest in Fareham, Gosport, Havant and Rushmoor, and lowest in Test Valley, Winchester and Hart.
- Fear of crime can often be disproportionate to the risk of becoming a victim and can have a devastating effect on people's quality of life. The British Crime Survey (BCS) 02/03 revealed that 37% thought fear of crime had a moderate or great impact on their quality of life, but the probability of becoming a victim of violent crime was 4%.
- Health indicators for Hampshire are generally good compared with England as a whole. However, there is significant variation in health, reflecting the area's wide socio-economic inequalities. Health issues include obesity, coronary heart disease and cancer. There is an expected growth of 20.9% of the population in the over 85 age group by 2011.
- Hampshire has one of the highest recycling rates in the country at 25.7%, but this is still a long way from meeting European averages and national targets (40%).
- There is higher than average traffic growth and car ownership, and increasing journey lengths. 84% of households in Hampshire have access to one or more cars and traffic growth in recent years has been approximately 2% a year on motorways and 1% on local roads. Traffic congestion problems coupled with inadequacies in the public transport system are a threat to economic competitiveness, health and quality of life.
- There is pressure on housing provision and location, especially in the demand for affordable housing and over issues of greenfield site development in rural areas.

2.4 The Hampshire Strategic Partnership has agreed a vision for the future:-

Hampshire will be a prosperous and attractive county for all, where economic, social and environmental needs are met in the most sustainable way and the quality of life and sense of community of present and future generations are improved.

The cross-cutting themes underlying this vision, and which provide the focus for the Development Plan for the Hampshire Community Strategy, are:-

- strong and safe communities
- health and well-being
- economic prosperity and lifelong learning
- environment, infrastructure and transport.

3. Consultation results

3.1 The Community Strategy and areas for improvements are based on consultation with partners and on extensive public opinion research. The MORI residents survey which took place October 2002 to January 2003 tells us:-

- People remain positive about the area as a place to live.
- Peace and quiet, access to countryside/coast and shopping facilities are good things about the County.
- Providing more things to do for young people remains a key theme with residents most critical of facilities for young people.
- More people are never going out after dark.
- Road and pavement maintenance is a continuing concern.
- Residents are positive about recycling facilities and countryside sites and parks.

Work has also been commissioned, using citizen's panels (including Hampshire Listens) and specific research to find out what people's main concerns are, and this has included:-

- young people's motivations and aspirations, and pressures, difficulties and positive issues for parents and teenagers
- residents' understanding of council tax and spending priorities they feel are most and least important
- independence and services for the elderly
- accessibility and quality of life issues for minority ethnic communities

3.2 An assessment of the Best Value Performance Indicator Survey results for 2003/04 across Hampshire show that Hampshire residents would like improved are:

- roads and pavements

- activities for teenagers
- levels of crime
- affordable decent housing

3.3 Additional factors influencing the basis for the LPSA include the County Council's CPA improvement plan which focuses on helping young people achieve their full potential, helping the most vulnerable adults and children lead as safe and normal a life as possible and working with partners to improve the independence of older people.

3.4 The Government seeks to be a better partner in the second generation PSAs. As part of that improvement the ODPM is piloting Local Area Agreements (LAAs) in each of the English regions. The aim of these LAAs is to build a more flexible and responsive relationship between central government and its partners in a local area to agree on and delivery the priority outcomes that need to be achieved at the local level. At the same time Defra has announced a proposal to establish a pathfinder project in each region to explore and test opportunities for a more joined up, flexible and effective approach to rural delivery at the local lever. In one region government proposes to bring these two pilot projects together to explore the synergies between them and optimise the learning opportunities.

Both these proposals have been announced late in the preparation of this initial submission. Work is continuing to explore the benefits to the LPSA of applying to be a partner for one or both of these initiatives.

4. LPSA2 Framework – Main Improvement Priorities

4.1 Work on identifying improvement priorities for inclusion in LPSA2 has been undertaken as a partnership exercise with all 11 Hampshire District Councils and other key partners. Partnership working is well established and successful across the county building from statutory partnerships for community safety, service specific partnerships such as Project Integra, Strategic Road Casualty Reduction Partnership, Children and Young People's Strategic Partnership, Hampshire Public Service Network, Hampshire Economic Partnership, Hampshire Compact with the voluntary sector and the development of LSPs and the Hampshire Strategic Partnership (HSP). The development of the LPSA2 will further strengthen partnership working in Hampshire.

4.2 The LPSA partnership has taken the 4 main themes of the Hampshire Community Strategy and issues highlighted by consultation for local community strategies as the starting point for LPSA2 and a series of

working sessions and consultations have led to the identification of 4 main headline priorities for LPSA2 based on the evidence above:

- tackling barriers to recruitment
- helping people feel safe
- promoting healthy communities
- an environment to be proud of

4.3 The partnership agrees that the more specific targets should be considered as cross cutting i.e. affecting between 1 and all 4 of the main improvement priorities. A cross-cutting approach will be developed to demonstrate the impact of housing, accessibility, equalities and sustainability on all target areas, and also the potential for geographical or community target group emphasis for relevant specific targets will be considered. Cross partnership working can be developed to tackle key issues of common interest to LSPs across Hampshire. The main issues discussed by the partnership so far are transport and housing.

4.4 **Transport:**

The county is experiencing the effect of higher than average traffic growth, higher than average car ownership, increasing journey lengths and reducing usage of public transport which will lead to even higher levels of congestion. The majority of households in Hampshire have access to one or more cars. Traffic growth is continuing creating a threat to economic competitiveness, health and quality of life.

Mitigating the impact of the private car requires not only an effective, efficient, co-ordinated transport system, but also greater emphasis on reducing the need to travel. Alternatives to the car need to be made readily available, people and goods need to find it easy to get around and the way services are accessed needs to be made easier, Over a third of pupils in Hampshire arrive at school by car.

The partnership will look to develop more specific targets in this area which relate to those emerging from the 4 main priorities. At this stage, a possible target around improving accessibility might include actions and indicators around:

- Number of home deliveries
- Increased Community Transport Trip Rate
- Higher level of customer satisfaction in representative survey
- In percentage of households 'accessible' areas (as defined using new DfT accessibility model)
- Percentage of planning permissions granted for sited on accessible areas

4.5 **Housing:**

Household sizes are falling, so increasing the need for more homes, with over one million new homes due to be built in the South East over the next 20 years. The lack of affordable housing is considered to be a major cause of economic underperformance and social exclusion. Accordingly, the need to increase the supply of affordable housing is an objective that features in the corporate strategies of local authorities, the action plans of local strategic partnerships and the actions of government.

There is an urgent need for more affordable housing in rural as well as urban areas to meet the changing needs and retain the vitality of our communities.

It is important to build the right number and type of homes in the right place at the right time.

Alongside transport, housing outcomes should also follow on from the main priorities but initial discussions have identified a possible target around an increased number of affordable dwellings with a mix of potential actions, including:

- Revising the tenure mix on existing allocated sites and reconsidering the utility of existing underused sites
- Renewing and revising procurement regimes
- Challenging the use and exploitation of existing capital resources
- Flexibility in allocations for key worker and affordable housing.
- Release of public sector owned land (increased % above current affordable housing targets)

- 4.4 At this stage, no potential target areas have been excluded from the four headline improvement priorities. The partnership has set up working groups that will develop detailed targets and indicators, and identify where the LPSA can make most impact on agreed priority areas.

5 Target areas and indicators

- 5.1 Headline outcome targets have been identified for each of the 4 main improvement priorities. Working groups have been created, bringing together relevant and interested partners, to undertake further work on identifying potential action areas and outcome targets at the delivery level and to begin the task of agreeing possible performance indicators to support and demonstrate the impact of LPSA
- 5.2 At this stage these are illustrative of the activities and measurements that the partners believe may be appropriate and helpful to include, but further

work needs to be carried out to determine data availability, robustness and partner accountability

- 5.3 The working groups included 2 groups looking at the specific cross cutting areas of transport and housing, as outlined in Paras 4.4 - 4.5 above, recognising these as key areas affecting all of the 4 main improvement priorities. The proposals included here are outline at this stage and further development of targets and indicators will be directly related to the outcomes identified by the work on the 4 main improvement priorities.
- 5.4 The initial proposals from the group are set out in the following pages.

Main Priority I – Tackling barriers to recruitment in Hampshire

Outcome: Increased employment rates of disadvantaged groups and areas and significantly reduced difference between their employment rate and the overall county rate

Hampshire is a relatively prosperous county. However, there are some areas of real deprivation where people do not have the equality of opportunities that should be available to all. Moreover, as unemployment is consistently below the national average there are problems with recruitment and retention of staff, especially attracting key workers such as cleaners, care assistants, teachers and bus drivers.

The level of skills in the population does not meet the needs of the local economy and there are serious shortfalls for example in tourism, manufacturing, engineering, construction, transport, communications, hospitality and social care.

Children and young people at greatest risk of social exclusion need the most help. Attendance rates are generally high in Hampshire, but there are areas where absence is a cause for concern and there are children excluded from a school. There has been an extensive expansion of childcare and early years education opportunities through the Sure Start Programme. However, in some areas in Hampshire there is a shortage of affordable childcare provision which is needed to ensure equality of opportunity for people who want to carry on education or go back to work.

Target areas:

1. Increasing level of employability for those with low skills or other disadvantages/disabilities.

Actions:

To work with the Learning and Skills Council to focus additional training on those:

- relatively underskilled
- disabled
- women returners

Performance Indicators:

- proportion of the population not meeting basic literacy or numeracy levels
- proportion of the population achieving Level 2 NVQ or above
- employment rates for disabled/disadvantaged people

2. Higher levels of educational attainment for sixteen year olds in key geographical areas.

Actions:

To support schools in Havant, Gosport, Rushmoor, Andover and north Basingstoke in raising pupil attainment and reducing the numbers leaving school without qualifications (Hampshire Education Development Plan).

Performance Indicators:

- proportion of 16 year olds leaving school with 5+ A*-C GCSEs
- proportion of 16 year olds leaving school without any examination qualifications

3. Encouraging new businesses and social enterprises to start up and survive.

Actions:

To work with Business Link Wessex and Enterprise Trusts to support the development of new businesses in Hampshire particularly in the rural areas.

Performance Indicators:

- survival rates for new businesses, particularly in rural areas
- contact rates for new businesses, particularly in rural areas
- number of new businesses started by women, disabled and ethnic minorities

4. Wider accessibility of “Broadband” within Hampshire.

Actions:

To enhance the existing efforts by the County and District Councils to make Broadband available across Hampshire.

Performance Indicators:

- level of take-up of Broadband
- level of Broadband take up in particular geographical areas, eg rural or disadvantages areas

5. Improving accessibility of “affordable” child care

Actions:

To work with the Early Years and Child Care Unit to identify opportunities to increase take up of child care in areas of the County with relatively high unemployment.

Performance Indicators:

- number of women returning to employment

Main Priority 2 - Helping people feel safe

Outcome: Reduction in anti social behaviour and its impact on local communities

In a national context Hampshire is a relatively low crime area, apart from very small pockets, so crime is not a key issue. However, surveys tell us that fear of crime is a real issue for many people especially for both the older and young people. Some older people are frightened of going out, particularly after dark. The issue is therefore one of anti-social behaviour and perceptions of safety, and the PSA is seen as a way of helping people to feel safer in their local communities. It is recognised that young people, while often seen as the major cause of anti-social behaviour are also potential victims.

There is a wealth of evidence regarding the links between alcohol and anti social behaviour, of increasing public concern and the effect on feeling safe. National data shows that 44% of all violent crime, 78% of assaults, 88% of damage offences and 70% of weekend casualty admissions are alcohol related. This is no longer an issue limited to the cities and larger late night entertainment areas and towns throughout Hampshire are routinely seeing late night alcohol related violence and disorder.

The PSA can make a difference both in dealing with anti-social behaviour itself by looking at the evening economy, licensing and issues around alcohol and provision of appropriate social and recreational facilities in urban and rural communities, and by improving the physical environment, which residents feel makes a real difference to their feeling of safety. The PSA will look at environmental factors and social factors.

Target areas:

1. Incidences and perceptions of anti social behaviour and low level crime are lower.

Actions:

Working with Police and Community Safety Partnerships to :

- reduce crime in areas of high crime
- tackle alcohol and drug related disorder in town centres
- reduce underage drinking and alcohol sales

Performance indicators:

- Crime data on damage, serious and common assaults, harassment, hate crime and alcohol related crime
- YOT indicators on violent crime

Working with YOT, Connexions, Youth Service, Education, Schools and recreation services to:

- provide improved developmental activities for young people
- support children and families where at risk of exclusion from mainstream education
- use antisocial behaviour legislation for young people on ABCs
- extend provision and use of parenting support
- extend Safer Schools Accreditation

- YOT data
- Education attendance and exclusions data
- ABCs and ASBOs
- No of schools achieving accreditation

2. The environmental factors that contribute to a high perception of crime are improved.

Actions:

- Rural safety initiatives
- Deployment of accredited community safety officers
- Improved lighting
- Removal of graffiti and abandoned vehicles
- CREW (Crime and Environment Weeks) multi agency targeted high visibility campaigns in hot spots to increase reassurance
- Working with Police and Fire and Rescue services to target incidents of arson and vandalism including at schools

Performance indicators:

- BVPI user satisfaction data on perception of antisocial behaviour
- Hours on patrol by ACSOs
- No of Fixed Penalty Notices issued
- Police and HFRS arson data
- No of operation CREWs and associated reduction in crime and disorder incidents in relevant hot spots.

Main Priority 3 – Promoting Healthy Communities

Outcome: Improved health of the people of Hampshire and increased participation in local communities

Hampshire scores well on most indicators of health compared with the rest of England. However, there are still public health challenges facing the county. There are relatively low levels of illness and premature mortality among Hampshire residents as a whole compared with the rest of the UK, but this masks wide health inequalities.

The county is facing an increase in the number of residents aged over 65. This is likely to result in increased demands for health services.

Early years health and social care is known to improve children's life chances so efforts to support this crucial time should be co-ordinated and jointly resourced. Moreover the community at large would appear to be less active. This coupled with a fear of crime means that more people are leading sedentary lifestyles that can cause ill health and obesity.

Quality and accessible culture as well as a natural environment rich in wildlife are important for relaxation, enjoyment, health and well-being. Coordinated efforts to make culture readily accessible to all and for conservation and management of the natural environment is central to ensuring quality of life.

Strong communities that feel supported and can be actively involved in local decision-making are required for Hampshire to thrive. People should not be isolated or left vulnerable but feel empowered to become included in all aspects of community activity. The diversity of peoples backgrounds and circumstances should be appreciated and positively valued.

Target areas:

1. More people adopt a healthier lifestyle through increased physical activity.

Actions:

- Increasing the number of people involved in organised walking and cycling activities
- Increasing participation in sports clubs in specified deprived / disadvantaged areas including Youth Service provision
- Increasing the number of children from disadvantaged backgrounds learning to swim
- Increasing the number of schools with the healthy school award and /or school travel plans
- Promoting healthy workforces

Performance indicators:

- number of participants
- numbers achieving Key Stage 2 in swimming
- Modal shift of pupils on home to school journeys

2. More older people remain independent

Actions:

- Increase the numbers of over 75's at risk of emergency admission to hospital who have access to proactive support
- Extend GP referral schemes
- Expend Safe and Sound scheme
- Expanded activity programme for older people
- Expand books for the housebound scheme

Performance indicators:

- Number of emergency admissions of older people

3. Better outcomes for people with chronic disease

Actions:

- Increase number of people with chronic disease who have access to managed care

Performance indicators:

- admissions to hospital of people with chronic disease.

4. More people are actively involved with their communities

Actions:

- Increasing the number of volunteers recruited through the Hampshire network of Volunteer Bureaux
- Increasing the numbers of volunteers involved in:- maintaining network of public footpaths / books for the housebound / healthy walks / delivery of public services
- Increase the numbers of young people volunteering in sports related activities
- Increase involvement in the development of village plans and design statements, market town plans etc.

Performance indicators:

- Number of volunteers recruited
- Number of older volunteers recruited
- No of plans etc drawn up with community involvement

Main Priority 4: Creating an Environment to be Proud of

Outcome: A change in people's behaviour results in an improved environment and better use of natural resources

In Hampshire there is a tradition of preparing and implementing schemes to enhance urban and rural areas, regenerate older urban areas and improve suburban areas, country towns and villages. Local authorities and their partners have also been at the forefront of developing land management schemes and services to improve the environmental, social and economic well-being of rural areas. However, it is clear that there needs to be a step-change in the approach in some areas to mitigate the pressures of modern lifestyles and behaviours.

The development of ever-larger buying consortia and the pursuit of ever-more centralised purchasing is likely to reduce drastically opportunities for small growers and producers and will therefore impact on our countryside and the future of agriculture.

The illegal disposal of waste, including fly-tipping, is not only lowering the quality of life in urban areas but has a huge impact on rural areas particularly on the rural/urban fringe where this type of activity is spoiling people's enjoyment of the countryside acting as a barrier for some people to use Hampshire's countryside as part of improving their quality of life and adopting a healthier lifestyle.

The amount of waste produced is growing each year. Dealing with waste is becoming increasingly more difficult and expensive. Minimising the creation of waste and maximising the use of renewable and recycled resources are at the heart of the vision for Hampshire outlined in the Hampshire Community Strategy.

Improving the quality of public spaces is critical to achieve a demonstrable improvement in the communities' perception of where they live, work and visit. The whole process of managing the public realm has suffered from an historic lack of investment, lack of good practice, and most of all, an apparent lack of interest by the key stakeholders.

Target areas:

1. The countryside works to support the environment

Actions:

- Encouraging public sector organisations to review their procurement of food to include more locally sourced produce.
- Providing farmers and growers with access to new markets and thereby encourage diversity and business growth

Performance Indicators:

- The number of local farmers and producers supplying local public sector organisations

2. Fewer incidents of fly tipping in identified 'hot spot' areas of Hampshire.

Actions:

- Ensuring that all partners are aware of the legal tools available to them,

Performance indicators:

- number of prosecutions for fly tipping

implement the fly tipping response matrix and share good practice.

- Raising public awareness of the local authority waste collection services available and the procedure for reporting fly tipping incidents.
- Target hot spot areas for a fly tipping campaign.
- perception of fly tipping as an issue by residents

3. Less tonnage of materials sent to landfill.

Actions:

- Providing recycling services to businesses in Hampshire with a particular focus on small and medium sized enterprises.

Performance indicators:

- tonnage of commercial recyclables processed through Hampshire's facilities
- tonnage of commercial green waste composted in Hampshire

4. People value where they live and work

Actions:

- Creating pedestrian and cycle friendly road networks
- Improving and maintaining the condition of streets and pavements
- Establishing effective and efficient regimes for maintaining and improving open spaces and dealing with vandalism

Performance indicators:

- public perception of street and pavement condition

Hampshire Partners

Hampshire County Council
Hampshire Strategic Partnership
Hampshire Districts and LSPs

- Basingstoke & Deane
- Eastleigh
- East Hampshire
- Fareham
- Gosport
- Hart
- Havant
- New Forest
- Test Valley
- Rushmoor
- Winchester

Eastleigh Community Services
Hampshire Constabulary
Association of Hampshire and Isle of Wight local Authorities
Community Action Hampshire
Hampshire Fire & Rescue Service
Wessex Youth Offending Team
Strategic Health Authority
Environment Agency

Working Groups

1. Tackling barriers to recruitment

Hampshire County Council
Test Valley Borough Council
New Forest District Council
Basingstoke and Deane Borough Council
Learning Skills Council
Business Link Wessex

2. Helping people feel safe

Hampshire County Council
New Forest District Council and Community Safety Partnership
Hampshire Constabulary
Basingstoke & Deane Borough Council
Hampshire Fire & Rescue Service
East Hampshire District Council
Hart District Council
Wessex YOT
Hampton Trust
Eastleigh Community Safety Partnership

3. Promoting Healthy Communities

Eastleigh Community Services
Hampshire County Council
New Forest PCT
New Forest District Council
Test Valley Borough Council
Basingstoke and Deane Borough Council
Eastleigh & Test Valley PCT
Community Action Hampshire
Strategic Health Authority

4. An environment to proud of

Hampshire County Council
Basingstoke & Deane Borough Council
Test Valley Borough Council
New Forest District Council
Hart District Council
Environment Agency

5. Transport

Hampshire County Council
New Forest District Council

6. Housing

Strategic Housing Officers Group

7. Management Issues

Hampshire County Council
Test Valley Borough Council
Hart District Council