

South Hampshire Sub-regional Strategy

**Background Document
Critical other infrastructure requirements**

***Partnership for Urban South Hampshire
November 2006***

Foreword

In December 2005, the Partnership for Urban South Hampshire (PUSH) submitted Advice to the South East England Regional Assembly on policies and proposals for the South Hampshire Sub-Region which should be included in the South East Plan. A cornerstone of that Advice is that the pace of growth and development should be determined by, and be conditional on, the rate of infrastructure investment i.e. a strategy of 'conditional managed growth'. Consequently, PUSH is seeking a concordat with Government on increased funding for infrastructure in South Hampshire.

The PUSH Advice included the identification of the new transport and other infrastructure which would be needed to support new development. Information on non-transport infrastructure was set out in a background report called '*South Hampshire Sub-regional Strategy – Critical other infrastructure requirements. December 2005*'. That document can be viewed on the PUSH website: www.push.gov.uk

This report updates and expands on that information following further discussions with infrastructure/service providers and in the light of population projections based on the South East Plan's housing proposals.

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Appendix 1 South Hampshire – Investment Summary Table

Executive Summary

This report has been prepared through the aegis of the Partnership for Urban South Hampshire (PUSH). During summer 2006, Officers from Portsmouth City Council and Hampshire County Council met with service providers to identify where possible infrastructure needs in South Hampshire. The report submitted as a background document for the forthcoming South East Plan Examination in Public. However, work on identifying infrastructure needs is ongoing to help inform both the SE Plan Implementation Plan and emerging Local Development Frameworks.

Affordable Housing

The housing market assessment for South Hampshire has identified a backlog of 5,000 houses in South Hampshire. PUSH is seeking through the Regional Housing Board a five year programme to clear the backlog at an estimated cost of £170m-£325m. Newly arising need is estimated to for a further 23,000 affordable homes. SEERA calculate the public subsidy required for affordable housing over the plan period in South Hampshire to be some £1.4bn.

Water Supply

Water supply is unlikely to be a constraint to development, however, this is conditional on environmental legislation e.g. the Water Framework Directive and other new water quality regulations, and on the balance between supply and demand being maintained through a twin track approach of demand management e.g. water efficiency measures in parallel with the development of additional water resources. In addition:

- Additional development will require investment in new or enlarged water mains
- Havant Thicket Reservoir (cost £30m) is required and is programmed for completion by 2020/21

Waste Water

There will be a need for new waste water infrastructure across the sub-region. This may include a new waste water treatment works. An Environment Agency (EA) assessment to identify locations where there is a risk that the sewage treatment works will be unable to treat the sewage from the proposed new housing, has identified that the Chickenhall Sewage Treatment Works is contributing to non-compliance with the phosphorus standard in the River Itchen. The EA and Southern Water will work together to find a shared solution.

Green infrastructure

A sub-regional green infrastructure strategy is being prepared to identify assets, gaps, deficits or problems, and using the information to form projects that can help benefit the whole sub-region. The strategy will also help inform the emerging Local Development Frameworks. SEERA calculate the cost of open space, parks and play spaces (in urban areas) to be in the order of £68.6m over the plan period.

Health

Primary care facilities (GP Surgeries, Dentist, locations for mobile diagnostics etc.) will be required in both proposed Strategic Development Areas and other significant Urban Extensions. SEERA calculate the cost of health centres and GP surgeries to be in the order of £14.8m over the plan period.

Emergency Services

Fire – For developments within or around the urban conurbations, the service has the ability to adjust provision through adjustments to existing services. However, the two SDAs are likely to need new facilities. Other green field developments are unlikely to require new facilities but rather changes to existing facilities.

Police – growth will require new police stations. Hampshire Constabulary estimate that an additional 249.8 police officers will be required, with revenue implications for the service (statistic relates to whole of Hampshire).

Ambulance – an increase in service demands of 10,000 incidents a year by 2026 is predicted, requiring revenue funding of £15 million by 2026 and capital funding of £5.8m by 2026 (statistics relate to whole of Hampshire).

All three services indicated a willingness to consider a joint service facility at the SDAs.

Children's Service

The approach to service delivery is changing with the emphasis now on a multi-agency approach. Fewer children are being looked after in local authority run care homes; support is now given at home. The South East Plan is unlikely to generate a quantitative need but rather qualitative needs from the Children's services.

Adult Services

Impact on Adult Services difficult to predict. Capital budgets are small in comparison to revenue expenditure.

Libraries

Southampton City Council plans to replace or refurbish its libraries however, these do not arise from the SE Plan proposals. Portsmouth City Council has indicated that some libraries are poorly located or the stock is old or too small. The service is deciding whether to relocate or refurbish. Hampshire County Council has indicated that growth will place the service under pressure and that improvements to existing buildings and service delivery will be needed. SEERA calculate the cost of library and archive services to be some £9.2m over the plan period.

Waste & Material Resources

New recycling and composting sites, recovery and treatment sites and non-hazardous landfill sites will be required. These facilities will need to be supported by transfer, storage and/or associated reprocessing facilities as the county moves from a system focussing on waste disposal to where waste materials are seen as a material resource to be fed back into the economy. A number of specialist facilities will also be required e.g. disassembly plant for waste electrical equipment, however, such facilities may be most efficiently provided on a sub-regional basis serving more than one county area. It will also be increasingly important to integrate new waste facilities into new development, so that sustainable communities are facilitated through e.g. the provision of heat to buildings and/or industrial processes.

Education

In the two cities growth can be absorbed through surplus capacity at existing schools. Each SDA will generate a need for one secondary school and at least three new primary schools. Pupils living in the urban extensions can be absorbed at existing schools (through spare capacity or building extensions) except at North Whiteley

Further and Higher Education

At the North Fareham SDA there will be a need for a locally based Further Education satellite facility. At the vicinity of Hedge End SDA a feasibility study is to be undertaken to look at existing provision and needs having regard to the SDA.

Gas & Electricity

Notwithstanding the proposed requirements in policy SH14 for a significant increase in energy generated from renewable sources within development schemes, there will still be a need to strengthen gas and electricity distribution networks:-

- North Fareham SDA – local network not adequate and will require reinforcement. A 132,000 volt overhead line in the area could with some modification be used to supply a new 132,000/11,000 volt substation within the development. Cost approx. £2m.
- North/North East of Hedge End SDA - would require a new 33,000/11,000 volt substation fed via two new 33,000 volt underground circuits. Cost approx. £4m
- In the southern part of Portsmouth City, the electricity network is approaching capacity. A new cable circuit will be required.

Flood Defences

To defend new property together with existing properties at risk from tidal flooding will cost some £250m.

Community Facilities

SEERA calculate that over the plan period the cost of providing community facilities i.e. community centres, sports halls and swimming pools, will be some £89.5m.

Cultural Facilities

Cultural facilities are not considered in the SE Plan Implementation Plan and have therefore, not be considered in this report. However, the importance of such facilities in developing sustainable communities is acknowledged and the provision of appropriate facilities will need to be taken into account through the emerging Local Development Frameworks.

Conclusions

Ensuring the provision of necessary infrastructure is fundamental to the delivery of the sub-regional strategy.

Work to identify infrastructure needs is ongoing and will need to continue to help inform the South East Plan Implementation Plan and the Local Development Frameworks (LDFs).

However it is apparent that the existing funding sources will be insufficient to meet these needs and there are doubts that new sources of funding e.g. Planning Gain Supplement will be able to bridge the gap.

Local authorities are under pressure as funding from central Government reduces.

There is a question mark over whether current levels of investment in the public sector can be maintained.

Whilst this report focuses on capital, for some key local authority services revenue costs are more important e.g. Children's and Adult Services. Therefore, it will be important to provide adequate funding for revenue costs.

Future infrastructure needs can not be met through existing funding streams and will require significant additional Government funding.

1. Introduction

1.1 This report is the latest stage in the process of gathering information on the non-transport infrastructure which is needed to support the new development proposed in South Hampshire. The work has been undertaken on behalf of the PUSH authorities, by officers of Portsmouth City Council and Hampshire County Council. The aim has been to update the evidence base on infrastructure to inform the South East Plan and in particular the PUSH submission to the Examination in Public.

1.2 Service/infrastructure providers were invited to a series of topic based meetings during early summer 2006 (the only exceptions being in relation to affordable housing and flood defences which involved different approaches). Some 40 officers and officials attended the meetings, which covered the following topic areas:

- Children's Services
- Education (primary and secondary);
- Further and Higher Education;
- Libraries;
- Adult Services (former Local Authority Social Services);
- Waste Disposal;
- Green Infrastructure;
- Water Supply & Waste Water;
- Power;
- Health; and
- Emergency Services (Fire, Police and Ambulance).

1.3 In advance of the meetings, District-level population projections based on the housing figures in the South East Plan, were provided together with a request for information on:-

- Infrastructure requirements (scheme/site specific if known) necessary to serve the population/housing growth
- Costs (capital/revenue)
- Timing
- Funding streams and potential financial shortfalls.

1.4 Following the meetings, notes of the discussion were circulated for attendee agreement along with a reminder to provide the information requested. This report is, therefore, based on the outcomes of the meetings along with the information provided subsequently. It deals only with non-transport infrastructure.

1.5 Each service/infrastructure is considered by topic area in the following sections. Each section follows an identical format. Responsible authorities, agencies and companies are identified, and relevant responsibilities/duties outlined. Where known the implications of the planned growth on the service is indicated along with costs (capital/revenue) and funding streams together with any potential financial shortfalls.

1.6 Meeting with the service providers has yielded helpful additional information. However, it is also true to say that the depth and breadth of information which the services have been able to provide has been variable. The reason for this remains largely the same as when PUSH last reported to SEERA on critical infrastructure needs in December 2005: until the scale and location of development sites become known through the Local Development Frameworks, many providers find it difficult, if not impossible, to identify what the implications for their service will be and importantly to be able identify specific infrastructure requirements. In other cases, such as for green infrastructure which is recognised as being crucial for delivering the

PUSH vision of improving South Hampshire's quality of life, the authorities are working together to develop a sub-regional green infrastructure strategy to help inform the emerging Local Development Frameworks (LDFs). The outcomes of this work were not available in time for this report. In other cases, such as gas, it proved impossible to obtain information from the industry.

1.12 For these reasons, it has generally not been possible to come to a comprehensive view as to infrastructure requirements, timing or costs.

2. Infrastructure responsibilities and requirements

2.1 Affordable housing

Responsible authorities/bodies and duties and responsibilities

2.1.1 The Regional Housing Board (now part of SEERA) sets out the strategy and priorities for spending in the region. The RHB has identified 21 sub-regional housing markets of which South Hampshire is one.

2.1.2 The Housing Corporation, the national Government agency, funds new affordable housing and regulates housing associations in England. It administers the National Affordable Housing Programme 2006-08 which provides public funding to build and renovate homes. Its 2004-06 programme when complete will have invested £3.3 billion in over 62,000 affordable homes. The Corporation also oversees the injection of private finance into the affordable housing sector.

2.1.3 Housing Associations are not-for-profit bodies that provide low cost housing. They are the major provider of new homes for rent, while many also run shared ownership schemes.

Implications on infrastructure of planned population growth

2.1.4 The housing market assessment for South Hampshire¹ shows a backlog of over 5,000 dwellings in the sub-region and that as much affordable housing as possible (i.e. without impact on the viability of developments) needs to be provided through the planning system. Even this level of provision will not clear the backlog or satisfy need arising from economic growth. Therefore considerable Government subsidy is required, through the Regional Housing and Planning arrangements.

2.1.5 An average of 30-40% affordable housing (of which 65% should be social rented accommodation) will be sought on new development sites through a common affordable housing policy framework for the South Hampshire. In many cases Government subsidy will be required to meet that target, particularly for those sites where viability is marginal (see above). In some cases Government support to bring the site to market (for remediation etc) will be sufficient but in most cases direct housing subsidies will be required.

2.1.6 SEERA using the assumptions and formula in the Tym's Report calculate the total public subsidy required over the plan period for South Hampshire to be £1,436,048,662.

Funding

2.1.7 PUSH is seeking, through the Regional Housing Board, agreement to a five year programme to clear the 5,000 dwelling backlog (estimated cost – £170m-£325m based on historic levels of subsidy in south Hampshire). Local authorities will then seek to secure as much affordable housing as possible through the planning system from new development, to deal with newly arising need (anticipated to be for around a further 23,000 further affordable homes of which 65% social rented).

2.1.8 The relatively short term nature of the funding mechanisms for affordable housing through the Housing Corporation and the Regional Housing Board introduces considerable uncertainty into the development process and makes it

¹ Sub-Regional Housing Market Assessment for South Hampshire, DTZ Pleda Consulting – March 2005

difficult to plan long term delivery of affordable housing. This is a particular problem for large sites where the build-out period will often be many years. It is proposed that funding allocations should be made on a longer term basis with funding commitments given for the total build period for any particular site rather than in annual blocks. This, together with greater clarity on the Regional Housing Board's/Housing Corporation's approach to developer contributions, would secure the long term delivery of affordable housing in large developments (including SDAs) where it is particularly important that mixed, balanced communities are delivered.

2.1.9 In addition, the current rate of losses of affordable housing to 'right to buy' cancels out the existing new supply (there has been a net loss of 1,000 affordable dwellings between 1991 and 2001) and therefore the right to buy regime in the sub-region needs to be re-examined to address this.

2.2 Water Supply

Responsible authorities/bodies and duties and responsibilities

2.2.1 The supply of water to the sub-region is provided by two water companies: Southern Water and the Portsmouth Water Company. Southern Water supplies water to the whole/part of the following local authority areas within the sub-region: New Forest, Test Valley, Southampton City, Fareham, Eastleigh, and Winchester. Portsmouth Water Company supplies the whole or part of Havant, Portsmouth, Gosport, Fareham, Winchester and East Hampshire. However, a local grid helps water companies meet demand across company and local administrative boundaries e.g. Portsmouth Water supplies water to the Southern Water area in Sussex.

2.2.2 The water companies are regulated by both a financial body and an environmental body. Ofwat is the economic regulator for the water and sewage industry. Ofwat sets price limits on what the water companies can charge, whilst protecting the standard of service to the consumer. The water companies submit their 5 year business plans to Ofwat for approval. These include plans to invest in new capital and/or capital maintenance/improvements, and the implications for water charges.

2.2.3 The Environment Agency (EA) is an environmental regulator. It measures the water companies performance to ensure European and UK environmental standards are met and therefore drives much of the investment described in 2.2.2 above. The EA also controls licences for water abstraction and new sources of supply e.g. reservoirs as well as for the discharge of effluent into water courses and the sea.

Implications on infrastructure of planned population growth

2.2.4 Southern Water's current investment plan for 2005-2010 includes an investment programme of some £1.5billion across its operational area.

2.2.5 The two water companies believe that water supply in Hampshire is unlikely to be a constraint to development. However, this is conditional on the implications of the Water Framework Directive (2000) which requires good ecological and chemical status to be achieved for all waters by 2015 unless there are grounds for derogation and the Habitats Directive (1994) under which Member states have to take measures to maintain or restore natural habitats and species at a "favourable conservation status" for European designated sites - Special Areas of Conservation (SAC) e.g. the River Itchen. Consequently, when consents for licences are reviewed by the Environment Agency, licences in the River Itchen valley are likely to be modified. Anticipated completion of these studies is Spring 2007. In addition there are also

other environmental issues related to water supply in relation to the River Test Site of Special Scientific Interest (SSSI). New water quality regulations (nitrate levels) that will also affect the water companies operations.

2.2.6 Southern Water's Water Resources Plan for the period up to 2030 aims to provide security of water supplies. The balance between supply and demand will be maintained through a twin track approach of demand management in parallel with development of additional water resources.

2.2.7 The company has assessed the impact of rates of growth 30% above those set out in Regional Planning Guidance: a higher rate of house building than proposed by the South East Plan. This indicates that increased demands can be accommodated provided:

- New buildings accommodate water efficiency measures;
- Sustainability reductions in water abstractions required are no more than currently estimated by the Environment Agency;
- Construction of Havant Thicket Reservoir by 2020/21; and
- The timing of additional development takes account of the lead-in times for the construction of the new strategic reservoir.

2.2.8 Southern Water believes adequate water resources can be made available, subject to the conditions in paragraph 2.2.6 being met. However, the additional development will require investment in new or enlarged water mains.

2.2.9 Portsmouth Water indicate that there would not be a problem with supplying water to the North of Fareham Strategic Development Area (SDA) as they already have a 450mm diameter main that crosses the area of search. This might need to be reinforced, depending on the number of houses proposed, but there is adequate head from its Nelson Service Reservoir. An extensive system of on-site mains would also be required, funded by the developer(s).

2.2.10 Portsmouth Water also have a water main easement that crosses the southern part of the area of search for the North/North East of Hedge End SDA. This is currently used for its 1000mm diameter main from the River Itchen Works to Hoads Hill Service Reservoir. Although the pipe is not suitable for direct supply, the wayleave could be used to return water to the site from the Nelson Service Reservoir. This is an expensive option but may be required should Southern Water be unable to supply the site.

2.2.11 Havant Thicket Reservoir is the only specific scheme the water companies are able to identify at this stage. The EA will be deciding on the water resource justification for Havant Thicket in the context of similar reservoir developments across Hampshire, Sussex and Kent as part of strategic water resource requirement. The proposal for a winter storage reservoir is included in both the current adopted Havant Borough Local Plan and as a strategic water resource in the South East Plan (Policy NRM2). It is also identified in the Water Resources Plan. The reservoir is programmed for completion by 2020/21 but could be implemented sooner in the event that a Public Inquiry was not required.

2.2.12 Portsmouth Water has commenced the process of developing the scheme as the whole programme is expected to take some 15 years to complete. It is envisaged that surplus water from the company's Havant and Bedhampton Springs will be pumped to the reservoir during winters. The stored water would then be used during

dry summers to augment the spring supplies which are treated at Farlington Water Treatment Works on Portsdown Hill. The key dates are as follows:

- 2006 complete initial Resource and Engineering Studies
- 2008 complete Environmental Impact Assessment
- 2010 submit Detailed Planning Application
- 2015 complete Detailed Design
- 2021 complete Construction and Commissioning

2.2.13 Natural England have expressed concerns about the ability to supply water to meet an expanding population without further reduction of flow in rivers and a potential threat to the environment and that difficulties in achieving behavioural change will increase reliance on the development of new water resources. The Environment Agency is of the view that it is essential that demand for water is managed in the South East by a reduction in per capita consumption from the current 160 litres per person per day to levels around 120 litres found in other EU states. The EA consider this can be achieved at low or zero cost in new build but that it will need changes in Building Regulations or an enforceable code for sustainable homes. Universal water metering in the south east by 2015 is a new EA policy.

2.2.14 The Water Resources in the South East (WRSE) Technical Group comprising the water companies (including Southern Water and Portsmouth Water) together with the Environment Agency and Ofwat are currently working together on a regional model and sustainability studies to help inform future water resource planning.

2.2.15 The Environment Agency has also commissioned consultants to undertake an Integrated Water Management Study for South Hampshire. The consultants are due to report in October 2006.

2.3 Waste Water

Responsible authorities/bodies and duties and responsibilities

2.3.1 Southern Water provides the wastewater service for the South Hampshire sub-region. Waste water has been identified by both the water companies and Environment Agency as a critical issue. This is largely because of the Water Framework Directive and Habitats Regulations which will both have potential significant impacts on the water companies waste water service in regard to discharge licences.

Implications on infrastructure of planned population growth

2.3.2 Southern Water has indicated that as a result of the planned housing, the company will be looking to invest in additional facilities and capacity. This will be undertaken as part of the normal investment process (regulated by Ofwat). There will be a need for new waste water infrastructure across the sub-region.

2.3.3 Natural England indicate that there is an existing need for a reduction in phosphate and nitrogen compound levels returned to river and coastal environments to ensure biological health and diversity and to meet the demands of both the Water Framework Directive and Habitats Regulations. A programme of upgrades would need to be able to deliver these improvements as well as the additional capacity to serve development.

2.3.4 The Environment Agency (EA) has undertaken work on behalf of the South East Regional Assembly (SEERA) with Southern Water and Thames Water to

identify locations where there is a risk that the sewage treatment works will be unable to treat the sewage from the proposed new housing to the standards required to protect water quality. Computer models have been used to predict the effects of the extra housing on river water quality. The studies have assessed the chemical effects of the increase in sewage effluent. Further studies may be required to assess the impact on river and estuarine ecology that could arise from significant increases in volumes of sewage effluent at a few locations and further investigative work is planned. Early indications do not suggest any river flooding problems will be caused by the proposed increases in sewage effluent flows.

2.3.5 The assessment has shown that the current discharge location at Chickenhall Sewage Treatment Works is contributing to non-compliance with the phosphorus standard in the River Itchen, and that this problem will not be resolved despite BAT Phosphorus treatment being installed at the works by Spring 2009. However, in addition to BAT phosphorus treatment the previous AMP4 decision also permits an increase in flow discharge at this location. To prevent further deterioration of the water quality in the River Itchen, the Environment Agency and Southern Water will work together to find a shared solution.

2.3.6 The retention of water within catchments is becoming more important as development proceeds, i.e. water supplied from Itchen valley sources needs to be discharged after use back into the river (or ground) to maintain flows, both for re - abstraction and for ecological needs. As capacity at inland sewage treatment works (STW) is reached, as at Chickenhall STW, previous solutions to export effluent to coastal STWs such as Peel Common would have the effect of reducing flows in the lower River Itchen. This in turn would trigger reductions in River Itchen abstraction licences, leaving water resources to be found from other sources such as the River Test, itself a riverine SSSI.

2.3.7 Southern Water indicated that South Hampshire may require a new waste water treatment works. The company would support a sub-regional study of catchments and constraints to model where extra plant may be required.

2.4 Green Infrastructure

Responsible authorities/bodies and duties and responsibilities

2.4.1 Delivery of green infrastructure in its widest sense as outlined below will involve a partnership approach involving the local authorities, central Government and the development industry. Government agencies such as Natural England, Environment Agency, Forestry Commission and English Heritage can provide advice, support and in some cases funding and access to land, whilst the Regional Development Agencies can provide investment.

Implications on infrastructure of planned population growth

2.4.2 The provision of green infrastructure is recognised as being a key element in delivering the PUSH vision to improve South Hampshire's quality of life in its broadest sense, including economic, social and environmental well being. The need to maintain and enhance green infrastructure within existing urban areas to assist urban regeneration is as important as providing accessible green infrastructure in the open countryside to serve both existing and new communities. Consequently, a variety of types of green infrastructure will be required to meet community needs depending on the scale of development proposed and location. In particular green infrastructure can contribute to:

- Securing sustainable communities

- Safeguarding a quality environment
- Improving accessibility e.g. physical accessibility to recreational facilities
- Providing quality recreational and leisure facilities
- Improving health

2.4.3 The benefits of green infrastructure are wide ranging, and relate to the principles of sustainable development, including economic growth. Planning, implementing and managing green infrastructure both at the landscape scale and within developments could have the following benefits:

- Improving recreation and health
- Enhancing biodiversity and landscape
- Responding to climate change
- Protecting the cultural and historic environment
- Contributing to waste reduction
- Preventing flooding and improving water resources.

2.4.4 Each of the unitary authorities and districts within South Hampshire are working on aspects of green infrastructure within their own boundaries for example on green space provision, producing and implementing local biodiversity action plans, and providing information for the emerging Local Development Frameworks. However, PUSH has decided that there would be added value of a sub-regional green infrastructure strategy to identify assets, gaps, deficits or problems, and using that information to form projects that can help benefit the whole sub-region. Such an integrated approach would help ensure that the aspirations for green infrastructure are converted into measurable outputs for example:

- Additions to the 'shopping list' of infrastructure in the South East Plan Implementation Plan, which can feature in future bids to Government for Growth Point funding
- A broad thematic and spatial strategy for green infrastructure for the sub-region which PUSH can adopt as an informal strategy that would set a sub-regional context and provide a framework for the delivery of those strategies.

The strategy will be developed to help inform the emerging LDFs.

2.4.5 In addition work is being undertaken to develop Local Countryside and Green Space Network guidance. This will:

- Provide a strategic overview of the plans, policies and issues relating to local countryside and green space in South Hampshire, particularly focussing on countryside recreation.
- Identify opportunities for improving outdoor recreation provision in relation to accessible green space and networks in the local and wider countryside.
- Develop principles, plans and projects for local countryside and green space provision across the South Hampshire sub-region.
- Consider options for the delivery, long term management and sustainability of green space and networks.

2.4.6 It is intended that this work will feed into the green infrastructure strategy outlined in paragraph 2.4.4. In addition it will also feed into the pilot Rural Pathfinder Project being led by Hampshire County Council.

2.4.7 In the meantime SEERA has calculated that the cost of open spaces, parks and play spaces (in urban areas) to be in the order of £68.6m over the plan period.

Funding

2.4.8 Green infrastructure is seen by central government as a key component within the new growth areas to help deliver quality of life and sustainability aspirations. In response to the Barker Review of Housing Supply, the Government made a commitment to provide a minimum of 10% funding to support environmental projects in the growth areas. The total level of Government investment in green infrastructure in the newer growth areas is estimated to be £38m between 2004 and 2008. The 10% funding is being allocated exclusively to the delivery of key components of green infrastructure, for example through:

- Development of the rural/urban fringe
- Habitat creation
- Habitat protection.

2.4.9 Non-central government potential funding sources include:

- Developer contributions
- Lottery funds – Heritage Lottery Fund, Big Lottery Fund
- Aggregates Levy Sustainability Fund
- Private grants and trusts
- DEFRA Agri-environment schemes

2.5 Health***Responsible authorities/bodies and duties and responsibilities***

2.5.1 The South Central Strategic Health Authority, was formed on the 1st July 2006 by the merger of the Thames Valley and Hampshire and the Isle of Wight Strategic Health Authorities. The new SHA covers the counties of Berkshire, Buckinghamshire, Oxfordshire, Hampshire and the Isle of Wight.

2.5.2 The total budget of NHS South Central is over £4.5bn, used to provide primary and secondary healthcare services to the public.

2.5.3 The Primary Care Trusts (PCTs) have also been reorganised with the number reducing nationally from 303 to 152. The changes took effect from 1st October 2006. In Hampshire this resulted in the number of PCTs reducing from 9 to 3. The new PCTs are: Hampshire, Southampton City and Portsmouth City Teaching.

Implication on infrastructure of planned population growth

2.5.4 The SHA has confirmed that there are no plans or need for a new District General Hospital in South Hampshire. Current plans are based on the redevelopment of the existing major hospitals. A new hospital may be justified in future if population growth in the area exceeds 400,000.

2.5.5 However, the SHA has indicated that primary care facilities (GP Surgeries, Dentists, locations for mobile diagnostics etc. would be required in both proposed Strategic Development Areas and other significant urban extensions. Funding for facilities would be sought from developer contributions (through Section 106 Agreements).

2.5.6 The future of both Coldeast Hospital, Fareham and Moorgreen Hospital, West End, Eastleigh are currently being reviewed. The SHA has indicated that future needs at these two sites will need to be considered in relation to the two proposed Strategic Development Areas (SDAs).

2.5.7 The SHA confirmed that both Queen Alexandra Hospital, Cosham and the Royal South Hampshire Hospital, Southampton are being retained. Southampton General Hospital will continue as a major regional centre e.g. catering for cancer and cardiac care. However, some less complex care is to be moved out into the community, involving the development of community services and some additional beds provided in community settings.

2.5.8 In the view of the SHA, future planning over the 20 year South East Plan period will become increasingly more challenging as the traditional approach and delivery of health care changes. There is a trend towards healthcare being provided by a range of providers including Foundation Trusts and the independent (private and not for profit organisations) sector. A number of Independent Treatment Centres have been opened or are planned e.g. St Mary's hospital, Portsmouth and a planned facility in Southampton.

2.5.9 The requirement for health facilities is influenced by many factors including:

- Overall population;
- The structure of the population e.g. age breakdown and trends;
- Service changes e.g. the centralisation of specialist cancer services at the tertiary centre at the Southampton General Hospital, provision of an increasing range and scale of care in local settings and advances in technology etc.;
- The need to replace or substantially refurbish existing facilities because the age of the buildings or reprovide new facilities to reflect new models of care in primary and secondary healthcare sectors.

The NHS will continue to monitor new and expanding existing communities, and will, in conjunction with landowners and developers, identify sites for future healthcare provision either by way of Section 106 obligations or similar measures.

2.5.10 The following broad brush cost estimates have been provided by the NHS South Central SHA which provide an indication only of the type of investment that may be required linked to levels of house building and the associated population changes (scale, composition and location):-

- 1 general practitioner per 1,800 to 2,500 total population (practices are now rarely less than 5 GPs with a trend towards larger practices with an extended range of services). Capital cost of approx. £0.5 million per GP. New premises will be needed in relation to the projected population increase but also in locations where it is proposed to develop new or expand existing communities
- Primary and Community Care centre's typically serving populations of 50,000 to 100,000 at a cost in the order of £12 to £15 million. These are a new development providing an extended range of services, many of which are currently carried out in acute hospital settings. In Southampton city there are plans for a centre on the Western Hospital site (a Local Improvement Finance Trust (LIFT) project) and proposals are also being considered for two further centre's (one in the East of the City at Moorgreen and one in the centre at the Royal South Hants).
- Approximately one rehabilitation bed per additional 1,000 people aged over 65, at a capital cost of about £250,000 per bed. The increasing number of over 65's in the population will have implications both for health and social care. Additional beds are likely to be located on existing hospital sites

At this stage it has not been possible to calculate the total cost of the above; this will be undertaken once the overall strategy and location and scale of development is determined. However, in the meantime SEERA has calculated that the cost of health centres and GP Surgeries in South Hampshire to be £14,881,877 over the plan period.

Funding

2.5.11 From 2007/08 all NHS trusts move to foundation status, with each being responsible for their own capital programmes. Trusts will develop their business plans on the basis of predicted income.

2.6 Emergency Services (Fire, Police and Ambulance)

Fire and Rescue

Responsible authorities/bodies and duties and responsibilities

2.6.1 The Hampshire Fire and Rescue Service provides the Fire and Rescue Service for the whole of Hampshire, Portsmouth and Southampton cities. To manage the risks in Hampshire the service have:

- 783 whole time fire-fighters, 713 retained fire-fighters, 41 control room staff and 306 other support personnel
- 52 fire stations
- A headquarters complex that incorporates the fire control suite, control stores and training centre (based in Eastleigh)
- A vehicle workshop
- A fleet of 235 vehicles that includes 77 front-line fire engines and a range of specialist fire vehicles and equipment. These resources are used to attend, on average 25,000 incidents every year, ranging from minor accidents/fires to major chemical spills and fires involving industrial processes.

2.6.2 The Hampshire Fire and Rescue Authority, is the governing body of the Fire and Rescue Service. Its plan *Making Hampshire Safer – Hampshire Fire and Rescues Service Integrated Risk Management Plan 2006/09* outlines how the Fire and Rescue Authority will organise and deliver the Fire and Rescue Service.

2.6.3 In the past the service was based around the time it would take to reach incidents. However, the service is undergoing a culture change with the emphasis now based on risk profiling areas. This process is under constant review and services are adjusted accordingly.

Implications on infrastructure of planned population growth

2.6.4 For developments proposed within or around the urban conurbations, the service has the ability to adjust provision through adjustments to existing services i.e. through relocation or remodelling e.g. redeploy appliances from low risk areas at certain times of the day to more densely populated areas.

2.6.5 The two Strategic Development Areas (SDAs) are likely to need additional response.

2.6.6 Other greenfield developments are unlikely to require new facilities, but rather changes to existing facilities.

2.6.7 The Fire Service wishes to see more fire prevention measures built into homes. Such measures would have a positive impact on the Fire Service by reducing costs as well as public safety benefits through fewer deaths and injuries. The Fire Service would welcome greater involvement in developments to help reduce risk.

2.6.8 The Service would be interested in joint working with the other emergency services to provide a community emergency service point if required in new developments. This should be located at the focus of the development to enable the services to integrate with the wider community. This would fit in with the Fire Services neighbourhood based policies. Such a facility would not necessarily need to be staffed all day.

Funding

2.6.9 The Fire and Rescue Service is funded through a combination of Council Tax, Support Grants and Business Rates. As with other public services long term investment/funding is difficult to predict therefore it is also not possible to identify whether there will be any future shortfalls in funding.

Police

Responsible authorities/bodies and duties and responsibilities

2.6.10 Hampshire Police Authority is the governing body of Hampshire Constabulary. Its purpose is to oversee the work of Hampshire Constabulary. The Chief Constable has overall operational control for policing and is responsible for meeting the objectives and priorities as set out in Hampshire Constabulary and Hampshire Police Authority's local Policing Plan 2006-07, as well as those set out by the Home Secretary in the National Policing Plan 2005-2008. The Chief Constable is also responsible for meeting the operational priorities and strategic objectives for Hampshire Constabulary as set out in the Hampshire Constabulary and Hampshire Police Authority's Strategic Plan 2005-2008.

Implications on infrastructure of planned population growth

2.6.11 Growth will require new police stations, as current provision will no longer be in appropriate locations or fit for purpose. In regard to the two Strategic Development Areas (SDAs) Hampshire Police authority and Hampshire Constabulary is supportive in principle of a joint service facility in each SDA resulting in a cost efficiency saving to all the services.

2.6.12 Revenue - The Hampshire Police Authority is funded by Government grants, inclusive of business rates, plus other income, such as service income and earned income on surplus cash and Council Tax. In its joint representations to the Draft South East Plan, the Police Authority and Hampshire Constabulary stated that '*with the significant growth in housing and infrastructure as proposed, Hampshire Police Authority will have difficulties in maintaining and providing an efficient and effective police service unless it is recognised additional funding and support from central Government is required*'. Assuming maintenance of the current ratio of police officers to population (approx 2.1 officers per thousand population), an additional 250 police officers will be required. The total cost of employing this additional number of officers is approximately £13,028,101.67 (it currently costs £52,154,13 per annum inclusive of basic salary and organisational support overheads to employ one police officer)

2.6.13 Capital – The increase in residential dwellings will place increased demands on police resources. The Police Authority will be seeking Section 106 contributions to cover the cost of land and capital costs of police buildings and associated accommodation facilities for the provision of new police stations, extensions to existing stations and the need for additional staff and resources.

2.6.14 Certain developments can lead to a disproportionate demand on policing services, for example leisure schemes, particularly in town centres require policing during the late evening compacting staffing levels into short periods. Higher education establishments located within residential areas increase crime and disorder levels during term times and highway improvements can disperse crime and disorder levels to other regions when specific crime hot spots become more accessible.

2.6.15 The levels of growth proposed will generate additional traffic movements across the county; the emergency services indicate that this may have potential impacts on their services, not least on response times to incidents.

Ambulance Service

Responsible authorities/bodies and duties and responsibilities

2.6.16 The South Central Ambulance NHS Trust is responsible for providing emergency, urgent and non-urgent ambulance and transport services and out of hours unscheduled care services to the community of Hampshire under its statutory duty as an NHS organisation. The service has 21 stations in Hampshire of which 11 are located within the South Hampshire sub-region (Hythe, Gosport, Totton, Southampton, Hightown, Fareham, Portsmouth, Portsea, Havant, Eastleigh and a Central Logistics Unit).

Implications on infrastructure of planned population growth

2.6.17 The Ambulance Trust has an existing Estates Strategy that supports the modernisation of its facilities and locations throughout Hampshire over the next ten years with the development of Ambulance Hubs (urban depots) and Satellite Stations (in rural areas) and with Serviced Standby Points. All these facilities are being strategically located to ensure service delivery is provided to meet operational demands in particular areas. The strategy does not take account of population or dwelling growth, but is based on areas of current peak service and call demands.

2.6.18 Based on the forecast growth in Hampshire, the Ambulance Service predicts that there will be an increase in service demands of 10,000 incidents a year, by 2026. This is on top of the year on year increases that will occur over this time, which combined will see the Trust dealing with upwards of 275,000 incidents a year, 60% up on current activity. Therefore to maintain operational performance will require additional investment/funding for both (capital/revenue) for securing additional ambulance service provision/front line resources. This additional provision would need to cover: vehicle and medical equipment, operational staff, building facilities and fuel costs.

2.6.19 Estimated investment required is as follows:-

i) Revenue costs: estimated to increase by approximately £750,000 per year in addition to recurrent baseline funding and excluding inflation. Therefore, the Ambulance Trust estimates that by 2026 the Trust would require additional investment of approximately £15 million at today's prices.

ii) Capital cost: an additional 40 vehicles at a cost of around £5.8m (at 2006 prices).

2.6.20 The Ambulance Trust has indicated that it would be prepared to explore the possibility of sharing facilities with other emergency services to use as a service standby location. This would ensure there can be optimum use of public service sites in providing ambulance cover.

Funding

2.6.21 At present there are no additional planned investment (NHS funding streams) to meet the SE Plan growth. Without additional planned investment and continual funding, both capital and revenue, there will be a negative impact on the quality of service delivery and meeting performance versus new demands.

2.7 Children's Services***Responsible authorities/bodies and duties and responsibilities***

2.7.1 Hampshire County Council and Southampton and Portsmouth City Council's provide a range of services to help meet the needs of all children, their parents and carers across South Hampshire: services for children with special needs, early education (joint provision with education), family support, and services for children in need and child protection, services for looked after children (including family placement) and the youth justice offending teams.

2.7.2 In all three authorities, children's and adult services departments have been established from the former education and social service departments. Changes had to be implemented by 1st April 2006. However, for all the authorities the internal (organisational) consequences are still being dealt with.

Implications on service of planned population growth

2.7.3 The approach to delivering the service is changing, with the emphasis on a multi-agency approach. The Government's agenda is aimed at preventative services such as health visiting. Fewer children are being looked after in local authority run care homes; rather support is now given at home. The service is developing the Children's Trust agenda. This is seeking to provide Children's Centres (for pre-school up to 5 year olds) within easy access from housing areas where any family can go for advice/help e.g. parenting classes as well as providing child care.

2.7.4 The local authorities are in the process of planning Children's Centres within their areas e.g. Hampshire County Council is proposing 53 and Portsmouth City Council 19. Most deprived areas are meant to have Children's Centres. Such facilities can be separate facilities or a single room within a larger community facility.

2.7.5 Whilst population projections indicate that there will be a decline in the number of children, such projections lack sophistication in regard to the population composition e.g. the number of children living in poverty, therefore, there remains a degree of uncertainty that makes future planning for children's needs difficult.

2.7.6 The South East Plan is unlikely to generate a quantitative need but rather qualitative needs from the Children's Services. However, the consequences of new development is likely to present more of a challenge to the County Council than to the two cities in regard to children's services.

Funding

2.7.7 As with other public services, long term investment/funding is difficult to predict therefore it is also not possible to identify whether there will be any future shortfalls in funding.

2.8 Adult Services

Responsible authorities/bodies and duties and responsibilities

2.8.1 Hampshire County Council, and Portsmouth and Southampton City Councils deliver a range of services/support to adults, in particular, nursing, residential and day care facilities. They work alongside partner authorities such as the Primary Care Trusts.

2.8.2 Hampshire County Council manages 26 residential care homes, 10 new nursing homes and 11 day care centres across the county. Residential care provides accommodation for 950 residents, nursing care provides for up to 500 places and day care provides 1028 places per week. The service delivered currently by 1200 staff is for people over 65 who either have physical frailty or mental health problems.

2.8.3 Portsmouth City Council currently provides 153 residential care beds and 106 residential beds for people with dementia. In addition it provides 8 intermediate care beds at the Victory Unit. The private sector also provide 340 residential care beds and 333 nursing home beds in the city.

2.8.4 Portsmouth City Council and Portsmouth City NHS Teaching Primary Care Trust has prepared a Joint Accommodation Strategy for Older People 2005-2015, this identifies the projected demand for support and accommodation needs for older people over the 15 years of the strategy.

2.8.5 Southampton City Council reports that as at April 2006:

- 581 older people live in residential care
- 245 older people live in OPMH residential care
- 257 older people live in Nursing care
- 87 older people live in OPMH nursing care

2.8.6 Southampton City Council's *'Sharing the Caring - a Joint Commissioning Strategy for Older People and Adults with Long Term Disabilities 2006-2009'* prepared by Southampton City Primary Care Trust, Southampton City Health and Community Care and Southampton City Strategic Housing Authority provides an operational guide for commissioning and service development in these three lead agencies.

Implications on infrastructure of planned population growth

2.8.7 The impact of the sub-regional strategy on local authority Adult Services is complicated by a number of issues. Firstly changes in the approach to delivering care and support to older people being led by central Government. Its document *'Our Health, Our Care, Our Say (2006)*, provides a new direction for community services and sets out the vision for better Health and Social Care. This includes:

- Shifting resources into prevention
- More care outside hospital and in the home
- Allowing different providers to compete for services

Secondly, the reconfiguration of Primary Care Trusts (PCTs) on 1st October 2006 aims to improve the relationships between health, social care and the emergency services. In Hampshire this resulted in the number of PCTs reducing from 9 to 3. The new PCTs are: Hampshire, Southampton City and Portsmouth City Teaching.

2.8.8 The local authority Adult Services indicated that affordable housing is an issue, with a shortage of available housing for its carers/workers. It is also proving difficult to retain staff, although in Southampton demand for carers is being adequately met through care agencies in the private sector. Both Portsmouth and Southampton have significant ethnic minorities; these communities can make a difference to the demand for and type of support service required.

Funding

2.8.9 Adult services is a 'people' dependent service, consequently, its capital budgets are small in comparison to revenue expenditure. Given local authority reliance on central Government for funding, predicting future levels of funding, particularly over the 20 year SE Plan period, has not been possible. Consequently it is also not possible to identify/quantify potential funding shortfalls.

2.9 Libraries

Responsible authorities/bodies and duties and responsibilities

2.9.1 Hampshire County Council's Library & Information Service is responsible for the delivery and development of library and information services outside of the two cities via 54 static libraries, Gosport Discovery Centre, 18 mobile libraries, the School Library Service and Home Library Service (relates to the whole of Hampshire County Council's area).

2.9.2 Southampton City Council is responsible for the Southampton Library Service. The service is provided through the following eleven static libraries: Central Library, Shirley, Bitterne, Lordshill, Portswood, Woolston, Burgess Road, Cobbett Road, Thornhill, Millbrook and Weston.

2.9.3 Portsmouth City Council is responsible for the Portsmouth Library Service. The service is provided through the following nine libraries: Alderman, Beddow, Carnegie, Central (Norrish), Cosham, Elm Grove, Northend, Paulsgrove and Portsea. In addition it provides a Mobile Library service for residents in Drayton and Farlington as well as the Family Library Link service for local community groups. It also operates the Household Service for anybody unable to get to one of its libraries.

Implications on infrastructure of planned population growth

2.9.4 Southampton City Council's strategy for its library service: '*Changing Libraries- Changing Lives*' seeks the following strategic deployment of the library service:

- A library within 1 mile of every resident
- Major branch libraries for every district centre
- Co-location of all libraries with at least one other Council service.

2.9.5 Southampton City Council's Libraries, Arts and Heritage service has indicated that:

- i) All libraries in the city to be replaced or refurbished through planning gain and/or the sale of existing library premises. There are no plans arising from the South East Plan.
- ii) A replacement library for the Woolston district of the city is to be provided during 2006-2011 as part of the Riverside development. The project is being led by SEEDA who have acquired the land from the City Council. The new library will be secured as a planning gain with fitting out costs of approximately £200,000 from the receipts for the existing library site. Essentially the plan is to release existing sites for sale/redevelopment at a rented cost. None are in response to the SE Plan.

iii) A major heritage facility is proposed for completion before 2012 to replace the existing museums.

2.9.6 In addition to planning gain, the Big Lottery Community Programme will provide potential funding to modify libraries for community use from June 2007. Heritage Lottery Fund is to provide for fit out costs at the Heritage Centre, for which funding is available now.

2.9.7 Portsmouth's Library service has indicated that in the city, some libraries are now poorly located in relation to recent new developments e.g. Fratton. In addition some of the building stock is old and many of the branch libraries are too small. The issue facing the service is whether to refurbish or relocate.

2.9.8 The Central (Norrish) Library is one of the largest libraries in the South East and acts as a regional facility. 12% of its customers come from within the wider South Hampshire catchment.

2.9.9 Hampshire County Council's Library service has indicated that the planned housing growth will place library and information services under severe pressure. Improvements to existing buildings and service delivery e.g. new or extended libraries/services will be needed.

2.9.10 In South Hampshire, the County Council currently has the following future development planned (subject to funding):

- Replacement of Fareham and Waterlooville Libraries by Discovery Centres (minimum cost per Discovery Centre developed using a large town centre library existing building £2m)
- Extend Hedge End and West End Libraries
- Extend Eastleigh Library (minimum £750k-£1m)
- Replace the existing library at Locksheath with new facility
- Library at Hamble
- Extend Horndean Library
- Extend Havant Library
- Library at Whiteley

2.9.11 The Library services identified the following common issues of relevance to the emerging Sub-regional strategy:

- Revenue costs are a significant consideration to the service - even if funding for capital works are available there remains uncertainty over funding of future revenue costs
- Opportunities for co-hosting of facilities with partner organisations e.g. at Portchester the library shares a facility with the local health centre, while the Portsea Library is within the new Community Centre. There may be opportunities elsewhere to co-host e.g. in the SDAs. The Library services recognise that where co-hosting takes place, it provides a local focus to a development and provides opportunities to exchange ideas etc. to encourage usage by the community.
- Modernisation agenda e.g. the Discovery Centre concept may alter future service delivery.
- Libraries are under severe financial pressures - one solution to make better use of limited resources may be sharing staff and/or buildings across administrative boundaries.
- Libraries make heavy use of technology e.g. there are 200 terminals in the County Council's libraries. In addition local authorities are required by

Government to provide in libraries 1 PC for every 10,000 per head of population. This has placed pressure on book funds.

Funding

2.9.12 The South East Museum, Library & Archive Council (SEMLAC) has recently published *'The South East Public Library Tariff – January 2006'*. It recommends that local planning and library authorities adopt a minimum tariff of £90 per person in new housing in order to fund:-

- A minimum standard of 30 sq metres of new library space per 1,000 population;
- A construction and initial equipment cost of £3,000 per sq metre.

Using this formula SEERA has calculated the cost of library provision in South Hampshire over the plan period to be £7,694,222. In addition, and also based on the SEMLAC tariff, SEERA has calculated the demand for the archive service to cost £1.5 million.

2.10 Waste and Material Resources

Responsible authorities/bodies and relevant duties and responsibilities

2.10.1 Hampshire County Council and Portsmouth and Southampton City Council's are the minerals and waste planning authorities for the South Hampshire sub-region. Dealing with household waste is the responsibility of the district/borough councils (collection) and the county/unitary Councils (processing and treatment). The majority of waste materials from business and industry are dealt with by private sector contractors on a market driven basis. The Environment Agency is the waste regulator.

Implications on infrastructure of planned population growth

2.10.2 It is important to note that the information below on waste relates to the whole of Hampshire as it has not been possible to produce separate information relating only to South Hampshire.

2.10.3 Hampshire (including Portsmouth and Southampton) currently produces approximately 2.88 million tonnes a year of municipal, commercial and industrial waste. About 30% of this waste is recycled or composted. The remainder is either landfilled or subject to thermal treatment with energy recovery.

2.10.4 Government policy is to move towards minimising waste production and greater re-use, recycling and recovery of wastes to maximise the opportunities to use waste materials positively linked to building sustainable communities and a sustainable local economy.

2.10.5 The South East Plan and Hampshire's 'core' minerals and waste planning strategy both support this direction of travel. Recycling rates for all wastes need to increase from about 33% to 65% in 2025 (Regional target) and the Strategy also commits the authorities to eliminating the landfill of untreated municipal waste by 2015 and net self-sufficiency in terms of waste management by 2016.

2.10.6 Indicative infrastructure requirements are detailed in the Strategy:

- New recycling and composting sites to handle over one million tonnes a year of municipal, commercial and industrial wastes;
- New recovery and treatment sites to handle around half a million tonnes a year of municipal, commercial and industrial wastes;

- New non-hazardous landfill sites to dispose of around 4.2 million tonnes of un-recycled municipal, commercial and industrial wastes.

2.10.7 A number of specialist facilities will also be required, as follows:

- 385,000 tonnes per annum of biowaste processing (which will count towards the recycling/composting infrastructure);
- 20,000 tpa of incinerator air pollution control residue treatment;
- 50,000 tpa of waste wood treatment;
- 35,000 tpa disassembly plant for waste electrical equipment.

2.10.8 All of the infrastructure detailed above will be required incrementally in the period to 2020. Additional infrastructure to meet the additional 5% of extra recycling / composting will be required to 2025. Of this infrastructure it is likely that biowaste processing will only be required in the period 2015 – 2020. The predicted rate of waste growth, using the Strategy's targets, is greatest at the earlier years of the plan. Therefore, likely additional investment in waste collection infrastructure may be greatest at this time.

Funding

2.10.9 Funding of the collection and processing infrastructure needed to handle municipal wastes is the responsibility of the district and unitary councils as waste collection authorities and the city and County councils as waste disposal authorities. In the case of waste processing and disposal, operational activities are undertaken by a private sector contractor (Veolia) under a long-term contract with the waste disposal authorities.

2.10.10 However, municipal waste is less than 20% of the total waste volume and there will also be a vital need for private sector investment in new commercial and industrial waste facilities by the private sector waste industry.

2.11 Education

Responsible authorities/bodies and duties and responsibilities

2.11.1 Hampshire County Council and Portsmouth and Southampton City Councils are the education authorities in South Hampshire

Implications on infrastructure of planned population growth

2.11.2 Portsmouth City Council - During the 1990s an increase in the number of school age children led to two new secondary schools being built in the city; however, the current issue is not growth, but one of managing surplus capacity. In regard to the SE Plan proposals there will only be localised impacts/issues e.g. at Drayton and Farlington where there is strong demand from within the catchment. Elsewhere in the city, demand is stable or falling. Consequently, any growth as a result of the SE Plan proposals can be absorbed through surplus capacity at existing schools, unless growth which generates increases in school age children is concentrated in areas where schools have no spare capacity.

2.11.3 Southampton City Council - The City Council is also facing falls in school rolls. The City Council are considering closing two existing Secondary Schools (Grove Park and Millbrook). Consequently, there is sufficient spare capacity to accommodate SE Plan generated growth.

2.11.4 Hampshire County Council - The sub-regional strategy is likely to generate the following infrastructure needs:

- Each Strategic Development Area (SDA) will need one secondary school and at least three primary schools
- Urban extensions – growth can be absorbed at existing schools (through spare capacity or building extensions). The exception is Whiteley where there is an existing need for a one form primary school. Should North Whiteley proceed, a larger school would be required.
- In larger developments of 1,000 houses or more, there may be a requirement for facilities for the youth Service.

2.11.5 The County Council is responsible for securing provision for pre-school education (although not normally as a provider itself) and so it will seek an allocation of space for, and contribution towards the cost of providing, such facilities within any new development

Funding

2.11.6 The service is dependent upon central Government Grant; it is not possible to predict future levels of funding and therefore to identify any potential shortfalls.

2.12 Further and Higher Education

Responsible authorities/bodies and duties and responsibilities

2.12.1 South Hampshire has a number of further and higher educational colleges and universities providing a range of courses serving the sub-region. These include:

FE colleges: Applemore, Barton Peveril, Eastleigh, Fareham, South Downs, St Vincent's, Peter Symonds and Totton.

HE universities: Winchester, Southampton, Southampton Solent and Portsmouth.

Implication on infrastructure of planned population growth

2.12.2 In relation to the two Strategic Development Areas, the Learning and Skills Council indicates that:

- North Fareham SDA – there will be a need for a locally based satellite facility.
- North/North East of Hedge End SDA – a feasibility study is to be undertaken to look at existing provision and needs having regard to the SDA.

The LSC has included the potential need for increased FE capacity in its Capital Strategy.

2.12.3 FE and HE have an important role in developing skills particularly in relation to the sub-regional strategy objectives of achieving economic growth and urban regeneration. The UK is generally underachieving with post 16 year olds and adults in FE/HE compared to the rest of Europe. There remains a poor culture of learning in society in these age groups. Consequently, there is a drive to make more people stay on in education beyond 16. Government has a target to achieve 90% of 16-18 year olds remaining in FE by 2015; currently it is only 72%. The Government target for HE participation of 50% of 18-30 year olds by 2010 compares with the current level of 43%.

2.12.4 Transport is a significant issue for the universities and colleges. Public transport outside of urban areas is considered poor, with no direct connections between some settlements. Timetables are not always convenient for students many of whom do not have cars. Consequently, some institutions run their own bus services to move student around campuses etc. Those who need to up skill are often

those from poor or deprived areas e.g. Rowner, Gosport and are unable to travel. Strategic Park and Ride is considered important to the sub-regional strategy. If P&R is not made attractive for students then they consider that the local authorities must allow for adequate car parking.

2.12.5 In regard to affordable housing it was reported that there is a growing difficulty in recruiting staff (key workers) from outside the area partly because of the cost of housing. In this respect Government changes to definition of key workers to include FE staff is helpful, however, it still does not include HE staff.

2.12.6 Student housing is also a concern for example in Portsmouth students comprise 10% of the population. Whilst the universities provide student housing e.g. Winchester provides between 30-40% of housing needs, the remainder have to find provision from within the private housing sector and compete in the housing market. This has also led to an increase in buy to let aimed at the student market in some areas.

2.12.7 Amongst those institutions contacted, the view was that planning gain should be used for securing land or funding for FE/HE as is the case for primary and secondary education provision.

Funding

Further Education

2.12.8 Funding in the further education sector is changing from funding bodies responding to bids from colleges towards strategic commissioning, based on Strategic Area Reviews (StAR) led by the Learning and Skills Councils (LSCs). The LSCs are now responsible for capital investment in the further education sector. The LSC will also provide revenue funding for college places. The LSC is making strategic investments across Hampshire and the Isle of Wight totalling some £400m.

Higher Education

2.12.9 Individual higher educational institutions i.e. universities, make their own investment decisions and control their own finance, raising finance through profits and loans. The Universities have their own strategic plans e.g. Winchester's plan covers the period 2005/2006 to 2010/2011, and includes the objective of growing the number of students studying foundation degrees by an average annual growth rate of 20% per annum in the first three years of the plan.

2.12.10 Some funding, however, is available through the Higher Education Funding Council (HEFCE). The HEFCE's aims for capital investment are outlined in *Capital funding for learning and teaching, research and infrastructure 2006-2008*. HEFCE is currently consulting on its Capital Investment Framework in preparation for its spending review in 2007. HEFCE has recently approved funding for a multi million pound New Lifelong Learning Network involving Winchester, Southampton Solent, Southampton, Portsmouth and Chichester universities.

2.13 Power

Responsible authorities/bodies and duties and responsibilities

Electricity

2.13.1 National Grid owns and maintains the high-voltage electricity transmission system in England, together with operating the system across Great Britain. Scottish and Southern Energy (SSE) is the local Distribution Network Operator (DNO) covering the whole of Hampshire. SSE are the owners and operators of the network

of towers and cables that bring electricity from the high-voltage transmission network to homes and businesses. Southern Electric (part of the Scottish and Southern Energy Group) is the company which then supplies and sells electricity to domestic, commercial and smaller industrial premises.

Gas

2.13.2 National Grid is responsible for transporting gas through the National Transmission System (NTS) - the high pressured part of National Grid's transmission system - on behalf of the shippers (gas suppliers). Twelve Local Distribution Zones (LDZs) contain pipes operating at lower pressure which eventually supply the consumer. The LDZs are managed within eight gas distribution networks. The distribution network in South Hampshire is owned and managed by Scotia Gas Networks – operating as Southern Gas Networks.

Regulatory Framework

2.13.3 Energy is regulated by the public sector through the Office of Gas and Electricity Markets (Ofgem). Through pricing policy it seeks to stimulate appropriate levels of investment whilst protecting consumer interests.

Implications on infrastructure of planned population growth

2.13.4 The South East Plan proposes to require developers in South Hampshire to provide at least 10% of energy demand from renewable sources in housing schemes over 10 dwellings and commercial schemes of over 1,000 square metres. And in addition deliver a minimum of 100 MW of renewable energy in the sub-region by 2020.

Electricity

2.13.5 Additional households will increase demand for both gas and electricity supplies. The proposed housing growth in South Hampshire will have a significant impact on the electricity network. Since April 2005, costs of reinforcements/enhancements to the network are born proportionally i.e. partly funded by the developer. Generally the more concentrated the development, as with the Strategic Development Areas (SDA), the greater the cost to the developer.

2.13.6 Scottish and Southern Energy advise that the local network north of Fareham is not adequate for the level of development proposed i.e. up to 10,000 dwellings and consequently, will require reinforcement. A 132,000 volt overhead line in the area could with some modification be used to supply a new 132,000/11,000 volt substation within the development. The order of costs for this work would be around £2m. This would be additional to the normal on site costs for distribution and services.

2.13.7 A Strategic Development Area in the vicinity of Hedge End, Eastleigh, would require a new 33,000/11,000 volt substation fed via two new 33,000 volt underground circuits. The cost of this work, which would be additional to the normal on site distribution and service costs, would be in the order of £4m. Under the current approved charging arrangements, it should be assumed that developers would be responsible for all costs.

2.13.8 In the southern part of Portsmouth City the electricity network is approaching capacity. To accommodate an increase in demand, SSE would have to lay a new cable circuit through the city to the south. A decision on this may have to be taken within the next five years.

Gas

2.13.9 No information is currently available on the impacts of housing growth on gas infrastructure in South Hampshire.

Funding

2.13.10 Investment in both the gas and electricity industry comes from the private sector. However, Ofgem sets 'use of system' revenues for the electricity industry. Revenues are set based on investment plans submitted by the electricity companies and comparisons of demand, growth and investment over time and between regions. The current Scottish and Southern Energy 5 year plan with Ofgem for energy generation and distribution runs from April 2005 to 2010 (plan based on an investment nationally of £5.7 billion an increase of around 48% on investment in the previous 5 years). For gas, Ofgem specifies the maximum revenue that a Gas Distribution Network can recover from its customers and seeks to establish a regulatory framework that provides incentives for GDNs to invest in gas infrastructure.

2.14 Flood and Coastal Defences***Responsible authorities/bodies and duties and responsibilities***

2.14.1 The Department for Environment Food and Rural Affairs (Defra) has overall policy responsibility for flood defence and coastal erosion in England. Defra funds most of the Environment Agency's flood risk management activities and provides grant aid on a project by project basis to the other flood and coastal defence operating authorities to support their investment in capital improvement projects to manage flood and coastal erosion risk. The flood defence works programme to manage risk is now co-ordinated by the Environment Agency for all operating authorities.

2.14.2 There is currently a series of Defra consultations as part of the "Making Space for Water" project. The changes arising from the consultation have yet to be finalised, however, it is likely that the Environment Agency will be given a more strategic role covering flooding from all sources and coastal erosion.

2.14.3 The Environment Agency (EA) is the principal flood risk management operating authority. It is empowered to manage flood risk arising from designated "main" rivers and the sea. It also has a role to exercise a general supervision over all matters relating to Flood Defence and to provide a flood mapping and warning service.

2.14.4 Local authorities have powers to undertake flood defence works on certain watercourses and the maritime unitary and district council's have powers to protect land against coastal erosion.

Implications on infrastructure of planned population growth

2.14.5 Much of the Hampshire coast (intertidal areas) is designated as being of nature conservation value i.e. SAC/SSSI/Ramsar. These designations have a regulatory framework tied to environmental legislation, with associated responsibilities and obligations e.g. in relation to coastal squeeze and compensatory habitat. The implications of which will need to be assessed when proposals for sea defences are brought forward.

2.14.6 A study undertaken by the PUSH authorities and the Environment Agency (*South East Plan: Flood Risk and PUSH Housing Figures – Joint Report May 2006*) shows an increase of 10,624 properties between 2006 and 2026 at risk from tidal flooding, and a requirement for £250million or more, to defend these new properties

together with existing properties (based on current SMPs and CDSs). The breakdown of costs (£millions) by local authority is as follows:

Havant Borough Council	59.0
Portsmouth City Council	166.0
Gosport Borough Council	1.0
Fareham Borough Council	13.0
Southampton City Council	6.5
Eastleigh Borough Council	4.5
New Forest District Council	Not known
Total cost	250+

2.14.7 The Environment Agency has expressed concern about future house building in flood risk areas, in particular within Portsmouth . However, the PUSH study concludes that: *'delivery of the extensive growth in the PUSH area envisaged by the South East Plan is unrealistic without further development in the floodplain. Massive investment in coastal defence infrastructure will be needed not only in order to make this scale of development possible, but also to protect existing properties. If the required defences cannot be provided, alternative locations will need to be found not only to accommodate the new development, but also to replace the existing properties within these areas'*.

2.14.8 The Environment Agency is working with the PUSH authorities to carry out a Strategic Flood Risk Assessment (SFRA) to inform the location of new development taking account of flood risk.

Funding

2.14.9 From April 2006, Defra has grant aided local authority capital improvement projects at a rate of 100% of approved eligible costs. For local authority flood risk projects, the actual grant aiding process is operated by the Environment Agency.

2.14.10 Funding for flood defences is limited nationally, with the costs of potential works exceeding available funds from central Government. Given the uncertainty over future levels of public expenditure, it is possible that there will be a shortfall in funding for flood defence works in South Hampshire. However, it is not possible to quantify this at present.

2.15 Community Facilities

2.15.1 Community facilities other than libraries (refer to section 2.9) was not considered as part of the latest round of discussions with service/infrastructure providers. However, SEERA as part of the development of the South East Plan Implementation Plan has, using a consistent approach based on common planning assumptions and formula across the region, provided broad-brush estimates of local infrastructure costs including community facilities i.e. community centres, sports halls and swimming pools. On this basis, over the plan period, the costs of provision of community facilities for the South Hampshire sub-region would be as follows:

Community Centres	£67,059,133
Sports Halls	£14,726,741
Swimming Pools	£7,778,858

2.16 Cultural Facilities

2.16.1 Cultural facilities are not considered in the SE Plan Implementation Plan and have therefore, not be considered in this report. However, the importance of such facilities in developing sustainable communities is acknowledged and provision of appropriate facilities will need to be taken into account through the emerging Local Development Frameworks.

3. Conclusions

3.1.1 Whilst the contacts with the service providers provided helpful additional information on infrastructure requirements, the picture is by no means complete. Precise infrastructure needs will only become apparent once the precise scale and location of development is known through the preparation of Local Development Frameworks (LDFs).

3.1.2 Ensuring the necessary infrastructure is provided to both sustain and support the proposed levels of housing growth is a fundamental issue, particularly given the perception that past housing growth has not been accompanied by the required infrastructure. Therefore the PUSH Strategy for South Hampshire is predicated on adequate funding from central Government being available to support the infrastructure necessary for the proposed level of house-building. Hence PUSH is adamant that the pace of growth and development must be determined by, and is conditional on, the rate of infrastructure investment i.e. 'conditional managed growth'.

3.1.3 There are significant infrastructure requirements in South Hampshire to enable sustainable growth to be delivered. Funding for this will come from a number of sources e.g. Central Government, regional agencies such as SEEDA, English Partnerships and HEFCE, developer contributions (secured through Section 106 Agreements), Local Authorities and the utility companies etc. Whilst it is understood that that funding commitments cannot be made for the whole plan period (and indeed, as mentioned above, it is too early to have identified many specific requirements), it is apparent that existing funding sources will be insufficient to meet these needs and there are doubts over whether proposed new sources of funding e.g. Planning Gain Supplement will be able to bridge this gap. Furthermore there are uncertainties and barriers inherent in many existing funding streams which will need to be addressed to ensure that there is coherence in Government policies on growth and funding for infrastructure and public services.

3.1.4 In regard to local authority funding, a number of service departments reported that existing budgets were already under pressure as the level of Government Grant reduces and the level of increase permitted by Government from Council Tax is effectively capped. For example Southampton City Council has indicated that they have already experienced a £1.4m cut in grant from central Government, with implications for the delivery of their services. Local authorities are also being required to make (Gershon) efficiency savings.

3.1.5 Whilst other public sector services such as health has enjoyed significant injections of public investment over the past 10 years, it is uncertain whether public funding can continue to be maintained at current levels. Overall within the public sector this creates an uncertain financial climate that makes it difficult to predict whether there will be adequate future levels of funding and consequently any potential shortfalls.

3.1.6 Whilst the purpose of this report is to assess capital infrastructure needs for some local authority services revenue costs exceed capital expenditure e.g. Children's and Adult Services. Therefore even if funding is available for capital projects e.g. new library facilities it does not necessarily follow that there will be adequate future revenue funding to maintain and resource it. Furthermore Local Authority council tax revenues are based on a Government funding formula using population figures derived from the last national census. For the Local Authorities this

means their funding from Government is based on out of date population figures. For South Hampshire where significant growth is proposed it will be important that in future funding is calculated to allow the appropriate level of service to be provided to match population growth.

3.1.7 For private sector providers such as the water and power companies where prices charged to the consumer and investment plans are regulated by public regulators i.e. Ofwat and Ofgem respectively the tensions will remain between the regulators function of protecting the interests of the consumer whilst ensuring that sufficient investment is approved for future infrastructure works.

3.1.8 A further issue for the service providers is that whilst the SE Plan has a time horizon looking to 2026 their strategies and plans often have much shorter time periods e.g. only 5 to 10 years, making more long term planning and investment decisions difficult.

3.1.9 Having regard to the uncertain financial climate and that SEERA has identified key infrastructure needs across the South East amounting to some £38 billion it remains the case that the cost of future infrastructure can not be met from existing funding streams and will require significant additional Government funding.

Appendix 1: South Hampshire Investment Summary Table

The ensuing pages tabulate the information set out earlier in this report into a format specified by SEERA. They were submitted to SEERA for inclusion in the South East Plan Implementation Plan.

SUMMARY TABLE: SOUTH HAMPSHIRE INFRASTRUCTURE										
Sub-Regional Theme	Outcome	Delivery Agency	Cost (£m)	Funding Sources	Status	Phasing	2006-11	2011-16	2016-21	2021-26
HOUSING										
Affordable Housing	PUSH has identified a five year programme to clear 5,000 dwelling backlog in affordable housing in South Hampshire	RHB/HC/LA/ Developer/HA	£170m-£325m	public/private	Proposed for investigation	2006 -2011				
	New need assessed to be a further 23,000 affordable homes. SEERA calculate public subsidy required to be £1,436,048,662	RHB/HC/LA/ Developer/HA	£1.4bn	public/private	Proposed for investigation	2006-2026				
HOUSING		TOTAL COST	£1.7bn	Public Cost						
EDUCATION										
Nursery		Hampshire County Council/Private / Voluntary Sector	unknown at present	Public/Private	Proposed for investigation	2006-2026				
Primary education	Each SDA will generate a need for at least three Primary Schools. Urban extensions may require some extensions to existing schools	Hampshire County Council	£79m - £81m	Public	Proposed for investigation	2011 onwards				
Secondary education	Each SDA will generate a need for one secondary School . Urban extensions may require some extensions to existing schools.	Hampshire County Council	£81m - £84m	Public	Proposed for investigation	2011 onwards				
Further /Higher Education	Need for a locally based satellite facility at North of Fareham SDA. Feasibility study to look at existing provision and needs in regard to Hedge End SDA.	Further and Higher Education Establishments	unknown at present	Public/Private	Proposed for investigation	2016-2026				
EDUCATION		TOTAL COST	?							
HEALTH	Primary care facilities (GP surgeries, Dentists, locations for mobile diagnostics etc.) required in both SDAs and significant urban extensions.	SHA/PCT	£14.8m	public/private	Proposed for investigation	2011-2026				

	SEERA calculate cost of health centres & GP surgeries to be £14,881,877									
	HEALTH	TOTAL COST	£14.8m							
GREEN INFRA-STRUCTURE	PUSH is working to develop a green infrastructure strategy for the sub-region.	LA's/GOVT/EA/EN /CA/FE etc.	Costs unknown at present.	Public/Private	Proposed for investigation	2006-2026				
Open spaces, parks and play space (in urban areas)	SEERA, calculate total cost over plan period to be £68,598,274.	LA's/GOVT/EA/EN /CA/FE etc.	£68.6m	Public/Private	Proposed for investigation	2006-2026				
	GREEN INFRASTRUCTURE	TOTAL COST	?							
PUBLIC SERVICES										
Waste disposal	New Waste facilities required.	County Council/Unitary Authorities	Costs unknown at present	Public/Private	Proposed for investigation					
Libraries	Improvements to existing buildings & service delivery required e.g. new or extended libraries/services. Using SEMLAC formula SEERA calculate cost of library provision to be £7,694,222 & archive service £1,538,844	County/Unitary Authorities	£9.2m	Public	Proposed for investigation					
Emergency Services	The two SDAs will each need an emergency facility. Possible joint development for all the services to serve the new communities.	Hampshire Constabulary/Hampshire Fire and Rescue Service	Costs unknown at present	Public	Proposed for investigation	2016 onwards				
	Hampshire Constabulary - New Police Stations and assoc. accommodation facilities. Number/location unknown at present.	Hampshire Constabulary /Developers	Costs unknown at present	Public/Private	Proposed for investigation					
	Hants Ambulance NHS Trust - capital cost ests for new/ replacement ambulances over the plan period. *NOTE: costs relate to whole of Hampshire.	NHS Ambulance Trust	£5.8m*	Public	Proposed for investigation	2006-2026				
	Hants Ambulance NHS Trust - revenue cost est £15m. NOTE costs relate to whole of Hampshire.	NHS Ambulance Trust	Revenue Cost	Public						

	Hampshire Constabulary - Revenue costs to cover costs of additional police officers required. (249.8 officers at total cost of £13,028,101.67). NOTE: costs relate to whole of Hampshire.	Hampshire Constabulary	Revenue cost	Public						
Children's Services		County and Unitary Authorities	Unknown at present	Public						
Adult Services		County and Unitary Authorities	Unknown at present	Public						
		PUBLIC SERVICES	TOTAL COST	?	Public Cost					

UTILITY SERVICES										
Water supply	Havant Thicket Reservoir	Utility Company	£30	Private	Provisionally approved	2006-26				
	Investment required in new or enlarged water mains (both within existing urban areas and greenfield locations).	Utility Company	Unknown at present	Private	Proposed for investigation					
Waste water	Investment required in extensions to existing treatment works or the construction of new .	Utility Company	Unknown at present	Private	Proposed for investigation					
Gas supply		Utility Company	Unknown at present		Proposed for investigation					
Electricity supply	Fareham SDA will require local network reinforcement involving modifications to existing 132,000 volt overhead line to supply a new 132,000/11,000 volt substation within the development. Cost of works approx £2m Hedge End SDA would require a new 33,000/11,000 volt substation fed via 2 new 33,000 volt underground circuits. Costs in the order of £4m.	Utility Company	£6m (additional to normal on-site costs)	Private	Proposed for investigation	2011 onwards				
	Electricity network approaching capacity in southern part of Portsmouth City. Two options: increase capacity at Wymering or new cable through the city (£10/12m). Decision on options need to be taken in next 5 years.	Utility Company	Unknown at present	Private	Proposed for investigation					
UTILITY SERVICES		TOTAL COST	?							
FLOOD DEFENCE										
Flood defences	Necessary to deliver the growth proposed within the urban areas particularly within the two cities (Portsmouth and Southampton). Havant Borough Council 59.0m Portsmouth City Council 166.0m	Operating Authorities	£250m	Public	Proposed for investigation	2006-2026				

	Gosport Borough Council 1.0m Fareham Borough Council 13.0m Southampton City Council 6.5m Eastleigh Borough Council 4.5m New Forest District Council unknown									
	FLOOD DEFENCE	TOTAL COST	250.00							
COMMUNITY FACILITIES										
	SEERA has calculated the total cost over the plan period for community facilities to be: Community Centres £67,059,133 Sports Halls £14,726,741 Swimming Pools £7,778,858		£89.5m		Proposed for investigation	2006-2026				
TOTAL INVESTMENT			£89.5m							

