

**Hampshire
Community Infrastructure Study
2009**



Hampshire
County Council

Foreword

The purpose of this study is to assess the infrastructure required within Hampshire, Portsmouth and Southampton to support the planned housing growth to 2026. It gathers the best available evidence at a sub-regional scale. It should not be used in calculating the infrastructure requirements of individual development proposals, nor is the information generally suitable for disaggregation to individual local authority areas.

In 2006/07 the Partnership for Urban South Hampshire and Hampshire County Council submitted evidence to the South East Plan Examination in Public Panel Background documents on Critical Other Infrastructure requirements for South and North Hampshire respectively. This identified the new non-transport infrastructure required to support development identified in the South East Plan (the Regional Spatial Strategy for the South East).

This report updates and expands on that information following further contact with infrastructure and service providers and in the light of revised population and dwelling projections based on the emerging South East Plan. The information contained, and estimates of costs, have come from the service providers themselves or from previously published studies. The contents have been checked with service providers but this does not extend to a detailed examination of the information provided – this report is a compendium of the best information available at the present time rather than a critical evaluation of individual service and infrastructure requirements. A full list of contacts and contributors to this study is contained in Appendix 4.

This report covers the whole of Hampshire and includes the two cities of Portsmouth and Southampton. The findings are aggregated on a sub-regional basis to match the South East Plan. Therefore reference is made to the South Hampshire sub-region, North Hampshire (that part which falls within the Thames Corridor Blackwater valley sub-region) and Central Hampshire (the rest of the County outside the two defined sub-regions).

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Executive Summary

- (i) The level of housing growth proposed for Hampshire will have implications for service delivery and infrastructure needs to support the new development.
- (ii) This study looks at the total non-transport infrastructure required to accompany the housing growth outlined in the South East Plan. It has been the result of consultations with service providers and builds upon previous studies prepared as background to the emerging South East Plan.
- (iii) The report takes its definition of community infrastructure from the Proposed Changes to the South East Plan. It examines the implications of housing growth for each service, identifies funding sources and estimates the total cost of provision over the period of the South East Plan, i.e. to 2026. Where specific needs cannot yet be identified the report has made use of estimated costs contained in previous reports. There are also services for which no estimates can be determined at this time for a variety of reasons detailed in the report.
- (iv) The report contains information on the total cost of infrastructure. This includes the cost of land where estimates are available and the known capital funding programmes of private companies – it is not an assessment of the level of public funding needed to deliver Hampshire’s infrastructure.
- (v) The purpose of this report is to produce an up-to-date assessment of the infrastructure requirements and costs over the next twenty years. It draws on the most recent information available and highlights where it has not been possible to identify requirements at this time. This will inform future LDF preparation and ongoing work into the provision of infrastructure.
- (vi) The report contains a narrative section outlining, for each identified service area, the responsible authorities or bodies, the implications of planned population growth for services and infrastructure, and likely funding requirements and sources. No allowance for inflation has been included in the estimates of cost. This approach seemed appropriate given the broad, general nature of the cost estimates included in this report.
- (vii) A short guide to the findings of the report can be found in Table 1 at the end of this summary. It provides headline results for the whole of Hampshire (including the cities of Portsmouth and Southampton). In addition, it differentiates between those services where the main

operator or infrastructure provider is the local authority and other services, and shows where information has become available to update the previous assessments of infrastructure needs. A break down of the information on a sub-regional basis is included in Appendix 1.

- (viii) PPS12 recognises the difficulties in coordinating infrastructure provision through the variety of bodies involved and their differing timescales. Nevertheless, good information on needs and requirements has been provided for many sectors. It is considered that this report brings together the latest data that is available at the strategic level.
- (ix) One thing that is clear from the research is that the scale of the infrastructure deficit is very considerable. Uncertainty remains in many respects over the scale, extent and nature of future government funding. This has been further complicated by the current economic situation, which has led to further doubt over the Government's ability to adequately fund infrastructure requirements. Similarly, current experience is showing that the private sector's ability to fund and deliver lengthy lists of infrastructure projects is much reduced and is likely to remain so in the short term.
- (x) Nonetheless, in view of the sheer scale of the infrastructure requirement, the essential message to policy and decision makers and developers in the short term remains that new development must, at the very least, 'consume its own smoke' in terms of infrastructure delivery if the existing situation is not to be exacerbated. In the medium to longer term, Policies CC7 and CC8 of the South East Plan, supplemented by LDF policies as they become adopted, will provide the necessary policy basis for the consideration of whether, when and in what form new development should be allowed to proceed in relation to the provision of the infrastructure necessary to serve it. The next step following this report will be to explore how provision can be adequately funded and what mechanisms can be developed to coordinate infrastructure delivery.

Table 1(a) Services for which cost estimates have been updated for this study

Infrastructure		Lead Operator / delivery agencies	Estimated Cost	Funding Sources
Local Authority Services				
Education	Primary Schools	Hampshire County Council (HCC), Portsmouth City Council (PCC) and Southampton City Council (SCC).	£374m	Developer contributions
	Secondary Schools	HCC, PCC & SCC	£277-£315m	Developer contributions
Public Services	Libraries	HCC, PCC & SCC	£33m	Developer Contributions
Other Services				
Affordable Housing*		Registered Social Landlords (RSLs)	Land valued at £1.74bn*	Developer subsidy
			RSL finance £2.49bn*	RSLs / Private markets
			Additional finance £636m*	Developer subsidy / Public grant
Education	Nursery	HCC, PCC, SCC & Private	£14m	Private investment
			£10m	Public investment
Social Infrastructure	Social and community facilities	Local Authorities (LAs), community groups	£11m	LAs, National lottery, Developer contributions, Local fundraising.
Utility Services	Water supply, waste water treatment	Water Companies	£168m-£208m (estimate for South Hants only)	Private investment

Table 1(b) Services for which cost estimates are unchanged or have been have been prepared on a Hampshire-wide basis using the same methodology as the 2006/2007 studies

Infrastructure		Lead Operator / delivery agencies	Est. Cost	Funding Sources
Local Authority Services				
Health	Health Centres and GP Surgeries (part)	Primary Care Trusts, GPs	£23m	Private funding and Developer contributions
Social Infrastructure	Sports Centres	Local Authorities, local trusts	£35m	Developer contributions, SE Sports Board
	Open spaces, parks and play space	Local Authorities	£77m	Developer contributions
Other Services				
Flood Defences (coastal defences associated with sea level rise in South Hampshire only)		Local Authorities, Environment Agency	£250m+	Public investment, developer contributions

Table 1(c) Services for which no estimates have been determined at this time:

Infrastructure		Lead Operator / delivery agencies	Reason for no estimates
Local Authority Services			
Social Infrastructure	Supported Accommodation	Local Authorities, NHS PCTs.	Demands considered likely to be qualitative rather than quantitative.
Public services	Waste management and disposal	HCC, PCC & SCC	Detailed information expected as part of emerging Waste Plans.
	Cemeteries	Local Authorities	Requirements dealt with on the basis of local need.
Other Services			
Education	Further and Higher Schools	Private bodies	Insufficient detailed information. No overall formula available to derive estimates.
Health	Acute care and general hospitals, Mental hospitals	NHS South Central	Insufficient detailed information. No overall formula available to derive estimates.
	Health Centres and GP Surgeries	NHS Primary Care Trusts	Insufficient detailed information. Estimate for health centres and GP Surgeries contained above not considered comprehensive. No overall formula available to derive estimates.
	Ambulance Services	NHS Ambulance trusts	Insufficient detailed information. No overall formula available to derive estimates.
Green Infrastructure		Wide range of public and private bodies	Insufficient detailed information. No overall formula available to derive estimates.
Public Services	Emergency Services	Hampshire Police Authority, Hampshire Fire & Rescue	Insufficient detailed information. No overall formula available to derive estimates.
	Water supply, waste water treatment	Water companies	Insufficient detailed information. Further studies planned for North and Central Hampshire.
	Places of Worship	Religious organisations	No requirements identified.

	Prisons, drug treatment centres	Prison Service, LAs and NHS PCTs	No requirements identified.
Utility Services	Gas supply	Southern Gas networks	Insufficient detailed information.
	Electricity supply	National Grid, Scottish and Southern Energy	Insufficient detailed information.
	Heat supply	LAs, private companies	Insufficient detailed information.
	Water supply, waste water treatment	Water companies	Insufficient detailed information for an estimate in Central and North Hampshire. Further studies planned.

Table 1 Notes

All costs are taken from the source material. Due to the very broad estimates included in this report, no attempt has been made to anticipate future increases in cost or include a general indexing allowance.

Funding Sources:

Many service providers identified “developer contributions” as a source of funding, including services for which contributions have not typically been collected. The term is used here in its widest sense and can take the form of cash contributions, free serviced land as part of a larger development or other contribution in kind or private sector investment.

Public funding can include direct investment by central or local government or other public body, National Lottery funding, investment or grant by another public body or a combination.

Further details are given in each service area narrative.

Total capital funding:

Many items are shown as “Insufficient detailed information”. This can reflect where plans are not yet sufficiently finalised for an estimate of costs to be made, or there is no recognised overall service plan, or where it has not been possible to identify costs at this time. Some of these service areas include costs thought likely to be significant. Further details are given in each service area narrative.

Affordable Housing

The majority of affordable housing costs are borne by landowners, housing developers and affordable housing providers. The value of land entered in this summary table refers to the cost incurred by developers of larger housing schemes in providing serviced land for affordable housing. This is assumed to be provided free of charge to affordable housing providers under a section 106 planning agreement.

The estimate for RSL finance refers to the amount of borrowing raised on the open market by affordable housing providers to invest in the provision of new affordable housing.

The estimate for additional finance refers to funding required to deliver a proportion of social rented housing in line with targets in the South East Plan. The finances of each scheme varies, and subsequently the mixture of public and private investment required to deliver it.

1. Introduction

- 1.1 The creation of sustainable communities alongside the timely provision of infrastructure to meet future development needs remains of prime importance to both local authorities and the public, particularly since there is a widely held belief that historically infrastructure provision has not kept pace with development. Consequently, ensuring the necessary investment in infrastructure has been, and remains, a key issue for local authorities.
- 1.2 This study was developed in tandem with the emerging South East Plan. The final South East Plan sets the strategic housing provision for Hampshire authorities as follows:

South East Plan Policy H1: Regional Housing Provision 2006 – 2026 (extract)

Sub-region / Rest of the sub-regional area	Net Dwelling Completions - Average Annual Provision	Net Dwelling Completions – Total Provision
South Hampshire	4,000	80,000
Western Corridor & Blackwater Valley (part)	1,440	28,800
Rest of Hampshire	1,220	24,400
Total Hampshire	6,685	133,200
District/Strategic Development Area	Annual Average	Total
Basingstoke & Deane	945	18,900
East Hampshire	260	5,200
East Hampshire (Whitehill/Bordon)	275	5,500
Eastleigh	354	7,080
Fareham	186	3,720
Fareham SDA	500	10,000
Gosport	125	2,500
Hart	220	4,400
Havant	315	6,300
New Forest District	196	3,920
New Forest National Park	11	220
North East /North of Hedge End SDA	300	6,000
Portsmouth	735	14,700
Rushmoor	310	6,200
Southampton	815	16,300
Test Valley	501	10,020
Winchester	612	12,240
Notes: The figure for East Hampshire does not include any specific allocation for Whitehill/Bordon. A separate allocation of 5,500 has been made for Whitehill/Bordon as the basis for further study including the implications for the SPA. The figure for Fareham does not include any allocation for the Fareham SDA. The figure for New Forest does not include any allocations for the parts of the district that fall within the boundaries of the National Park. The allocation for North East/North of Hedge End SDA is to be divided between Eastleigh and Winchester on the basis of further study. Totals for Hampshire in this table include Portsmouth and Southampton.		

- 1.3 The report takes its definition of infrastructure from the Proposed Changes to the South East Plan. It examines the implications of housing growth for each service, identifies funding sources and estimates the total cost of provision over the period of the South East Plan, i.e. to 2026. The Proposed Changes for the South East Plan defined non-transport infrastructure as follows:

Table 1. South East Plan: Definition of Infrastructure

Housing	Affordable housing
Education	Further and higher education Secondary and primary education Nursery schools
Health	Acute care and general hospitals, Mental hospitals Health centres/primary care trusts Ambulance services
Social Infrastructure	Supported accommodation Social and community facilities Sports centres Open spaces, parks and play space
Green Infrastructure	
Public Services	Waste disposal Libraries Cemeteries Emergency services Water supply, Waste water treatment Places of Worship Prisons, drug treatment centres
Utility Services	Gas supply Electricity supply Heat Supply
Flood Defences	

Note: The table reflects the Government's Proposed Changes to SE Plan published July 2008.

- 1.4 The definition of infrastructure was amended slightly in the final South East Plan. The main change of significance was the inclusion of telecommunications infrastructure. The requirements of this sector will be considered in future updates of this report.

- 1.5 The Government's approach to infrastructure provision in the region is set out in policy CC7 of the South East Plan.

POLICY CC7: INFRASTRUCTURE AND IMPLEMENTATION

The scale and pace of development will depend on sufficient capacity being available in existing infrastructure to meet the needs of new development. Where this cannot be demonstrated the scale and pace of development will be dependent on additional capacity being released through demand management measures or better management of existing infrastructure, or through the provision of new infrastructure. Where new development creates a need for additional infrastructure a programme of delivery should be agreed before development begins.

Funding will be provided by a combination of local government and private sector partners, and substantial contributions from central government.

To help achieve this:

- i. infrastructure agencies and providers will aim to align their investment programmes to help deliver the proposals in this Plan
- ii. local development documents (LDDs) will identify the necessary additional infrastructure and services required to serve the area and the development they propose together with the means, broad cost and timing of their provision related to the timing of development
- iii. contributions from development will also be required to help deliver necessary infrastructure. To provide clarity for landowners and prospective developers, local authorities should include policies and prepare clear guidance in their LDDs, in conjunction with other key agencies, on the role and scope of development contributions towards infrastructure.

The phasing of development will be closely related to the provision of infrastructure. In order to create confidence and assurance in the timely delivery of infrastructure in relation to new housing a more proactive approach to funding will be adopted. This will involve a joint approach by regional bodies, local authorities, infrastructure providers and developers. Consideration will be given to the pooling of contributions towards the cost of facilities, development tariffs and local delivery vehicles. Mechanisms to enable forward funding of strategic infrastructure will be agreed between regional bodies and Government. One of these, a Regional Infrastructure Fund is currently being developed for the South East Region.

In order to further secure effective delivery of the Plan, and particularly the timely delivery of the necessary supporting infrastructure, an Implementation Plan will be prepared, monitored and reviewed by the regional planning body, which will set out the requirements and obligations for public and private sector bodies at the national, regional and local levels. The Implementation Plan will include a regional and sub-regional investment framework identifying the strategic infrastructure schemes needed to deliver the Plan.

1.6 Policy CC8 sets out further details with regards to Green Infrastructure:

POLICY CC8: GREEN INFRASTRUCTURE

Local authorities and partners will work together to plan, provide and manage connected and substantial networks of accessible multi-functional green space. Networks should be planned to include both existing and new green infrastructure. They need to be planned and managed to deliver the widest range of linked environmental and social benefits including conserving and enhancing biodiversity as well as landscape, recreation, water management, social and cultural benefits to underpin individual and community health and 'well being'. They will be created and managed as a framework of green spaces and other natural features that will boost the sustainable development of settlements and increase the environmental capacity of the locality and region as a whole, helping communities to be more resilient to the effects of climate change.

The provisions of this policy apply region-wide. However, the successful designation and management of green infrastructure will be particularly important in areas designated as regional hubs, where growth may impact on sites of international nature conservation importance or where there is a need to enhance the existing environmental capacity of an area.

1.7 Green Infrastructure assets are defined in the South East Plan as follows:

GREEN INFRASTRUCTURE ASSETS

The following areas can form part of networks of Green Infrastructure:

- parks and gardens - including urban parks, country parks and formal gardens
- natural and semi-natural urban greenspaces - including woodlands, urban forestry, scrub, grasslands (e.g. downlands, commons and meadows) wetlands, open and running water, wastelands and derelict open land and rock areas (eg cliffs, quarries and pits)
- green corridors - including river and canal banks, cycleways, and rights of way
- outdoor sports facilities (with natural or artificial surfaces, either publicly or privately owned) including tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields, and other outdoor sports areas
- amenity greenspace (most commonly, but not exclusively, in housing areas) – including informal recreation spaces, greenspaces in and around housing, domestic gardens and village greens
- provision for children and teenagers - including play areas, skateboard parks, outdoor basketball hoops, and other more informal areas (e.g. 'hanging out' areas, teenage shelters)
- allotments, community gardens, and city (urban) farms
- cemeteries and churchyards
- accessible countryside in urban fringe areas
- river and canal corridors
- green roofs and walls

Previous Infrastructure Reports

1.8 To help inform the infrastructure issue for both the South East Plan process and Examination in Public, regional and sub-regional groups of local authorities as well as individual local authorities prepared evidence on infrastructure requirements. The most important are listed below.

- 1.9 The South East Counties Leaders commissioned Roger Tym & Partners to assess the costs and funding of the infrastructure requirements of the South East counties. The final report, *Cost and Funding of Growth in South East England*, was published in June 2005. The report identified the total public/private cost of the infrastructure (excluding transport) required to meet the needs of growth in the South East to 2026 as £24.2billion. However, having regard to funding sources such as Section 106 contributions and Government funding streams, Tyms estimated a total funding gap in the South East of £1.9 billion.
- 1.10 SQW were appointed by the South East of England Regional Assembly (SEERA) to conduct an audit of the South East's Sub-regional Investment framework (part of the SE Plan Implementation Plan). The *Technical Report on Infrastructure Requirements in the South East 2006-2026 (Final Report to the South East of England Regional Assembly)* was published in September 2006. The purpose of the audit was to achieve a level of consistency in the sub-regional infrastructure frameworks. It sets out the estimated infrastructure requirements for each of the infrastructure themes and provides an indication of the cost per additional person and the cost per additional dwelling. Based on those 'local' infrastructure items (affordable housing, primary/secondary schools, health centres & GPs, social & community infrastructure, sports centres, open spaces, parks and play space, libraries and archives and cemeteries), the estimated cost per dwelling was calculated at that time to be £28,672. The report did not make an allowance for inflation when estimating these costs.

Sub-regional and Local Infrastructure Planning

- 1.11 At a local level Planning Policy Statement 12: *Local Spatial Planning* states that the Local Development Framework Core Strategy "*should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution. This evidence should cover who will provide the infrastructure and when it will be provided. The core strategy should draw on and in parallel influence any strategies and investment plans of the local authority and other organisations.*" This evidence should be in the form of a charging schedule, which will be crucial in relation to the proposed Community Infrastructure Levy (CIL).
- 1.12 The Planning Bill includes enabling legislation for the introduction of CIL which local authorities will be empowered, but not required, to charge on most types of new development in their area. Draft regulations have been published for consultation. CIL charges will be based on simple formulae that relate the size of the charge to the size and character of the development paying it. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area. However, affordable housing provision will

continue to be provided through the existing system of negotiated planning obligations. Public sector bodies such as the Regional Development Agency could provide “forward funding” for infrastructure and be reimbursed from a CIL income stream by the benefiting local authorities. Section 3: Funding outlines the CIL in more detail, along with other potential funding sources.

Hampshire Sub-regional Infrastructure Reports

- 1.13 For the Western Corridor & Blackwater Valley (WCBV) Sub-regional Strategy area the *Infrastructure Needs and Delivery Plan Background Paper* (December 2005) was produced by the Western Corridor and Blackwater Valley Sub-regional Steering Group with the assistance of officers from the sub-region’s local authorities, principal agencies and service providers. This was the WCBV’s first attempt to identify vital infrastructure needs. However, it was not possible to provide a comprehensive picture of the areas infrastructure needs, so it focused on instead the essential pieces of strategic infrastructure without which proposed development could not proceed, or where it would result in the quality of life being significantly affected, if development were to take place in its absence.
- 1.14 Similarly, the Partnership for Urban South Hampshire and Hampshire County Council submitted background documents to the South East Plan Examination in Public for South and North Hampshire respectively on Critical Other Infrastructure requirements. The two reports were based on information provided by infrastructure and service providers. The North Hampshire report also drew upon the Infrastructure Needs and Delivery Plan produced by the WCBV Steering Group.
- 1.15 Whilst the service and infrastructure providers were able to provide much useful information on infrastructure costs and needs, the picture again was by no means complete as many of the providers were unable to provide the level of detail sought.

Hampshire Critical Infrastructure Requirements – Need for Review

- 1.16 In the light of the South East Plan it is timely to review and update the infrastructure reports for South and North Hampshire submitted to the South East Plan EiP. It is also appropriate to consider the infrastructure needs for Central Hampshire i.e. that part that falls outside the two sub-regions. Accordingly, Hampshire County Council with the support of the two unitary city councils of Portsmouth and Southampton and the other Hampshire local authorities, has prepared this report. The report serves the following purposes:
 - Reflect the housing requirements set out in the South East Plan;
 - Provide a better evidence base for Hampshire Authorities with which to progress their LDFs;

- Provide additional clarity on potential funding sources for the identified infrastructure;
- Update our understanding of providers' requirements and inform any review of the South East Plan as well as further updates of the South East Plan Implementation Plan; and
- Progress work on providing a sound base for collecting developer contributions towards necessary infrastructure.

1.17 For the purposes of this report the definition of infrastructure is taken from the Proposed Changes to the South East Plan. This was broadly unchanged in the final version. Telecommunications infrastructure was included in the list of infrastructure in the final plan – this will be considered in any review of this document.

Methodology

1.18 Some 50 individuals representing 30 service and infrastructure authorities, agencies, companies and establishments were contacted and provided with the latest population and dwelling projections based on each stage of the emerging South East Plan. A full list of contacts and contributors to this study is contained in Appendix 4. One problem identified at the time of the 2006 studies was that service providers were unable to assess what infrastructure would be required without knowing where in each district new dwellings would be built. Therefore, providers were also supplied with a schedule setting out, for each Authority, the most recent information on likely locations for new development, as set out in each draft Local Development Framework. They were also provided with a questionnaire to complete seeking information on the following:

- current plans/strategies
- infrastructure requirements
- location of infrastructure
- timing of infrastructure
- costs of provision
- funding streams
- any funding shortfalls.

1.19 Each service area is addressed in turn in the following sections. Each section follows an identical format. Responsible authorities, agencies and companies are identified, and relevant responsibilities outlined. Any changes to service delivery since the last report, as a result of legislation or restructuring, are highlighted, as are the latest spending/periodic reviews e.g. Water Resource Management Plans. The implications of the planned population and housing growth are discussed and any changes since the last studies similarly highlighted. Costs (capital and revenue) are shown based on the information provided by the service providers (where known) or estimated based on formulae used and accepted previously i.e. SQW work on

infrastructure requirements for the South East Plan Implementation Plan. Funding gaps, where known, are also identified.

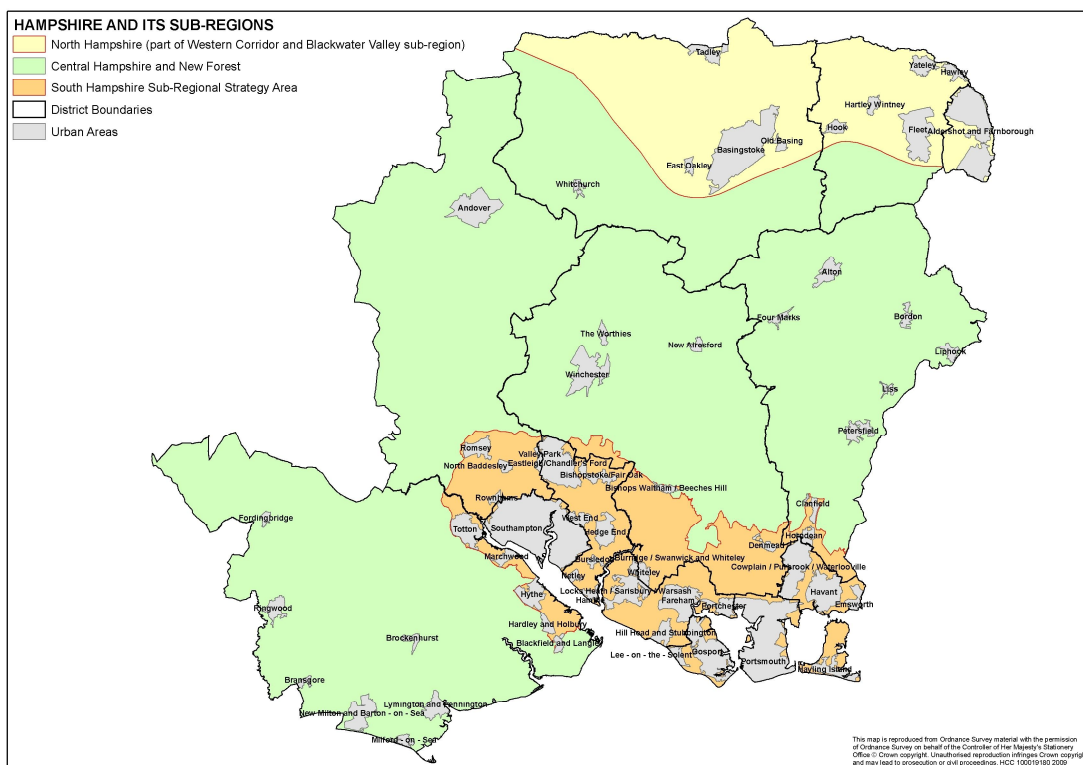
Sub-regions within Hampshire

1.20 There are a number of sub-regions identified in the South East Plan. Two fall within Hampshire:

- The South Hampshire sub-region comprises the whole of the cities of Portsmouth and Southampton, plus the whole of Havant, Gosport, Fareham, Eastleigh, and parts of East Hampshire, Winchester, Test Valley and New Forest districts.
- Part of Hampshire falls within the Thames Corridor/ Blackwater Valley sub-region. For the purposes of this report it will be termed North Hampshire, and comprises of the whole of Rushmoor, and the northern parts of Hart and Basingstoke and Deane districts.

1.21 The remainder of Hampshire does not fall within a sub-region identified in the South East Plan. This area includes parts of Basingstoke and Deane, East Hampshire, Hart, Winchester, Test Valley and the New Forest District councils, and the New Forest National Park. For the purposes of this report this area will be called “Central Hampshire”.

Map 1: Spatial Planning Sub-regions in Hampshire



1.22 Chapter 2 now reports the findings for each infrastructure service area.

2. Infrastructure/Service – Review of Responsibilities and Requirements

2.1 Affordable Housing

Responsible authorities/bodies – duties and responsibilities

- 2.1.1 The Regional Housing Board chaired by SEERA was responsible for: developing a regional housing strategy (RHS), monitoring progress against the RHS and agreeing regional priorities to inform advice to Government on funding.
- 2.1.2 At the local level 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. They are funded by and registered with the Homes and Communities Agency.
- 2.1.3 Requirements in local communities are determined through Strategic Housing Market Assessments (SHMAs) which replaced Housing Needs Surveys. SHMAs are the responsibility of local authorities, often prepared jointly with neighbours to reflect housing market areas. They provide the evidence for housing needs including the mixture of house sizes and tenures in each authority area. The aims of SHMA are to:
- understand the housing market
 - inform the Housing Strategy; and
 - inform the Local Development Framework (LDF).
- 2.1.4 In recent years it has been common for affordable housing to be delivered as part of a larger site developed for market housing, with a mixture of tenures delivered on site through the use of planning obligations under section 106 of the Town and Country Planning Act 1990. This method has relied on the high land values associated with market housing development to cross-subsidise the delivery of affordable housing. The impact of the current slowdown in housing construction has yet to be fully determined.

Implications on services/infrastructure of planned population growth

- 2.1.5 The South East Plan sets the overall regional target that 25% of all new housing should be social rented and 10% should be other forms of affordable housing. It also indicates within the South Hampshire sub-regional strategy that 30-40% of all new housing in South Hampshire should be affordable, with a note that research shows that need is approximately two thirds social rented and one third shared ownership. However, it should be noted that these figures are overall targets – the mixture of housing types and tenures in each district is assessed in

SHMAs and the approach to delivery determined in the LDF in each District.

- 2.1.6 A South Hampshire Housing Market Assessment was undertaken in 2005¹. Using the assessment and work carried out as part of preparing a Sub-Regional Housing Strategy (Autumn 2007) PUSH has estimated that 28,500 of the 80,000 new homes to be provided between 2006 and 2026 should be affordable housing. This includes a backlog of over 5,000 dwellings in the sub-region and the newly arising need over the next 20 years. Of these, 65% should be affordable rented housing and 35% intermediate housing.
- 2.1.7 Similarly a SHMA has been undertaken for Central Hampshire and the New Forest (including Basingstoke & Deane)². It indicates that the level of housing need exceeds what will be delivered by way of new affordable housing each year. In Central Hampshire as a whole the minimum estimate of housing need suggests that there is a need for around 1,500 affordable homes each year, on top of what is planned to be delivered, with a further 600 required in New Forest.
- 2.1.8 In North Hampshire both Hart District Council³ and Rushmoor Borough Council⁴ have undertaken their own Housing Market Assessments. Basingstoke and Deane is covered by the Central Hampshire SHMA referred to previously. Hart, Rushmoor and Surrey Heath have carried out a joint SHMA. Previous work has concluded that in relation to affordable housing *'looking at the scale of need, relative to the amount that is likely to be provided in association with new development, there is little prospect of all the needs identified being satisfied'*.
- 2.1.9 SHMAs have been prepared for each local authority but are subject to review and updating to ensure they remain relevant, and the policy based thereon is subject to Examination as part of the LDF process, with regards to other local evidence including the viability of sites and ability to secure private subsidy. Therefore these current assessments (and this paper) can only give at this stage some broad estimate of the total investment required which should not be taken as an alternative to the SHMA and LDF process.

Funding

- 2.1.10 Given the process outlined above the amount and tenure of affordable housing required over the period to 2026 is set to be determined through the SHMA and LDF process. In addition, the level of funding required for each scheme varies considerably, with housing for social rent usually requiring significantly more subsidy than other forms of

¹ *Sub-regional Housing Market Assessment for South Hampshire*, DTZ Pidea Consulting – March 2005

² *Central Hampshire and New Forest Strategic Housing Market Assessment Final Report* November 2007 DTZ

³ *Hart Housing Market Assessment* December 2005 DTZ Pidea Consulting.

⁴ *Housing Market Assessment of Rushmoor and the Blackwater Valley* October 2005

affordable housing. In the past, the delivery of affordable housing has utilised a mixture of social housing grant from the (now) Homes and Communities Agency, the provision of free serviced land and other subsidy provided by the developer on larger housing sites, and funds raised by Registered Social Landlords on the open market.

2.1.11 In the Government’s 2007 Comprehensive Spending Review (CSR07) £10.2bn has been allocated nationally towards affordable housing from the Regional Housing Fund 2008-2011. In the South East region this will amount to £1372 million over three years. The latest Regional Housing Strategy 2008-2011 published March 2008, identifies the delivery of new affordable housing, particularly social rented homes as being of over-riding importance, along with the need to ensure that the mix of tenures provided reflects the requirements of the draft South East Plan, (approximately 70% social rented and 30% intermediate housing).

2.1.12 However, based on the current funding mechanisms, some very broad estimates can be made at the sub-regional level of the total value required to deliver housing in accordance with the policy set out in the South East Plan. The methodology and cost estimates set out in the Roger Tym report allow some apportionment between the likely components needed to deliver the targets for affordable housing, and based on the targets in the South East Plan set out above, gives the following total estimated costs of affordable housing provision for each sub-region:

Affordable housing	RSL finance	Land value	Additional funding
South Hampshire	£1.43bn	£998m	£370m
North Hampshire	£576m	£403m	£144m
Central Hampshire	£488m	£342m	£122m
Total	£2.49bn	£1.74bn	£636m

2.1.13 “RSL finance” is an estimate of the amount of borrowing raised on the open market by Housing Associations and other RSLs to finance the provision of new housing (estimated by Roger Tym at an average of £50,000 per unit). The next two columns represent the finance delivered by a mixture of public subsidy and developer contributions secured through planning obligations. The Tym report estimates that the cost of providing serviced land for affordable housing averages £35,000 per unit. This is typically provided by private developers free of charge – the land value figure is therefore based on an apportionment of the open market value of housing land. The report also estimates that social rented housing will require an additional funding of £20,000 per unit – referred to as “additional funding” in the table above⁵. If there is no developer support and land costs are not

⁵ These costs were audited in the SQW report, which states that “the estimates were cross-checked with Housing Corporation proposals to ensure they are still of relevance. The Housing Corporation’s

covered then “Additional Funding” requires public subsidy. The finances of each scheme varies, and subsequently the mixture of public and private investment required to deliver it.

2.1.14 This section has attempted to place some broad estimates on the likely components of funding required to deliver the affordable housing targets set out in the South East Plan, whilst recognising that the actual level of affordable housing needs and mechanism for delivery must be determined in each authority. Overall, it is considered that these estimates are useful at the sub-regional level only in estimating the order of investment required.

proposals show a wide range of public intervention rates across socially rented housing and shared housing schemes, these figures sit within that range”(SQW, page 8).

2.2 Education

Further and Higher Education

Responsible authorities/bodies – duties and responsibilities

Further Education

- 2.2.1 Strategic planning for post-16 provision in Hampshire is the responsibility of the Learning and Skills Council (LSC) for Hampshire and the Isle of Wight. In Hampshire, Post-16 education is provided mainly in sixth form colleges and colleges of further education. Governing bodies of individual schools are responsible for seeking to establish new sixth forms.
- 2.2.2 Hampshire (including Southampton and Portsmouth) has a total of 36 Further Education Sixth-Form Colleges and School Sixth Forms located as follows: 20 in South Hampshire, 6 in North Hampshire and 10 in Central Hampshire.

Higher Education

- 2.2.3 Universities (Higher Education) are independent bodies responsible for their own investment decisions, and control over their own finances. There are four universities in Hampshire of which: three are located in South Hampshire (Southampton Solent University, University of Southampton and University of Portsmouth) and one in Central Hampshire; University of Winchester. Other institutions, such as the Winchester School of Art and Sparsholt College in Winchester offer undergraduate and postgraduate degrees awarded by Southampton University and University of Portsmouth respectively.

Implications on service/infrastructure of planned population growth

Further Education

- 2.2.4 The Learning and Skills Council (LSC) previously indicated that the two Strategic Development Areas (SDAs) will require the following:
- North Fareham SDA – need for a locally based satellite facility.
 - North/north East of Hedge End SDA (Eastleigh) – a feasibility study is to be undertaken to look at existing provision and needs having regard to the SDA.
- 2.2.5 Since the 2006 infrastructure studies the following needs have been identified:

South Hampshire

- There are aspirations to deliver a 6th form college at the existing Fareham college campus. There is also potential for marine/aviation related technical skills training facility related to redevelopment of the HMS Daedelus site.

North Hampshire

- New Learning Campus to serve Basingstoke area.

Higher Education

2.2.6 Due to the mobility of students and specialised nature of institutions, Higher Education requirements are not directly linked to housing growth. However, actual housing growth in Andover and Basingstoke factors in plans being developed by the University of Winchester to develop new and enlarged satellite facilities in those respective locations. In addition, the University is proposing to construct a new 400 bed student residence at its campus in Winchester, which is expected to be completed summer 2010. Finally, a new teaching facility is proposed to be completed in three phases from around 2011 (Estates Strategy 2007-2017).

2.2.7 The Southampton Solent University is undertaking feasibility work for a new teaching/administrative facility and sport-related development at its city centre campus.

Funding

Further Education

2.2.8 The Learning and Skills Council (LSC) is responsible for capital investment in the further education sector. It can also provide revenue funding for college places. The Local LSC capital statement June 2007 identifies an estimated total capital investment of £530m in Hampshire and Isle of Wight over the next 3-5 years. Through its capital programme the LSC is seeking to prioritise the following areas:

- Targeting priority areas. Four priority areas have been identified within Hampshire: Fareham and Gosport, Havant, Southampton, and Portsmouth.
- Implementing structural change in post-16 provision. Three areas are to be targeted including: Andover and Fareham and Gosport
- Modernising vocational facilities
- Improving opportunities & achievement at level 1 & 2 and broadening the choice of vocational training locally
- Improving the delivery of 14-19 provision
- Support to school sixth forms; and
- Improving provision that is available for learners with learning difficulties and/or disabilities.

2.2.9 Overall, the capital statement does not provide a basis for assessing the infrastructure requirements for new development. Proposals to accompany new development at the Fareham and Hedge End SDAs are still emerging.

Higher Education

2.2.10 The individual universities make their own investment decisions and raise finance through profits and loans. They develop strategic plans to guide the future direction of the university and identify priorities.

2.2.11 The Higher Education Council for England (HEFCE) distributes public money to universities and colleges that provide higher education. HEFCE funding supports four main areas of activity by universities and colleges:

- enhancing excellence in learning and teaching
- widening participation and fair access
- enhancing excellence in research; and
- enhancing the contribution of HE to the economy and society

2.2.12 The HEFCE has been allocated £7,476m for 2008-09 through the Department for Innovation, Universities and Skills.

2.2.13 Overall, the funding picture for further and higher education in Hampshire is incomplete. As discussed there are difficulties in linking requirements for higher education facilities with housing growth, and the funding process for further education

Secondary and Primary Education

Responsible authorities/bodies – duties and responsibilities

2.2.14 Hampshire County Council and the two unitary authorities, Portsmouth and Southampton City Councils, are the education authorities in Hampshire. The education authorities have a duty to plan the provision of school places and to secure an appropriate balance locally between supply and demand. In addition there are a range of independent private education establishments such as Winchester College and Churcher's College.

Implications on services/infrastructure of planned population growth

2.2.15 The education authorities need to respond to changes in demand over time by increasing or removing capacity. This can be achieved through:

- building new schools
- extending existing schools
- reducing places at existing schools; or
- amalgamating or closing schools.

2.2.16 Having regard to its latest School Places Plan and the latest population estimates provided following the Government's Proposed Changes to the SE Plan Hampshire County Council's Children's Service has identified the following need for new facilities:

Location	Primary	Cost	Secondary	Cost
South Hampshire				
Fareham SDA	4 new	£50m	1 new	£46m
Hedge End SDA	4 new	£38m	1 new	£28m
Whiteley	2 new	£18m	Extensions	£14m or new school £28m
West Waterlooville MDA	2 new	£18m	Extensions	£14m
Southern Test Valley	Extensions	£16m	Extensions	£13m
Other areas	Extensions	£6m		Can use existing spare capacity
Total SDAs		£88m		£74m
Total others		£58m		£41m or £55m
Total		£146m		£115m or £129m
North Hampshire				
Basingstoke	6 new	£75m	1 or 2 new	£69m
Hart	Extensions	£21m	Extensions	£17m
Rushmoor (incl. AUE)	2 new	£27m	Extensions	£18m
Total		£123m		£104m
Central Hants				
East Hants (excl. Bordon)	Extensions	£10m	Extensions	£4m some existing capacity
New Forest	Extensions	£3m	Extensions	£2m some existing capacity
Test Valley	3 new	£30m	Extensions	£8m some existing capacity
Winchester (excl Barton Farm)	Extensions	£17m	Extensions	£14m
Bordon SDA	3 new	£33m	Extension	£22m or new school £46m+
Barton Farm MDA	1 new	£12m	Extension	£8m

Total SDA/MDA		£45m		£30m or £54m
Total others		£60m		£28m
Total		£105m		£58m or £82m
Hampshire total		£374m		£277m or £315m

2.2.17 Within Portsmouth the situation remains as that identified during preparation of the 2006 infrastructure report i.e. that the issue is not growth but one of managing surplus capacity. This is because the Government has not sought to increase housing provision in South Hampshire beyond that identified in the draft south East Plan. Therefore, overall the South East Plan will only have localised impacts/issues e.g. at Drayton and Farlington where there is strong demand from within the catchment.

2.2.18 Portsmouth's Building Schools for the Future programme proposals will retain all existing secondary schools and will adjust their net capacity to reflect predicted demand for places over the next decade. Whilst within the primary sector there is currently significant surplus capacity, there are strong trends of increasing demand for early years and infant places arising from increased birth rate and families new to the city. The city is currently reviewing its primary provision and will likely need to increase the capacity of existing schools.

2.2.19 In Southampton there is a surplus of secondary school places across the city, and of primary school places outside the central area. Demographic projections indicate that the core strategy's dwelling targets for Southampton will not lead to an overall increase in children of school age. Whilst most parts of the city can expect to see a decline in children of school age, there will be a concentration of new housing development in central Southampton.

2.2.20 The City Council undertook a "Learning Futures" review of secondary education in 2006 / 07. Prior to the review there was a 20% surplus of secondary school places within the city. Once the review is implemented, the surplus will reduce to 10%. Therefore the core strategy's dwelling target to 2026 is not expected to generate any fundamental problems regarding secondary school provision.

2.2.21 Southampton City Council are currently reviewing primary school capacity. It is expected that the scale of extra dwellings provided in the central area will require additional capacity. The Review will determine where extra capacity will be provided. Overall, whilst physical constraints limit the ability of central schools to provide extra facilities, there is likely to be space to provide extra facilities across these schools and other surrounding schools.

Funding

- 2.2.22 The service is dependent upon central Government grant; it is therefore, not possible to predict future levels of funding and therefore identify any potential shortfalls. However, the education authorities are taking part in the Government's "Building Schools for the Future" (BSF) programme.
- 2.2.23 The BSF programme is a series of Public Private Partnerships overseen by Partnerships for Schools. Under the programme, secondary schools will be rebuilt, remodelled or refurbished provided criteria including the reduction of surplus school places are met. Havant and Horndean has been chosen as the first area in Hampshire to receive this investment, which could ultimately mean an injection of up to £120 million.
- 2.2.24 In June 2008 the Government announced that Southampton City Council was one of eight local authorities to join the BSF programme. The City Council is now developing projects to rebuild and refurbish five secondary schools most in need of investment, with the remaining local secondary schools being built or refurbished later in the programme. The total programme in the city is estimated to cost some £182m. In November 2008 Portsmouth City Council submitted to Government proposals to rebuild four secondary schools and partially rebuild or refurbish eight other schools in the city.
- 2.2.25 In addition to this, the education authorities consider that the impact of new development should be addressed by the development itself. Where additional schools, or school places, are required as a consequence of development, as far as possible the cost should fall on the landowners and/or developers, by way of contributions i.e. planning obligations.
- 2.2.26 Any new school sites required should be provided, free of charge, by developers and a financial contribution made towards the cost of the additional school accommodation. Such contributions are sought through the local planning authority's development control process. The education authorities expect contributions to be made from all developments that will create a shortfall in capacity or where there are significant suitability problems that restrict the ability of existing schools to absorb additional pupils.

Nursery schools

Responsible authorities/bodies – duties and responsibilities

2.2.27 In Hampshire (outside of the two cities) most nursery education (for three- and four-year-old children) is provided through an extensive network of over 700 providers registered with Hampshire County Council's Early Education and Childcare Unit. This includes some childminders (those in an accredited network), pre-schools, day nurseries, private nurseries or independent schools as well as the Children's Centres, nursery schools and classes provided by Hampshire County Council. Within the two cities much nursery provision is also privately delivered, and registered with the local authorities.

Implications on services/infrastructure of planned population growth

2.2.28 As discussed, nursery provision is made by a variety of private and public organisations. It is not possible to produce a list of new facilities likely to be required or provided. However, using the estimates provided in the Roger Tym report gives the following estimate of overall costs for new provision:

Nursery Provision	Estimated Cost
South Hampshire	£14.5m
North Hampshire	£4.5m
Central Hampshire & New Forest	£5.2m
Total	£24.2m

2.2.29 This assumes provision to cover all three- and four-year-olds, and that costs are similar to primary school provision.

Funding

2.2.30 The Tymes report notes that the current ratio of public to private sector provision is 43% public, 57% private. The private funding will come forward through a variety of service providers, whereas public funding is managed via the education authorities.

2.3 Health

Acute Care and General Hospitals, Mental Hospitals Health Centres/ Primary Care Trusts

Responsible authorities/bodies – duties and responsibilities

- 2.3.1 NHS South Central covers the counties of Hampshire, Berkshire, Buckinghamshire, Oxfordshire and Isle of Wight. In Hampshire NHS South Central encompasses:
- three Primary Care Trusts (PCT)s: Hampshire (which now has its own Provider Arm, Hampshire Community Health Care, which provides community health services); Portsmouth City Teaching; and Southampton City. All provide acute hospital, mental health, community, primary care and ambulance services.
 - A single ambulance service covering Hampshire, Oxfordshire, Berkshire and Buckinghamshire
 - Five Acute/Foundation Trusts providing secondary and tertiary care.
- 2.3.2 NHS South Central has a total budget of £35bn, used for providing primary and secondary healthcare services to the public.
- 2.3.3 The South Central Strategic Health Authority (SCSHA) was created in 2006 as part of a national re-organisation of the NHS. SCSHA is responsible for:
- Providing strategic leadership to the local NHS, ensuring that national policy is implemented at a local level;
 - Leading on organisational and workforce development, ensuring that organisations are fit for purpose and that the local NHS has a workforce that will meet the future healthcare needs of the population;
 - Performance managing local trusts to ensure local systems operate effectively and deliver improved performance and value for money.
- 2.3.4 The SCSHA holds PCTs and Trusts to account for their performance against key targets and in turn SCSHA is held to account by the Department of Health to ensure that the local NHS is implementing government health policy.
- 2.3.5 There are three Primary Care Trusts in Hampshire: Hampshire PCT (contiguous with Hampshire County Council boundary) has an annual budget of approximately £1.6bn. Southampton City PCT (contiguous with Southampton City Council boundary) has an annual budget of approximately £350m. The Portsmouth City Teaching PCT (contiguous

with Portsmouth City Council boundary) has an annual budget of approximately £300m. The PCTs are broadly responsible for:

- Commissioning a comprehensive range of health services; and
- Working with local hospitals, specialist health providers, GPs and other health practitioners, local authorities and the community to deliver services.

Implications on service/infrastructure of planned population growth

2.3.6 Overall the requirement for health facilities is influenced by many factors including:

- Overall population;
- The structure of the population;
- Service changes, 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 of the age of the buildings or reprovide new facilities to reflect new models of care in primary and secondary healthcare sectors.

2.3.7 The NHS approach has been to monitor new and expanding communities, and where required aims to identify sites for future healthcare provision in conjunction with landowners and developers by way of Section 106 obligations or similar measures.

2.3.8 Future planning over the South East Plan period will remain increasingly 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. For example the Independent Sector Treatment Centre at the Royal South Hants Hospital, Southampton opened in October 2008. There is also movement of patients across county boundaries for example the north of Hampshire population also look to Frimley Park Hospital in Surrey for health care e.g. maternity services.

South Hampshire

2.3.9 Since the 2006 infrastructure report the Hampshire Primary Care Trust has confirmed that the Coldeast Hospital site at Sarisbury is seen by the PCT as a strategic site. However, it has also indicated that the provision of primary care for the residents of Hampshire will require sites very local to new housing developments. Therefore, in both the SDAs and MDAs the PCT will require land (and a capital contribution) for primary care facilities e.g. GP surgeries, dentists etc. Funding for facilities would be sought from developer contributions, through Section

106 Agreements. However, the exact requirements are not known at this stage.

- 2.3.10 Southampton City PCT has confirmed that Moorgreen Hospital (Eastleigh), the Western Community Hospital (Southampton) and the Royal South Hants Hospital (Southampton) are three key strategic sites for the development of Community Hospital/Health and Wellbeing Campuses to support both the existing population and also the planned population growth. However, progress on the development of infrastructure and services on these sites will be dependent upon the availability of capital funding which at present remains uncertain. The estimated capital funding for these sites is estimated by Southampton PCT to exceed £75m.
- 2.3.11 The 2006 infrastructure report indicated that there were plans for two major Local Improvement Finance Trust (LIFT) projects: for a new Adult Mental Health Unit on the Royal South Hants Hospital site (Southampton) and a Primary and Community Care Centre on the Western Hospital site (Southampton), both projects are now being built and will be commissioned 2009/10.
- 2.3.12 At present the exact number and location of smaller facilities such as GP surgeries are not known, as they are dependent on a range of circumstances including the structure of the population they serve, the need to reorganise existing facilities and the potential to expand existing facilities. However, Hampshire PCT has stated that land will be required to provide new primary care services within the SDAs and other larger development areas. Similarly, the overall rise in population in Southampton equates to a general need for an additional six full-time General Practitioners. Portsmouth City Council as part of its evolving Local Development Framework has identified the need for: one or two GP surgeries and one dentist surgery.
- 2.3.13 As in 2006 there are currently no plans or need for a new District General Hospital in South Hampshire. However, should population growth in the area exceed 400,000 then according to NHS South Central a new hospital may be justified.

North and Central Hampshire

- 2.3.14 Outside of South Hampshire the requirements for healthcare infrastructure are emerging as authorities bring forward their local development frameworks. North Hampshire Hospital in Basingstoke is considered to have sufficient space to expand on its existing site if required, subject to available funding. Aldershot Urban Extension Supplementary Planning Document (January 2008) indicates that doctor and dentist surgeries will be required as part of this development.

2.3.15 It has not been possible to fully cost the implications of the planned housing/population growth on the health sector because the location of new housing has yet to be determined and because the delivery of healthcare is dependent upon a number of factors described in paragraph 2.3.6, particularly changes in the way the service is delivered. However, based on the standard formula used by SWQ for SEERA it is possible to estimate the cost of health centres and GP Surgeries as follows:

Health Centres & GP Surgeries	Estimated costs
South Hampshire	£13.8m
North Hampshire	£5.0m
Central Hampshire	£4.2m
Total	£22.9m

2.3.16 Overall, these figures can only be treated as an assessment in the broadest sense as overall there is little information on the need and location for new facilities. Evidence at the local level is patchy and anecdotal and it has not been possible to produce a properly justified, county-wide schedule of new infrastructure requirements. Therefore while the figures have been carried forward and used in this report, it should be recognised that many healthcare needs are yet to be determined as the proposals for new development emerge in each authority area.

Funding

2.3.17 All NHS trusts have now moved or are in the process of moving to foundation status, with each being responsible for their own capital programmes. Trusts will develop their business plans on the basis of predicted income. The capital cost of many GP primary care centres is met by private sector funding.

Ambulance Service

Responsible authorities/bodies – duties and responsibilities

2.3.18 Hampshire is covered by two Ambulance Trusts: The South East Coast Ambulance Service NHS Trust (which covers Kent, Surrey, Sussex and Hart & Rushmoor) and the South Central Ambulance NHS Trust (serving the remainder of Hampshire, including the two cities). These trusts are responsible for providing emergency, urgent and non-urgent ambulance and transport services and out-of-hours unscheduled care services across the county. The South Central Ambulance Trust has 19 stations across Hampshire: 10 in South Hampshire, 1 in North Hampshire and 8 in Central Hampshire.

Implications on service/infrastructure of planned population growth

2.3.19 Demand for the ambulance service is driven by a number of factors; growth in population, changes in the type of patients accessing the service and the transformation of local NHS services. However, increased demand is predominately driven by an increase in patients with primary care needs accessing healthcare via the 999 service. The studies conducted in 2006 found that there may be a requirement to locate facilities in the SDA at Fareham and Hedge End, possibly jointly with other emergency services. However, this has yet to be determined.

2.3.20 The South East Coast Ambulance Service *Business Plan 2008 -2013 and Annual Focus 2008 – 2009* sets out its strategy and financial plans.

2.3.21 The South Central Ambulance Service *Strategy & Business Plan 2007 – 2010* sets out its vision and strategy. It sets out the intention to develop a comprehensive Trust-wide Estates Strategy and refers to the relocation of the Hampshire Division HQ from Winchester to Otterbourne.

2.3.22 In 2006 the South Central Ambulance Trust predicted, based on the then forecast growth in Hampshire, that there would be an increase in service demands of 10,000 incidents a year by 2026. This was on top of the year on year increases that would occur over this time, which combined would see the trust dealing with upwards of 275,000 incidents a year, 60% up on current activity. This would require additional resources i.e. vehicle and medical equipment, operational staff, building facilities and fuel costs. It was estimated that this would require the following investment:

Ambulance Service	Estimated additional costs
South Central Ambulance Trust	£15m (revenue)*
	£5.8m (capital)*

* Revenue costs; estimated to increase by approximately £750,000 per year in addition to recurrent baseline funding and excluding inflation. By 2026 this would require additional investment of approximately £15 million at 2006 prices. Capital costs: an additional 40 vehicles at a cost of around £5.8 million at 2006 prices)

2.3.23 Roger Tym's report, based on the estimated cost of ambulance stations i.e. building costs, external works and fencing, fees and sundries, vehicles etc., calculated a capital cost for the ambulance service of £23 per head of population. However this would not take into account existing capacity. Overall, it is considered that the available information does not provide a basis for assessing the infrastructure requirements for new development.

Funding

2.3.24 From 1 April 2009 Ambulance Trusts are eligible to apply for Foundation Trust status. The capital allocation system for NHS Trusts changed in 2007-2008 to reflect the system used by Foundation Trusts. Trusts are no longer allocated a capital resource limit (CRL), which has previously determined the level of investment the Trust could make in its capital assets. Trusts now have to fund any capital expenditure from internally generated funds. Beyond internally generated funds, Trusts may borrow against their Prudential Borrowing Limit (PBL).

2.4 Social Infrastructure

Supported Accommodation

2.4.1 For the purposes of this report supported accommodation is considered to be as follows. For Adult Services: residential care units, nursing homes and Extra Care housing (developments that comprise self-contained homes with design features and support services available to enable self-care and independent living); and for Children's Services: Children's homes.

Responsible authorities/bodies and duties and responsibilities

2.4.2 In Hampshire, including Southampton and Portsmouth, there are almost 670 public and private homes offering residential or nursing care, providing more than 14,600 beds. Hampshire County Council and Portsmouth and Southampton City Councils deliver such accommodation and bed spaces through their Adult Services Departments. Extra care is offered by local authorities, housing associations and private providers. The emphasis on delivery is on a multi-agency approach with the local authorities working in partnership with partner authorities such as the local NHS Primary Care Trusts.

2.4.3 The County Council and City Councils manage children's homes in their respective areas.

2.4.4 Hampshire County Council's Adult Services Department manages 21 residential care homes and 10 new nursing homes across the county. Its Children's Services Department manages nine Children's homes.

2.4.5 Portsmouth City Council provides 153 residential care beds and 106 residential beds for people with dementia (2005 figures). The City Council in partnership with Portsmouth City NHS Teaching Primary Care Trust has agreed a Joint Accommodation Strategy for Older People 2005 – 2015 which identifies the projected demand for support and accommodation over the strategy period. Its Children's Service Department manages two Children's homes in the city.

2.4.6 Brunel Court, in Buckland, is the City Council's first development of extra care homes. The 55 flats were built in partnership with and run by Housing 21, a registered social landlord. A further 65 extra care flats are being developed as part of the Milton Village scheme, just off the Eastern Road in Portsmouth, and more are planned as part of the redevelopment of several sites in the city over the next few years.

- 2.4.7 Southampton City Council's Adult Service manages six residential care homes across the city; in addition, its Children's Services Department manages three children's homes.
- 2.4.8 There are currently two Extra Care Housing developments in Southampton Rosebrook Court, Bitterne (owned by Saxon Weald) and part of Rozel Court, Lordshill (owned by the City Council).

Implications on service/infrastructure of planned growth

Adult Services

- 2.4.9 The impact of the South East Plan on adult services is difficult to predict for several reasons. Firstly, Government is committed to changing the approach to delivering care and support to older people. *'Putting people first: a shared vision and commitment to the transformation of Adult Social Care'* published in December 2007 built upon the principles of the 2006 White Paper *'Our Health, our care, our say'*. The objective is to see a move to a more personalised adult social care system which emphasises the individual's dignity, right to self-determination, choice, control and power over the support services they receive. Secondly, there are pressures on the service from demographic changes (an aging population), changes in health care and changes in user expectations. The predicted growth in the population aged over 75 is significant – by 2026 it is expected that it will be 60% higher than it was in 2006. Significant ethnic minorities in the two cities can also have different demands for the type of service/support required. To aid understanding of the demographic issues and inequalities faced within particular areas, each local authority in conjunction with the local PCT is now required to undertake a joint strategic needs assessment to help inform the Sustainable Community Strategy and strategic commissioning.
- 2.4.10 In 2008, Hampshire County Council established a Commission on Adult Social Care which took evidence on how social care services (and a wide range of other statutory services) for adults can be made more relevant to individuals' needs and how this should be funded into the future. The commission reported in November 2008. The report contains a set of national recommendations and introduces 'The Hampshire Model', which sets out how personalisation will be delivered in Hampshire. One of the key messages of the Commission was that users want 'a life not a service'. There is an increasing desire for service users to be able to access universal services, not just traditional social care services, and for all residents to have high-quality information and advice available to help them make choices as they grow older. Many people often require just 'a little bit of help' to retain their independence at home for much longer, and thus Hampshire is placing increasing focus on preventative, wellbeing and cross-cutting initiatives with other partners.

2.4.11 Portsmouth's Joint Accommodation Strategy for Older People identifies that within the city the number of (local authority) residential care beds had reduced to 153 in 2005. However, it is calculated that by 2011 and 2016 the requirement for residential care beds will increase to 212 and 237 respectively. Nevertheless, it is considered possible that with the provision of intensive home-care and Extra-Care housing most, if not all the gap can be managed.

2.4.12 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 the most up-to-date guide for commissioning and service development in these three lead agencies. Key objectives include:

- Enabling as many people as possible to be cared for in their own homes; and
- Reducing admissions to residential care facilities, increasing intensive home care support and promoting the development of extra Care Housing as an alternative to residential care.

2.4.13 With regards to support for working age adults requiring support – e.g. those with learning disabilities, mental health problems, substance abuse etc. - the broad policy aim is to support as many people with these needs as possible in the community. The essential infrastructure need is a ready supply of appropriate social housing designated or available for vulnerable people. The availability of disabled accessible housing by design is also vital, as it will reduce the financial burden of adaptation.

Children's Service

2.4.14 As with adult services the approach to delivering children's services is changing. Fewer children are being looked after in local authority care homes, rather the focus is on giving support at home. Service providers are developing the Children's Trust agenda. This seeks to provide children's centres in line with Government policy. The children's centre concept was initially promoted in the Interdepartmental Childcare Review report *Delivering for children and families* published in November 2002 and has been taken forward through the Green Paper *Every Child Matters*. It was enshrined in the *Children Act 2004*, was supported further through the *Childcare Act 2006* and is recognised within the *Children's Plan (2007)* as the main delivery mechanism for improving outcomes for children under five and their families.

2.4.15 Children's Centres can be separate facilities or a single room within a larger community facility. Therefore, there is an overlap with other community facilities provision. For example a Children's Centre is

required as part of the development of Aldershot Urban Extension (AUE)⁶.

2.4.16 Each local authority is required to produce a Children and Young People's Plan. This details how all organisations delivering services to children, young people and their parents and carers under the Children's Trust approach will support all children and young people in Hampshire. All three local authorities have produced their plans for 2009 – 2012.

2.4.17 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.

2.4.18 As with the 2006 infrastructure report it is considered that the South East Plan is unlikely to generate a quantitative need but rather qualitative needs from children's services.

2.4.19 The Roger Tym report for SECL recognised the change in service provision, making no provision for additional capital costs for children's homes/care, residential and nursing homes and supported housing for vulnerable adults. By contrast, SQW considered that there would be some additional costs relating to older people's and other supported accommodation.

Funding

2.4.20 Local authority Adult and Children's Services capital budgets are small in comparison to their revenue budgets. Given local authority dependence upon central government for funding, and the demographic pressures faced, predicting future levels of funding over the South East Plan period has not been possible. Future funding for all local government services is further complicated by the current wider economic uncertainty and the state of public finances. However, there have been recent Government spending announcements relating to both children's centres and extra care housing in Hampshire.

2.4.21 Guidance for Phase III Sure Start Children's Centres was released by the Department for Children, Schools and Families on 1 November 2007. Hampshire will receive approximately £39 million revenue and £10.5 million capital funding for the development of further centres under this phase (April 2008 – March 2010) along with the continued support of Phase I and II centres.

⁶ Aldershot Urban Extension Supplementary Planning Document January 2008 – Rushmoor Borough Council

- 2.4.22 There are no targets for the number of children's centres to be provided under Phase III; instead, the target is to reach a further 23,086 under fives. This gives an indicative number of a further 29 centres in Hampshire (outside the two cities).
- 2.4.23 Phase III centres will build on existing services for children and families such as schools, health centres and nurseries to offer better integrated and accessible services for families, and will work closely with local private, voluntary and independent sector organisations. Planning for Phase III began in early 2008.
- 2.4.24 Funding towards extra care housing is available from a variety of sources: the Homes and Communities Agency (formerly the Housing Corporation), Department of Health, private/public partnerships, local authority capital funding allocations and through Section 106 Agreements.
- 2.4.25 The Department of Health has allocated £147 million to local authorities for extra care housing between 2004 and 2008. In July 2008 it announced a further £80 million over the next two years towards 25 schemes across the country. Hampshire County Council was one of the successful areas with a scheme at Brighton Hill, Basingstoke for £3m.

Social and Community Facilities

Responsible authorities/bodies – duties and responsibilities

- 2.4.26 Local authorities help provide and support community facilities across the county. For example, Hampshire County Council's Community Support Service works with other statutory and voluntary agencies to provide support to the community through its Community Associations and Village Halls. The County Council currently owns eight facilities and helps fund over 100 Community Associations and around 300 Village Halls.
- 2.4.27 Portsmouth City Council supports its network of community centres across Portsmouth, by managing centres in partnership with community associations or by directly providing and managing services and centres. There are 18 community centres in Portsmouth.
- 2.4.28 Southampton City Council owns and supports a network of 16 community centres and one resource centre in the city. Whilst owned and supported by the Council, they are run by Community Associations made up of local residents.

Implications on service/infrastructure of planned population growth

- 2.4.29 The need for new facilities depends on a number of factors, including the location of existing facilities and what additional services are to be provided, such as nursery education and indoor sports. Many Hampshire authorities have considered the need for additional facilities as part of a wider assessment of open space and recreation facilities in line with the requirements of PPG17: *Planning for Open Space, Sport and Recreation*. Those local standards will have to be considered when development proposals come forward, taking into account existing provision.
- 2.4.30 The provision of new community facilities to serve new development therefore varies. For the purposes of this study, the County considers that, when considering new settlements, urban extensions and other sizeable developments, at a minimum one new small community centre is required for every 3,000 new dwellings. Typically, this will comprise one hall, meeting room, committee room, kitchen and possibly changing rooms. Halls typically require some start up funding to support the activities for the first three years until they become established. This may cover maintenance costs and a community development officer until the hall becomes self-financing. A part-time community development officer can cost around £45,000 for the first three years.
- 2.4.31 One recent example of such a facility is the Pilgrims Way/River Way Community Centre in Test Valley. This facility, which also included a

small IT suite, was constructed at a total cost of £434,755 including soft fixtures, fittings and consumables but excluding land costs. In this particular example there was a further £9,000 pa allocated towards general repairs and maintenance for the first three years. Funding was largely through Test Valley Borough Council, with additional funding from the National Lottery and local community fundraising efforts.

2.4.32 Another recently approved scheme is the new Hiltingbury Community Hall in Eastleigh Borough. This has an estimated build cost (excluding land value) of £690,000. Funding included £168k from Eastleigh Borough and £249k from the National Lottery. HCC Youth Service also contributed as the scheme includes a youth club meeting room.

2.4.33 Larger developments may require a larger facility, such as that provided at Wecock Farm, Waterlooville. This comprised a new community centre, youth centre, limited sports facilities and playschool.

2.4.34 Community facilities are essentially local facilities. The need for new facilities, their size, location and the range of activities they support can only be determined on a case-by-case basis having regards to the needs of the existing local population and predicted need from new communities. Needs will be identified through the LDF process in each authority, which are at differing stages of progress. Given these difficulties it is very hard to assess with certainty the total level of need. However, as a broad indication, the County Council's view is that, as a rough rule of thumb, a community of 3,000 new dwellings will require (and sustain) a small facility outlined above. Based purely on the emerging LDFs for each District, the following facilities may well be required in line with the housing growth in each location:

South Hampshire

Eastleigh Hedge End SDA – 2 facilities likely in the SDA

Fareham – no new facility required

Fareham SDA – 1 large and 1 small facility

Gosport – no new facility required

Havant – facilities required at west of Waterlooville MDA

Test Valley – 1 small facility at Romsey

Winchester – possible extensions to existing facilities at Wickham and Knowle, and a possible new community hall at North Whiteley.

North Hampshire

Basingstoke – 4 small facilities at Basingstoke

Hart – no new facilities required

Rushmoor – 1 large facility at Aldershot Urban Extension

Central Hampshire & New Forest

East Hampshire – 1 small facility at Petersfield

New Forest – no new facility required

Test Valley – 1 small facility at Andover, with potential for a larger one

Winchester – 1 small facility at Barton Farm (North Winchester)

2.4.35 New facilities are typically provided on land already in public ownership or provided free by developers as part of a larger scheme. The two schemes at Test Valley and Eastleigh cost £435,000 and £690,000 respectively, excluding land costs. This demonstrates that community needs and facilities are not uniform. However, taking an average construction cost of these two smaller facilities gives a rough estimate of £560,000 as a typical construction cost for similar schemes and extensions to existing facilities. Larger schemes are estimated as costing double. Given those estimates the investment in construction costs alone in each sub-region will be:

Community Centres/Village Halls	Estimated costs (excluding land)
South Hampshire	£5.6m
North Hampshire	£3.4m
Central Hampshire & New Forest	£1.7m

2.4.36 For comparison, the standard formula used by SQW for SEERA's Implementation Plan gave a cost of £873 per dwelling for new community facilities. This has been used to estimate the cost of community facilities in Hampshire as follows:

South Hampshire	£69.8m
North Hampshire	£25.1m
Central Hampshire	£21.3m

2.4.37 It should be noted that the SQW work was based on a standard of one community centre of 750 square meters per 1,500 dwellings and does not take into account capacity at existing facilities. It implies the provision of a further 89 new community facilities across Hampshire. Overall, having discussed the estimates with Hampshire authorities it is considered that the total need in Hampshire identified through the LDF process will be much lower and nearer the initial list of sites identified above. Therefore these figures (excluding land costs) have been carried through to the summary tables in the Executive Summary and Appendix 1.

Funding

2.4.38 Local authorities such as Southampton City Council seek contributions towards community facilities from developers through Section 106 Agreements in areas where development would result in insufficient or inadequate facilities⁷. In addition there are various potential sources of funding for village halls. Government funding is available through:

⁷ Supplementary planning guidance on planning obligations – Provision of community infrastructure & affordable housing. November 2006.

- Village Hall Fund administered by Action with Communities in Rural England (ACRE) on behalf of Defra (loans for capital funding are usually between £1,000 to £20,000).
- Aggregates Levy Sustainability Fund (ALSF). ALSF is distributed on behalf of Defra by local authorities.

2.4.39 Indirect funding from government is available through:

- Landfill Community Fund – available to all village halls where the hall is within 10 miles of a landfill operator’s site.
- Lottery funding is also a major source of funding available to village halls and rural communities. Funds include:
 - The Big Lottery Fund
 - Heritage Lottery Fund (grants range between £5,000 to £50,000)

2.4.40 Local and regional funding sources include:

- Principal local authorities who can fund village halls from revenue or reserves in various ways such as: direct contributions to capital expenditure, contributions towards running costs or reducing or cancelling the non-domestic rates bills payable to village halls in certain circumstances;
- Regional Development Agencies who have funds to assist in economic development and regeneration;
- Local fundraising efforts.

2.4.41 The recent examples of the facilities in Test Valley and Eastleigh demonstrate the mixture of funds available. The Test Valley scheme was funded mainly from Test Valley Borough Council, with £3,000 from the National Lottery and £1,400 from community fundraising. The Eastleigh scheme is progressing with a grant of £168k from the Borough Council, £249k from the National Lottery and further funds from Hampshire Council Youth Service and the Parish Council.

Sports Centres

Responsible authorities/bodies – duties and responsibilities

2.4.42 Local authorities are important providers of leisure facilities such as recreation/leisure centres and municipal golf courses etc., some of which are managed on their behalf by the private sector.

2.4.43 Sport England is the government agency responsible for developing a community sports system across England. This work includes supporting County Sports Partnerships in England, working with local authorities to assess the needs for sports provision in communities and providing evidence on health inequalities. Other Government agencies have an interest in sports provision and participation; for example, the NHS National Institute for Health and Clinical Excellence has published public health guidance on the promotion and creation of physical environments that support increased levels of physical activity.

2.4.44 The South East Sports Board (SESB) is the Regional Sports Board for South East England. It is collectively responsible for the success of sport in the South East by directing Sport England's activities in the region. It works in partnership with key agencies and other regional partners to lead, support and develop sport and its infrastructure in the region. It champions and advocates Sport England's strategies and represents sport within the region at a strategic level. It also decides the allocation of regional resources to awards (both exchequer and lottery funds) within the South East.

2.4.45 The *Sport England Strategy 2008 – 2011* provides the strategic direction and policy within which Sport England operates and commits Sport England to delivering the following targets by 2012/13:

- 1m people doing more sport by 2012-13
- A reduction in post-16 drop-off in at least five sports by 25% by 2012-13
- A quantifiable increase in satisfaction
- Improved talent development systems in at least 25 sports
- A major contribution to the delivery of the Five Hour Sport Offer engaging more 5-19 year olds in sport.

2.4.46 *Funding Sport in the Community* (published January 2009) sets out Sport England's investment programme available to local authorities, sports clubs, voluntary and community organisations and education establishments delivering grassroots sports from April 2009. A total of £45 million will be available each year from four open access funding streams (themed funding rounds/small grants/ Sportsmatch and a new Innovation Fund).

2.4.47 Sport Hampshire & IOW (a partnership between governing bodies of sport, local authorities and others) Strategy 2004 – 2010 provides the framework for the development of sport and physical activity and physical education. The strategy aims to:

- Set shared goals for the development of sport and physical activity within the Hampshire and Isle of Wight area
- Set appropriate targets to which all partners can make a contribution.

Implications on service/infrastructure of planned population growth

2.4.48 There is an overlap here with other community facilities – many community halls host badminton and other indoors activities. Similarly, local authorities are required to produce assessments of need for indoor sports facilities in accordance with PPG17. For these reasons, information is not yet comprehensive at a County level, though additional provision will be required. With regards to facilities needed to support new housing growth, information will become clearer as LDFs and major development schemes progress. Examples of this are:

- New dryside facilities at Waterlooville Leisure Centre to accompany the West of Waterlooville MDA.
- The emerging Core Strategy for Fareham Borough recognises the need for a swimming pool in the west of the Borough by 2011. The preferred site is at Locks Heath District Centre but a potential alternative is at Coldeast.

2.4.49 The 2006 infrastructure studies used the formula based on requirements across the region assessed by Roger Tym and SQW for SEERA. Using these formulas would indicate that the following investment in leisure centres and swimming pools is required in Hampshire:

Sports Centres & Swimming pools	Estimated costs		
	Sports Centres	Swimming Pools	Combined
South Hampshire	£13.6m	£7.2m	£20.8m
North Hampshire	£4.9m	£2.6m	£7.5m
Central Hampshire & New Forest	£4.1m	£2.2m	£6.3m
Total	£22.6m	£12.0m	£34.6m

2.4.50 However, this does not take into account existing provision. Nor does it reflect the likelihood of any one District requiring a swimming pool or new sports centre. For example, the current redevelopment project at Portsmouth’s Mountbatten Centre (undertaken to improve facilities in the city, not specifically to support housing growth), is expected to cost some £20m to deliver a new swimming pool and other facilities.

However, as the Roger Tym report states, unless such infrastructure is considered at the larger level, requirements risk being overlooked or simply not provided. Therefore for the purposes of this report it is proposed to combine the estimates to arrive at a more meaningful estimate of the possible total costs.

Funding

2.4.51 Local authorities seek contributions towards leisure facilities from developers through Section 106 Agreements in areas where development would result in insufficient or inadequate facilities. Funding towards facilities at both a regional and local level is also available through the South East Sports Board.

Open space, parks and play space

2.4.52 It should be noted that there is a significant overlap between this theme and Green Infrastructure. Green Infrastructure relates to the active planning and management of sub-regional networks of multi-functional space. This is clearly a broader term than open space, parks and play space. This section addresses the provision of areas of open space, sport and recreation as required of local authorities under Planning Policy Guidance 17. This approach is consistent with that used by SEERA for its Implementation Plan. In regard to play areas, the standard of provision set out by the National Playing Fields Association is used. This is towards the following facilities: Local Areas for Play (LAP), Local Equipped Areas for Play (LEAP), and Neighbourhood Equipped Area for Play (NEAP).

Responsible authorities/bodies – duties and responsibilities

2.4.53 Local Authorities are required under PPG17: *Planning for Open Space, Sport and Recreation* to prepare an assessment of existing and required provision for open space, sports and recreation facilities. Local authorities should use the information gained from their assessments of needs and opportunities to set locally derived standards for the provision of open space, sports and recreational facilities in their areas. These local standards are then tested through the LDF examination process.

The Forestry Commission and other bodies also provide considerable open spaces and children's play areas in partnership with HCC and many District Councils.

Implications on service/infrastructure of planned population growth

2.4.54 Significant open spaces will be required as part of the larger urban extensions, MDAs and SDAs identified in the South East Plan. Developers will be expected to provide for open space, either for the provision of new open space, typically on larger developments or contribution to the provision or improvement of open space elsewhere. The amount provided will be set in accordance with the assessment and LDF Examination process outlined above.

Therefore, the total requirements for open space, parks and play space across Hampshire will be determined through each local authority's PPG17 assessment and LDF process. In the meantime (for the purposes of this report only) the formula used by SQW can be used to derive some broad estimates for the requirements in Hampshire:

Open space parks & play space	Estimated costs
South Hampshire	£46.5m
North Hampshire	£16.7m
Central Hampshire & New Forest	£14.2m
Total	£77.4m

Funding

2.4.55 Open space, parks and play areas are typically owned and maintained by the local authority. However, there are some instances where facilities are owned or managed by a private management company or other body associated with a larger housing development. For larger housing schemes, new open space, parks and play areas are typically provided by developers on-site, typically with a contribution to cover maintenance costs for a number of years. Increasingly, smaller schemes make a cash contribution towards provision off-site in accordance with locally-produced assessments of need.

2.5 Green Infrastructure

Responsible authorities/bodies and duties and responsibilities

- 2.5.1 Green Infrastructure is referred to in the South East Plan as a sub-regional network of multi-functional open space. The definition is given at the start of this report. It should be noted that the definition reflects significant overlaps with other sections, as noted throughout this report.
- 2.5.2 Delivery of green infrastructure in its widest sense will involve a partnership approach involving the local authorities, central government and the development industry. Government agencies such as Natural England, the Environment Agency, and Forest Enterprise can provide advice and support whilst the Regional Development Agencies and Urban Regeneration Companies can provide investment.
- 2.5.3 The implications of green infrastructure requirements are still emerging and a range of bodies at the local and national level are addressing the subject. The Environment Agency published a series of studies into the requirements of, and provision for, green infrastructure as evidence for the South East Plan⁸. Since then regional and national bodies have formed the South East Green Infrastructure Partnership and published a Green Infrastructure Strategy for the South East in June 2009. This provides guidance to authorities on how to deliver green infrastructure.
- 2.5.4 Within Hampshire there are a number of areas covered by the Habitats Regulations. These areas are protected by the Habitats Directive (EC Directive 92/43/EEC on the Conservation of Natural and Semi-Natural Habitats and of Wild Fauna and Flora) and the Habitats Regulations (The Conservation (Natural Habitats &c.) Regulations 1994). Development in or near a designated site can only proceed once it has been shown through appropriate assessment that the proposed operation will not adversely affect the integrity of the site. Therefore mitigation areas and other measures provided in response to the Habitats Directive form part of green infrastructure.
- 2.5.5 Each of the authorities in Hampshire is working on aspects of green infrastructure within their own areas, for example on open space provision, producing and implementing local biodiversity action plans, and producing evidence for their emerging Local Development Frameworks. Relevant considerations will include the locally-derived standards for open space required by PPG17 and measures required

⁸ Environment Agency Twenty Year Strategy for Managing Environmental Infrastructure in the South East – Phase One Report January 2007
Environment Agency Strategy for the Provision of Environmental Infrastructure to meet the needs of the South East Plan (Parts one and two) January 2007

for mitigation/avoidance of harm to significant nature conservation sites covered by the Habitats Regulations.

Implications on service/infrastructure of planned population growth

2.5.6 Hampshire's largest green infrastructure assets are (potentially) the productive agricultural, forestry and horticultural areas providing economic delivery of food, fuel and fibre. For the list of green infrastructure assets identified in the South East Plan refer to paragraph 1.7 of this report.

South Hampshire

2.5.7 In South Hampshire the provision of green infrastructure is recognised as being a key element in delivering the Partnership for Urban South Hampshire's (PUSH) vision for improving South Hampshire's quality of life in its broadest sense, including economic, social and environmental well being.

2.5.8 A Local Countryside and Greenspace Guidance – *An Assessment of Countryside Recreation Supply and Demand in the South Hampshire Sub-region* was completed by Hampshire County Council and presented to PUSH in April 2007. This assessment predicted the likely future requirements for access to the countryside for informal activities such as walking, cycling and horse-riding in terms of both open space and linear access network. The assessment was based on information provided by the Hampshire Residents' Survey and the relevant Countryside Access Plans.

2.5.9 The *South Hampshire Countryside Recreation Network Interim Report (February 2008)* evaluated the costs of implementing a strategic multi-user network in the sub-region. The report set out two options for delivering a strategic network in the sub-region – a network of longer-distance routes totalling £18m, and an option focussed on providing shorter routes close to urban areas, totalling £11.9m. This work was based on an average cost of £60 per linear metre for improvements to a particular standard specification and £100 per linear metre for creating a new section of route (based on the Countryside Agency's report '*On the Right Track: surface requirements for shared use routes*'). This network is currently being consolidated and the costs reviewed.

2.5.10 PUSH has also commissioned work to develop a sub-regional green infrastructure strategy, to identify assets, gaps, deficits or problems, and, using that information, to develop projects that can help benefit the whole sub-region.

2.5.11 A *Green Infrastructure Strategy for South Hampshire (Draft for Stakeholder Review)* was published in January 2008. This broad strategy will inform the evidence base for further work to refine it into a

common framework for local authorities that can be developed further in Local Development Frameworks. It will set out priorities for investment and interventions. For the strategy green infrastructure is defined as the network of greenspaces, landscape and natural elements that intersperse and connect our cities, towns and villages.

2.5.12 The strategy identifies a number of goals including:

- All people should live within 15 minutes walk or cycle of a locally valuable greenspace
- A network of strategic multifunctional parks should be available within 20 minutes cycle of all residents: and
- Major multi-purpose inland regional parks should be available to deliver sport, recreation, tourism and environmental benefits and reduce pressure on the New Forest and South Downs National Parks.

2.5.13 Two potential inland regional parks serving the needs of the western and eastern urban hubs are suggested: a Test to Itchen Forest Park centred on Chilworth common to serve the west, and a park at Havant Thicket or West Walk/River Meon/River Hamble Park to serve the east.

2.5.14 PUSH proposes to develop the consultant's advice into a Strategy for Green Infrastructure to provide:

- A policy framework for green infrastructure at a sub-regional level
- Priorities for delivery of green infrastructure at a sub-regional level and how these policies should be reflected in Local Development Frameworks
- Identification of potential sub-regional scale projects and proposals
- Strategic guidance on the planning and delivery of green infrastructure at a local and cross-boundary level
- Sources of funding and how to secure them
- Mechanisms for the local delivery of green infrastructure including how such mechanisms may be taken forward through Local Area Agreements and the South Hampshire Multi Area Agreement.

2.5.15 As part of its Programme of Development PUSH are seeking NGP funding (£2.1million 2008-2011) from DCLG towards a new country park and visitors centre on the Southampton urban fringe. Portsmouth City Council is seeking to create a country park and visitor centre at Paulsgrove (an ex-landfill site) at an estimated cost of £2.1 million (2008-2011), funded through National Lottery grants and developer contributions. Havant Borough Council, with Hampshire County Council, is also seeking to create new recreational and learning facilities associated with the proposed Havant Thicket Reservoir at an estimated cost of £2 million⁹.

⁹ Partnership for Urban South Hampshire programme of Development 2007: Appendix 9 Full List of Project Proposals.

North and Central Hampshire

- 2.5.16 Unlike in South Hampshire, the local authorities have not sought to develop a overarching green infrastructure strategy for North and Central Hampshire. However, the needs are likely to be similar.
- 2.5.17 There are likely to be significant costs associated with Special Protection Areas, which are present in both North and Central Hampshire. In North Hampshire considerable work has taken place to consider the cost of land acquisition and mitigation in connection with the Thames Basin Heaths Special Protection Area (SPA). This is a network of heathland sites which are designated for their ability to provide a habitat for the internationally important bird species of woodlark, nightjar and Dartford warbler.
- 2.5.18 The Thames Basin Heaths Joint Strategic Partnership has been established to plan the long term protection of the Thames Basin Heaths SPA in a consistent and coordinated way. The Joint Strategic Partnership produced a revised delivery framework in March 2008. This sets out a framework to enable the delivery of housing in the vicinity of the SPA without that development having a significant effect on the SPA. It focuses on two approaches – management of access to the SPA and the provision of SANGS (Suitable Accessible Natural Green Spaces). SANGS constitute a significant area of mitigation land, to attract activities such as dog-walking away from more sensitive locations.
- 2.5.19 The delivery framework highlights the need for all residential development to make a contribution towards mitigation measures – large schemes to provide mitigation land on-site, smaller schemes to contribute towards provision elsewhere. There are also emerging proposals for access management which recognise the need for education and wardens. These proposals are still emerging. It should be noted that the provision of SANGS would be in mitigation of the effects of new development of the SPA – it does not alone constitute Green Infrastructure, which has a wider definition.
- 2.5.20 For the 2006 infrastructure report the outcome of work undertaken by the Western Corridor and Blackwater Valley local authorities on green infrastructure was used. This concluded that the total cost over the whole of the sub-region (worst-case scenario) could amount to as much as £1 billion.

2.5.21 Within the above overall cost (using figures provided by Hampshire County Council) the authorities calculated that a country park would cost £5,150,000. This was based on the following:

Land acquisition 200ha @ £12,000 per ha*	£2,400,000
Visitor centre	£850,000
Vehicle access	£1,500,000
Non vehicle access & estate	£400,000
Total cost for one country park	£5,150,000

** HCC costings assumed land acquisition at £6,000 per ha. However, in Surrey Heath the price of agricultural land ranged from £12,000 upward (2006 prices). An average of £12,000 per ha was assumed as an average across the region.*

2.5.22 In Central Hampshire Whitehill/Bordon in East Hampshire is similarly subject to SPA considerations.

2.5.23 In 2007 the Environment Agency published a Twenty Year Strategy for Managing Environmental Infrastructure in the South East. This contained estimated costs on a sub-regional basis based on the lower levels of growth set out in the South East Plan. The report estimated that the biodiversity costs (not the whole Green Infrastructure provision) associated with this level of growth was £29.4m for South Hampshire and £32.9m for the Western Corridor/Blackwater valley sub-regions. This is significantly different from other assessments as demonstrates that the determination of green infrastructure requirements and costs is still developing. The PUSH Green Infrastructure Strategy is expected later this year. Details of the requirements for mitigation required for the Thames Heath Basin SPA, New Forest SPA and others are still emerging.

Funding

2.5.24 Funding for green infrastructure is available through a number of potential sources such as:

- Section 106 agreements
- Land management support from bodies such as natural England and the Forestry commission (Environmental Stewardship, Rural Development programme for England and Woodland Grant Scheme)
- Lottery funding e.g. Big Lottery Fund and Heritage Lottery Fund.
- Government funding e.g. the Aggregates Levy and Landfill Tax; and
- Growth Point funding.

2.6 Public Services

Waste disposal

Responsible authorities/bodies and relevant duties and responsibilities

2.6.1 Hampshire County Council and Portsmouth and Southampton City Councils are the minerals and waste planning authorities for Hampshire. The planning authorities, in joint partnership with the New Forest National Park Authority, have adopted a Core Strategy which sets out the requirements for minerals and waste planning in Hampshire. Work has begun on a Waste Plan that will identify specific sites for waste infrastructure. As the Plan evolves, the information on the locations for specific waste infrastructure will be available and can therefore be used to inform infrastructure studies.

2.6.2 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

2.6.3 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 sub-regions.

2.6.4 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 incinerated in an energy recovery facility or landfilled.

2.6.5 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 in building sustainable communities and a sustainable local economy.

2.6.6 The South East Plan and Hampshire's Core Strategy both support this direction of travel. The Plan includes a regional target for recycling rates to increase to 65% in 2025 and the Core 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.

2.6.7 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.

2.6.8 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.

2.6.9 The South East Plan states that new sites for waste infrastructure should have good accessibility from existing urban areas or major new or planned development. Therefore, a site for the storage, transfer or processing of waste within any development option, such as Strategic Development Areas, should be considered. A more specific use would need to be determined as part of the Minerals and Waste Development Framework and would be dependent on further details of the proposed development and the site or land available / proposed within it, and an appropriate Sustainability Appraisal process being applied. General policies and proposals for sustainable construction within the development, suggest that the possibility of a combined heat and power facility should be explored.

2.6.10 All of the infrastructure detailed above will be required incrementally in the period to 2020. 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

2.6.11 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.

2.6.12 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.

Libraries

Responsible authorities/bodies – duties and responsibilities

2.6.13 Hampshire County Council and the two unitary authorities Portsmouth and Southampton City Councils provide the public library service in Hampshire.

2.6.14 Hampshire County Council's Library and Information Service is responsible for the delivery and development of library and information services outside the two cities via 51 static libraries, Gosport and Winchester Discovery Centres, 18 mobile libraries, the School Library Service and the Home Library Service for residents unable to get to a library.

2.6.15 Southampton City Council is responsible for the Southampton Library Service. The service is provided through eleven static libraries and two mobile libraries.

2.6.16 Portsmouth City Council is responsible for the Portsmouth Library Service. The service is provided through nine static libraries and 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

2.6.17 The County Council published a *Library and Information Service Vision and Strategy* in Spring 2009. The document outlines the current provision of Hampshire's LIS, attempts to define the likely role and offer of libraries in the longer-term future and then focuses on what needs to be put in place over the next five years. The document is the first step, it describes the direction of LIS. Further work is already underway to develop more detailed plans for implementation.

2.6.18 In some areas this will mean new libraries, while in other cases it will mean extending and upgrading existing libraries or increasing the provision of mobile library facilities. More and more information will need to be provided virtually. It is also likely that, in smaller communities, the Library Service would look to provide a small but hard-working stock of books and information in 'library pods' in, for example, parish halls and other community facilities.

2.6.19 Having regard to existing strategies and the latest population estimates the three Hampshire library authorities have indicated that the service will develop as follows:

South Hampshire

2.6.20 Within South Hampshire (outside the two cities) the County Council considers that Eastleigh, Fareham, Havant, rural Winchester (SW) and Test Valley (Romsey/Totton) will experience the greatest pressure on the service from population growth and will be where increased library provision is most likely to be required.

2.6.21 Southampton City Council's strategy for its library service: '*Changing Libraries- Changing Lives 2005 - 2020*' seeks the following strategic deployment of the library service:

- A library within one mile of every resident
- Major branch libraries for every district centre (Shirley, Lords Hill, Woolston, Bitterne and Portswood)
- The development of community hubs, and co-location of all libraries with at least one other Council service where possible
- A library within easy walking distance or in every priority neighbourhood e.g. Thornhill Library.

2.6.22 Southampton City Council's Leisure and Culture Service has indicated that:

- All libraries in the city are 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.
- 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. The new library will be secured as a planning gain with fitting out costs from the receipts for the existing library site. None are in response to the SE Plan.
- A major heritage facility focussing on Maritime, Heritage and the Titanic is proposed for completion before 2012.

2.6.23 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. An additional library may be identified through a review of current provision.

North Hampshire

2.6.24 Aldershot Urban Extension Supplementary Planning Document identifies that Hampshire County Council will seek a satellite library, information and learning facility at AUE, possibly as part of a new community facility.

Central Hampshire & New Forest

2.6.25 The County Council considers that Andover in Test Valley and Bordon/WhiteHill in East Hampshire will experience the greatest pressure on the service from population growth and where increases in library provision are most likely to be required over the SE Plan period.

Funding

2.6.26 As outlined above, there are likely to be significant changes to the library services in Hampshire over the next twenty years. These will be driven by changes in service provision as well as a rising population. The future investment required cannot yet be calculated with any certainty.

2.6.27 For the 2006 infrastructure reports the cost of future library facilities were based on the South East Museum, Library & Archive Council's (SEMLAC) *'The South East Public Library Tariff – January 2006'*. This has since been revised by the Museums Libraries and Archives Council's (MLA) *'Public Libraries, Archives and New Development – A Standard Charge Approach'* June 2008. The benchmarks provided in that document for space standards and buildings costs indicate that the following investment levels would be required as a result of the expected new housing development in Hampshire:

Libraries and archives	Estimated Costs
South Hampshire	£19.4m
North Hampshire	£6.1m
Central Hampshire & New Forest	£7.0m
Total	£32.5m

2.6.28 The main sources of funding are central government, the Big Lottery Community Programme and the Heritage Lottery Fund, and developer contributions. The County Council has also started work on developing a public library tariff for Hampshire that will identify a standard charge figure per person in new housing. Southampton City Council has secured feasibility funding for the maritime museum identified in para. 2.6.23.

2.6.29 Given the uncertainties in future needs it has not been possible to identify any gaps in funding at this stage.

Cemeteries

Responsible authorities/bodies – duties and responsibilities

2.6.30 Local authorities are responsible for providing cemetery facilities and ensuring that a continuous supply of land is available to meet cemetery needs. Such assessments will also take into account provision associated with consecrated churchyards. The Forestry Commission, through its agency Forest Enterprise, provides woodland burial space in the region.

Implications on service/infrastructure of planned population growth

2.6.31 The requirement for cemeteries is assessed by Local Authorities with regards to their current facilities, rate of use and remaining capacity. The approach is often to extend existing facilities, which can be more efficient than providing new ones. New facilities are required infrequently and will often serve a sizeable area.

2.6.32 Examples of identified cemetery needs are:

North Hampshire

- Aldershot Urban Extension Supplementary Planning Guidance (January 2008) indicates that a cemetery of two to four hectares will be required as part of the development.

South Hampshire

- The West of Waterlooville MDA includes land allocated for a new cemetery.
- The emerging Core Strategy for Fareham Borough identifies a need for additional provision in the west of the borough, possibly at the Coldeast Hospital site.

2.6.33 Cemeteries were not considered for the 2006 infrastructure studies. The formula used by SQW for SEERA gives the following estimated costs for new cemetery land and infrastructure across Hampshire:

Cemeteries	Estimated Costs
South Hampshire	£116k
North Hampshire	£36k
Central Hampshire & New Forest	£42k
Total	£194K

2.6.34 However, these costs can be considered a significant underestimate. This is because new cemetery provision is by definition localised and inefficient. The standard charge above only sets out the apportioned cost of the total land used over the life of the Plan, while in reality the position is more complex. In some areas there may well be sufficient

existing capacity. In others, new and extended facilities will be required on a local basis. Because of these difficulties it is not thought helpful to carry forward these cost estimates to the overall Hampshire estimates.

Funding

2.6.35 As demonstrated above, new facilities are often provided as part of larger development schemes. However, it would be possible for Local Authorities to seek contributions from developers on smaller schemes. Authorities also provide additional facilities from their own resources – existing landholdings are often used. There is no current assessment of cemetery requirements across Hampshire and so no gap in funding identified.

Emergency Services

Police

Responsible authorities/bodies – duties and responsibilities

2.6.36 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 the Hampshire Police Authority and Hampshire Constabulary Policing Plan 2008-2011, as well as those set out by the Home Secretary in the National Community Safety Plan 2008 – 2011. 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

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

2.6.38 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 £13m p.a. (it currently costs £52,154,13 per annum inclusive of basic salary and organisational support overheads to employ one police officer).

2.6.39 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 where needed. In Southampton Hampshire Constabulary have planning permissions and will shortly develop a major new Operational Command Unit on the edge of the city centre. No further facilities are currently identified. It has therefore not been possible at this time to arrive at an estimate of capital costs.

Funding

2.6.40 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. As with other public services long term investment/funding is difficult to predict. Therefore it is not possible to identify whether there will be any future shortfalls in funding though future facilities are thought likely in the future.

Fire and Rescue Service

Responsible authorities/bodies – duties and responsibilities

2.6.41 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, central stores, training centre and the fleet maintenance centre
- A fleet of 235 vehicles that includes 77 front-line fire engines and a range of specialist fire vehicles and equipment.

2.6.42 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 2007/10* outlines how the Fire and Rescue Authority will organise and deliver the Fire and Rescue Service.

2.6.43 All fire and rescue services have a responsibility to identify the risks in their local communities and ensure they allocate resources to lowering those risks. Accordingly the service in Hampshire has been restructured to enable the service to respond to community risks.

Implications on infrastructure of planned population growth

2.6.44 For developments proposed within or around the urban conurbations, the service has the ability to adjust provision through adjustments to existing services, for instance by redeploying appliances from low risk areas at certain times of the day to more densely populated areas.

2.6.45 The Strategic Development Areas are likely to need additional response, i.e. new facilities. Other greenfield developments are unlikely to require new facilities, but rather changes to existing facilities.

2.6.46 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. However, planning service delivery has not yet progressed to this stage.

2.6.47 The Roger Tym report estimated that the cost of new fire stations and fire engines, in areas with no current provision, to be £115 per person.

This estimate would not provide a meaningful estimate for Hampshire where most future development will be served by changes to the existing service and so has not been used in this report.

Funding

2.6.48 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 funding is difficult to predict. Therefore it is also not possible to identify whether there will be any future shortfalls in funding.

Places of Worship

Responsible authorities/bodies and duties and responsibilities

2.6.49 Places of Worship are not normally publicly funded. Places of worship were included in the definition of infrastructure in the Proposed Changes to the South East Plan following representations at the Examination in Public.

Implications on infrastructure of planned population growth

2.6.50 Needs are likely to be determined at the local level by Hampshire authorities as they engage their communities in the Local Development Framework process. There may be requirements for additional facilities for places of worship to serve housing growth areas. It may be that there is some overlap with the requirements for additional community facilities.

Community facilities which could be used as places of worship may be secured as part of the masterplanning process for larger housing developments.

Funding

2.6.51 Funding is typically provided by private sources should facilities be required.

Prisons and Drug Treatment Centres

Responsible authorities/bodies and duties and responsibilities

Prisons

2.6.52 The Prison Service operates a number of facilities within Hampshire.

Drug Treatment centres

2.6.53 The Hampshire Drug & Alcohol Action Team (DAAT) is a multi-agency partnership, responsible for the local implementation of the Government's ten year drug strategy for 2008 - 2018: '*Drugs: protecting families and communities*'. The strategy focuses on four key areas:

- Protecting communities through robust enforcement to tackle drug supply, drug related crime and anti-social behaviour
- Preventing harm to children, young people and families affected by drug misuse
- Delivering new approaches to drug treatment and social re-integration
- Public information campaigns, communications and community engagement

2.6.54 Partnership members provide a range of services, including a mixture of mobile, in-patient and residential facilities. Similar work is carried out in Portsmouth under the Safer Portsmouth Partnership and in Southampton by the Substance Misuse Action Group.

Implications on infrastructure of planned population growth

2.6.55 There are currently no known plans for new prison facilities or drug treatment centres in Hampshire. Further research on this sector is being carried out.

Funding

2.6.56 New prison infrastructure is delivered either directly by government or by private investment via a Public-Private Partnership scheme. Drug treatment facilities are funded by a range of private, public and charitable bodies.

2.7 Utility Services

Gas and Electricity

Gas

Responsible authorities/bodies and duties and responsibilities

- 2.7.1 National Grid is responsible for transporting gas through the National Transmission System (NTS), the high-pressure system which transports gas from the import terminals to major centres of population and some large industrial users, such as power stations on behalf of the 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 (GDNs). The distribution network in Hampshire is owned and managed by Scotia Gas Networks, operating as Southern Gas Networks.
- 2.7.2 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.
- 2.7.3 The *Long Term Development Statement* for Scotland Gas Networks and Southern Gas Networks was published in October 2007. This provides a ten- year forecast of transportation system usage and likely system developments. It contains information on actual and forecast volumes, the processes for planning the development of the system and planned major reinforcement projects and associated investment.
- 2.7.4 Ofgem's final proposals for its first five-year Gas Distribution Price Controls were enacted in the networks' licences on 1 April 2008. The controls which run to 2013 allow the GDNs to spend an average of more than £1billion a year on investment in the networks nationally.

Implications on service/infrastructure of planned population growth

- 2.7.5 Southern Gas Networks Long Term Development Statement 2007 indicates that the following major (greater than £1million) Local Transmission Systems (LTS) projects are under consideration in Hampshire (all in Central Hampshire):

Project	Scope	Build
Braishfield Oftake	Plant upgrade	2008
Barton Stacey to Stoneham Lane	34Km x 1200mm steel pipeline & new PRI's	2011
Braishfield to Winterbourne Gunner uprating	Uprating pipeline from 7bar to 14 bar	2010
Barton Stacey to Bramshill	43Km x 900mm steel pipeline & new PRI	2017
Christchurch to Old Milton Hampshire	Replace 10 inch, 14 inch with various PE	2008-10

Electricity

Responsible authorities/bodies and duties and responsibilities

2.7.6 National Grid owns and maintains the high-voltage electricity transmission system in England, and operates 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 Scottish and Southern Energy group) is the company which then supplies and sells electricity to domestic, commercial and smaller industrial premises.

2.7.7 The *Long-Term Development Statement* for Southern Electric Power Distribution plc's Electricity Distribution System was published in November 2007. The statement covers the period 2006/07 to 2011/12. The purpose of the statement is to:

- Provide sufficient information that will assist existing and prospective new users who contemplate entering into distribution arrangements with the licensee to identify and evaluate opportunities; and
- Inform users of distribution network development proposals.

2.7.8 Ofgem started its fifth electricity price control review for the Distribution Networks Operators in March 2008. The review has the following three key themes:

- The environment – to ensure that DNOs have strong incentives to tackle climate change, with the price control being flexible enough to accommodate technology change and new opportunities that may arise for DNOs between 2010 & 2015.

- Customers – need to strike the appropriate balance between delivering quality of service and managing network costs.
- Networks – reduce detrimental effects on the environment e.g. low or zero emission electricity generation.

Implications on service/infrastructure of planned population growth

- 2.7.9 Scottish and Southern Energy have advised 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. This would be additional to the normal on-site costs for distribution and services.
- 2.7.10 Scottish and Southern Energy have now established a 33,000/11000 volt substation in the Hedge End area which will be able to serve the proposed Strategic Development Area. Any future connections to this substation will be charged in accordance with the apportionment rules.
- 2.7.11 Portsmouth City Council has identified as part of its evolving Local Development Framework the need for a new electricity substation at Tipner/Port Solent. In addition, there may be a need for a new cable circuit through the city to the south. A decision on this will have to be taken in the next couple of years.

North Hampshire

- 2.7.12 Scottish and Southern Energy has previously advised that in Basingstoke grid reinforcement undertaken at Churchill Way substation will add sufficient capacity to accommodate additional housing in the locality. Depending on sites chosen and the scale of development it may be necessary to reinforce or install a local 33,000/11,000 volt substation(s). The developer(s) will be charged in accordance with the cost apportionment rules.

Central Hampshire

- 2.7.13 No additional requirements for electricity supply have been identified.

Gas and Electricity Funding

- 2.7.14 Investment in both the gas and electricity industry comes from the private sector. However, Ofgem sets 'use of system' revenues for the electricity industry. The current Scottish and Southern Energy five-year plan with Ofgem for energy generation and distribution runs from April 2005 to 2010. 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.

Heat supply

Responsible authorities/bodies and duties and responsibilities

2.7.15 Heat supply has overlaps with Green Infrastructure.

2.7.16 Currently there are three key renewable heat technologies available:

- Biomass: Used in boilers or stoves or at larger scales, including Combined Heat and Power (CHP)
- Heat from waste: Used to generate heat through combustion in boilers / CHP plants or via advanced processes which produce combustible biogas. This biogas can be burnt locally to generate heat or potentially, after processing, injected into the gas grid as bio-methane. The biodegradable part of waste is classed as renewable.
- Microgeneration heat technologies: solar thermal and air or ground source heat pumps.

2.7.17 The principal targets for UK renewable energy (and related carbon reduction) include the following:

- The UK must generate 10% of its electricity from renewable sources by 2010, and it must also contribute to a binding EU target of 15% of energy consumption to come from renewable sources by 2020 (these are legally binding targets to reduce emissions of greenhouse emissions);
- To achieve a 12.5% cut in carbon dioxide and greenhouse gas emissions by 2012 from their 1990 levels under the requirements of the Kyoto Protocol;
- To reduce Carbon Dioxide emissions by 60% from their 1990 levels by 2050 (under the Climate Change Bill and the Energy White Paper 2007);
- 10% of energy requirements for new development be derived from low carbon or renewable sources (from Planning Policy Statement 1 and its Supplement);
- Increase installed capacity of combined heat and power (CHP) generation to 10,000 MW by 2010
- To reduce domestic energy consumption by 30% by 2010
- To ensure that all new homes are built to zero carbon standards by 2016.

2.7.18 The Regional targets for renewable energy are set out in the South East Plan. The following minimum regional targets for electricity generation from renewable sources should be achieved by the development and use of all appropriate resources and technologies:

Year/ timescale	Installed Capacity (MW)	% Electricity Generation Capacity
2010	620	5.5
2016	895	8.0
2020	1,130	10.0
2026	1,750	16.0

2.7.19 More specifically, the South East Plan outlines targets for installed capacity in Hampshire as follows:

Sub-region	2010 Renewable Energy Target (MW)	2016 Renewable Energy Target (MW)
Hampshire & Isle of Wight	115	122

2.7.20 The South East Plan stipulates that local authorities should collaborate and engage with communities, the renewable energy industry and other stakeholders on a sub-regional basis to assist in the achievement of the targets through:

- i. undertaking more detailed assessments of local potential
- ii. encouraging small scale community-based schemes
- iii. encouraging development of local supply chains, especially for biomass
- iv. raising awareness, ownership and understanding of renewable energy

2.7.21 The RSS reiterates the national renewable energy targets for the plan period to 2026, most notably:

- UK to meet 10% of electricity generation from renewable sources by 2010
- Increase capacity of CHP generation to 10,000 MW by 2010

2.7.22 The RSS addresses various aspects of energy efficiency and design (Chapter 11 of Section D5), but in relation to energy production it specifically encourages :

- Use of CHP and district heating in new buildings
- Photovoltaic installation
- Wind energy (onshore)

Biomass

2.7.23 The UK Biomass Strategy 2007 was developed jointly by the department of Business Enterprise and Regulatory Reform (BERR) and DEFRA with the aim of achieving optimal carbon savings from biomass, while complying with EU policies and the Biomass Action Plan. The strategy also supports existing renewable energy and climate

change targets, and facilitate the development of a competitive and sustainable market and supply chain for biomass.

2.7.24 The Environment Agency has a role in relation to biomass. This includes planning considerations the regulation of waste. The permits and consents required for developing new biomass plant vary depending on the proposal. Many organic wastes are a potential source of energy and could be used as fuel. However, biomass from waste must meet the requirements of the waste Framework Directive and, in some cases, the Waste Incineration Directive¹⁰.

Combined Heat and Power (CHP)

2.7.25 The Government has a target (set in 2000) to achieve at least 10,000MWe of installed Good Quality (generation that is energy-efficient in operation) CHP capacity by 2010. There is also a target to source at least 15% of electricity for use on the Government Estate from Good Quality CHP by 2010. The Government's Strategy for Combined Heat and Power to 2010 (Defra April 2004) sets out the framework to support the growth of CHP capacity.

Implications on service/infrastructure of planned growth

South Hampshire

2.7.26 PUSH has the following Sustainability targets:

- To achieve the highest standards of environmental sustainability in new homes and commercial buildings, with all new dwellings meeting the Sustainable Buildings Code level 6 by 2016 and commercial buildings the BREEAM Excellent rating by 2012
- To reduce dependence on fossil fuels as a primary source of energy and reduce the carbon footprint of South Hampshire, including providing 10% of energy needs in new developments from renewable sources and generating 100MW from renewable sources by 2026.

2.7.27 Having regard to the scale of housing proposed in South Hampshire, PUSH is exploring the opportunities for securing the highest level of renewable and low carbon energy that can reasonably be achieved. One possibility is the establishment of a sub-regional Energy Services Company (ESCo). Consultants have undertaken a feasibility study to consider the feasibility of such a proposal.

2.7.28 Southampton City Council has a small CHP system providing power, heating and cooling systems to key public and commercial buildings in the city. PUSH are seeking NGP funding (£450k) from DCLG towards a

¹⁰ Biomass – a renewable source of heat and power. Position Statement Environment Agency July 2005

pilot to test CHP/geothermal facilities that might be applied elsewhere in the PUSH area¹¹.

Central Hampshire & New Forest

2.7.29 The development area at Whitehill/Bordon in East Hampshire has been designated an eco-town. Here an opportunity exists to achieve a zero carbon development and thereby meet the government eco-town objective of offering “*an opportunity to design a whole town – business and services as well as homes – to achieve zero-carbon development, and to use this experience to help guide other developments across the country.*” The site is expected to be released by the Ministry of Defence (MOD) between 2011 and 2013 when the MOD plans to move its training facilities to St Athan, South Wales.

North Hampshire

2.7.30 Districts in North Hampshire are currently considering research to examine the possible application of sustainable energy sources.

Funding

CHP

2.7.31 There are a number of fiscal measures available to encourage CHP at a national level. These include:

- exemption from climate Change Levy for all Good Quality CHP fuel inputs and electricity outputs
- eligibility for Enhanced Capital Allowances (ECAs)
- Business Rates exception for CHP power generation plant and machinery: and
- Reduction in VAT on certain domestic micro-CHP installations

2.7.32 Grants are also available through the Bio-energy Capital Grants scheme run by DEFRA to support the installation of biomass-fuelled heat boilers and biomass-fuelled combined heat and power (CHP) equipment, including anaerobic digesters for heat-only or CHP.

Microgeneration

2.7.33 The Low Carbon Building Programme (LCBP) – Phase 1 is part of the UK Environmental Transformation Fund (ETF), a joint BIS/Defra fund, that provides grants for the installation of microgeneration technologies in a range of buildings including households, community organisations, public, private and the non-profit sectors. For example, householders can apply for grants of up to £2,500 per property towards the cost of

¹¹ Partnership for urban South Hampshire (PUSH) Programme of development 2007: Appendix 8 NGP Project Priorities.

installing a certified product by a certified installer. LCBP Phase 2 (providing approximately £50m of grants) is available towards public sector buildings such as local authority housing, housing association properties, schools, and buildings owned by charitable bodies. The LCBP programme is managed for BIS by the Energy Saving Trust. Applicants can receive up to £1m of grants towards the following technologies:

- Solar photovoltaic
- Solar thermal hot water
- Wind turbines
- Automated wood pellet stoves
- Ground source heat pumps
- Wood-fuelled boilers

2.7.34 Overall it has not been possible to estimate the total funding required to meet the targets for heat supply set out in the South East Plan.

Water Supply & Waste Water

Responsible authorities/bodies – duties and responsibilities

2.7.35 Water supply to Hampshire is provided by the following private water companies:

South East Water serves: Basingstoke (part), Hart and Rushmoor & East Hampshire (part).

Bournemouth & West Hampshire Water serves: New Forest National Park/District (part) & Test Valley (part).

Southern Water serves: Basingstoke (part), Test Valley (part), Winchester (part), New Forest National Park/District (part), Southampton, Eastleigh, and Fareham (part).

Thames Water serves; Basingstoke (part)

Portsmouth Water serves; Gosport, Portsmouth, Havant, East Hampshire (part), Winchester (part) and Fareham (part).

Wessex Water serves: Test Valley (part).

2.7.36 A local grid helps water companies meet demand within their own supply boundaries. In addition, there is some provision across company boundaries; for example, there is a bulk supply from Portsmouth Water company to Southern Water's Sussex North area.

2.7.37 The waste water service is provided by the following:

Wessex Water. New Forest National Park/District (part).

Southern Water. New Forest National Park (part), New Forest, Southampton, Test Valley, Winchester, Eastleigh, Fareham, Gosport, Portsmouth, Havant, East Hampshire (part), and Basingstoke (part).

Thames Water. Basingstoke (part), Hart, Rushmoor and East Hampshire (part).

2.7.38 The water industry is regulated by both Ofwat and the Environment Agency. In addition the Drinking Water Inspectorate have a role in ensuring that the quality of the water supplied to customers is "wholesome" as defined in the Water Industry Act 1991.

2.7.39 The Environment Agency (EA) controls licences for water abstraction and new sources of supply as well as for the discharge of effluent into water courses and the sea. It ensures European and UK environmental standards are met. Other drivers to investment are the need to meet customer demand, achieving supply standards such as minimum mains pressure, interruptions to supply and the maintenance of water quality.

2.7.40 The water companies have a duty to maintain the security of water supply. Every five years each company is required to produce a Water Resources Management Plan (WRMP), which considers the impacts of population and household growth and sets out how it plans to provide water to meet customer needs while protecting the environment over a

25-year period. The current round of WRMPs (2010 – 2035) have been out for public consultation during the summer 2008.

2.7.41 Ofwat sets price limits on what the water companies can charge over a five-year period, whilst protecting the standard of service to the consumer and ensuring existing and future environmental requirements are met funded by maintenance and/or improvements to infrastructure. The current charging plans for 2005 to 2010 were approved by Ofwat in 2004. The water companies have submitted their draft Business Plans for the period 2010 – 2015 to Ofwat as part of the 2009 Periodic Review of Prices for price determination in November 2009. The new prices and investment regime will then commence in 1 April 2010.

Implications on service/infrastructure of planned population growth

2.7.42 Bournemouth & West Hampshire Water has confirmed that if they can deliver all planned services without additional new installations. New developments will require new water mains and possibly require ancillary reinforcement of the network (depending on nature of the development); however, the cost of connecting properties to the network, including contributions to off-site costs, is borne by the developer.

2.7.43 Southern Water has indicated that the location of new development is vital to determining the scope of improvements required to existing assets. This is dependent on the allocation of sites through the Local Development Frameworks. Whilst additional infrastructure will be required in advance of new development the timing will depend on existing capacity at each development location. At present therefore, it is not possible to determine capital and revenue costs. If sustainability reductions are required from potential changes to abstraction licenses in the Lower Itchen SAC, then possible solutions include a desalination plant or waste water recycling.

2.7.44 Thames Water are assessing infrastructure improvements as part of their emerging Business Plan. They have however, indicated that where infrastructure is not available they may require an 18-month to three-year lead-in time for provision of extra capacity to drain new development sites. If any large engineering works are needed to upgrade infrastructure the lead-in time could be up to five years. Implementing new technologies and the construction of new treatment works could take up to ten years.

2.7.45 For this report Portsmouth Water has identified the following key infrastructure required over the next 25 years:

- Wastewater Recovery Plant at Farlington WTW, Portsdown Hill, Portsmouth (needed 2012/13).
- Winter Storage Reservoir at Havant Thicket (needed by 2020/21). The cost of this is now estimated to be £53 million.

2.7.46 In 2006 Portsmouth Water indicated 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 require reinforcement, 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).

2.7.47 South East Water has indicated that no major infrastructure developments are planned in the Hampshire region.

2.7.48 Portsmouth City Council has identified the following specific water-related infrastructure requirements (additional to that identified elsewhere in the report) as part of evolving Local Development Framework:

New pumping station	£10m
Spice Island infiltration scheme	£150,000
Cross city sewage connection to eastern interceptor	£5-15m
Separate foul and rain water	Cost unknown at present

2.7.49 A number of studies are under way or planned to help inform the water supply/wastewater treatment debate in Hampshire. These are as follows:

South Hampshire

2.7.50 Partnership for Urban South Hampshire (PUSH) commissioned an Integrated Water Management Strategy (IWMS) to assess the feasibility of the housing figures for the South Hampshire sub-region in the draft South East Plan. This followed work undertaken in 2006 by the Environment Agency with Southern Water and Thames Water for SEERA to identify locations where there was a risk that the sewage treatment works will be unable to treat the sewage from the new housing to the standards required to protect water quality (which identified a number of works including Chickenhall WWTW, Eastleigh).

2.7.51 The purpose of the strategy is to guide and inform the level and location of development, to identify a preferred high-level strategy for water management, including the general location and timing of infrastructure requirements, funding methods; and, to identify any further work necessary to implement the preferred strategy and monitor its effectiveness over the Plan period.

2.7.52 With regards to water resources the IWMS indicates that South Hampshire currently has sufficient licensed resources to meet demand. However, this is likely to change following the Review of Consents

undertaken by the Environment Agency. As a result of the likely imposed reductions in abstractions, there will be a need to find around 100ml/d new supply. This will require the development of new supply options. A shortlist of seven options has been drawn up, with an estimation that at least five will be needed at a cost of between £100 – £130 million. It should be noted that this investment is deemed necessary to meet the requirements of the Habitats Directive rather than solely to facilitate housing growth. It has however been included in this study as it is crucial in supporting housing growth.

2.7.53 In terms of waste water treatment the study indicates that only one of the 13 treatment plants will exceed its consented flow by 2026. However, the practice of demand modelling is still being developed and alternative methodologies show that up to seven of the 13 works may exceed their consented flows by 2020. Again, new housing development is just one of the factors affecting requirements. The emerging picture will be monitored in future updates to this report, but for now it seems unlikely that new waste water treatment infrastructure will be required over the next 20 years other than that already required to achieve the consents set by the EA under the Waste Water Treatment Directive.

2.7.54 The retention of water resources within catchments remains an important issue for the EA. The EA also has water quality concerns when water is taken from one river catchment and discharged into another.

North Hampshire

2.7.55 The work undertaken in 2006 by the EA with the water companies (refer to paragraph 2.6.57) also highlighted concerns in North Hampshire. It indicated that Fleet and Hartley Wintney sewage treatment works (STWs) can accommodate growth projected to 2026, but that stricter discharge consents will be required to protect water quality. Upgrades to the sewage treatment facilities will be required to protect water quality. In association to the costs of STW improvements, there may be additional capital costs for upgrading sewers and additional costs for operating enhanced treatment facilities.

2.7.56 During the assessment of STWs discharging to the River Blackwater described above, catchment problems relating to unidentified ammonia sources were encountered. Consequently, further work on the following STWs is being undertaken: Aldershot Town, Aldershot Military, Eversley Cross and Eversley (Lower Common), along with the following STWs in the Blackwater Valley: Ash Vale, Sandhurst and Camberley.

2.7.57 Basingstoke and Deane Borough Council, together with the water companies and the Environment Agency, have been undertaking a Basingstoke Water Cycle Study. The study is intended to assess the

implications from growth in and around Basingstoke. It has been conducted in two phases: the first phase assesses the strategic capacity to accommodate development in Basingstoke, looking at potential future development scenarios and assessing the capacity of infrastructure to accommodate growth; while the second phase looks at the ecology and water quality of the river Loddon and assesses whether future development will have any impact upon it.

2.7.58 Phase one of the water cycle study is complete. This indicated that development in Basingstoke can be accommodated without causing a failure of statutory environmental water quality objectives, subject to infrastructure being funded and delivered in the right place and time. However, there still remain uncertainties that Phase Two of the study will further examine, such as the current ecological status of the river. Nevertheless, Phase One demonstrated that no new water resources are required beyond those identified in company Water Resources Management Plans. In terms of wastewater treatment, future requirements cannot be fully understood until the completion of the ecology/water quality report. This will show potential phosphate levels resulting from new development and enable an understanding of the infrastructure required to mitigate this.

Central Hampshire & New Forest

2.7.59 At Andover (Fullerton) Sewage Treatment Works, modelling undertaken by the Environment Agency has identified that the works are nearing capacity. Phosphate removal at the site is already treated to the BATNEEC (Best Available Technology Not Entailing Excessive Cost). Although discharge is not made directly to a Habitats-designated site, there are signs that the discharge could be causing ecological damage to the river Test. However, it has proven difficult to separate the impact of the discharge in the river from the impact of the nearest downstream tributary, so the EA undertook additional surveys in the area during 2008.

2.7.60 Work is underway to prepare a water studying covering central Hampshire. An outline Water Cycle Study for Whitehill/Bordon has been published, setting out various options to address water infrastructure in the proposed Eco town. The study sets out indicative costs only for the purpose of examining the sustainability of each option.

Funding

2.7.61 As discussed, the standard model is for water companies to fund investment via business plans regulated by Ofwat. At this stage in the planning process it is not possible to identify costs nor consequently any funding gaps because of commercial confidentiality.

2.8 Flood Defences

There is an overlap between the consideration of flood defences and other areas, in particular green infrastructure. The work outlined in this section is subject to ongoing review and refinement and is likely to offer significant benefits for green infrastructure.

Responsible authorities/bodies and duties and responsibilities

2.8.1 The Department of Environment Food and Rural Affairs (Defra) has overall policy responsibility for flood and coastal erosion risk in England. Defra funds most of the Environment Agency's flood management activities in England. It provides grant aid on a project-by-project basis to the other flood and coastal defence operating authorities (local authorities and internal drainage boards) to support their investment in capital improvement projects for managing flood and coastal erosion risk. The strategy *Making space for water* takes an holistic approach to management of risk from all forms of flooding (river, coastal, groundwater, surface run-off and sewer) and coastal erosion, to help deliver sustainable development.

2.8.2 The Environment Agency is the lead organisation for all flood risk management. Management of coastal erosion risk rests with local authorities under an Environment Agency strategic overview. The Environment Agency is responsible for:

- Managing and quality assuring the production of all Shoreline Management Plans
- Assessing all risk, prioritising risk management programmes, allocate and managing Government funding for work programmes.
- Ensuring the effective procurement, delivery and future management, operation and maintenance of all capital works (local authorities propose and deliver work on the ground, where they have the skill and expertise to do so effectively, under the Environment Agency's strategic oversight).

2.8.3 The framework relating to flood and coastal erosion risk management is set by Shoreline Management Plans (SMPs), Coastal Defence Strategies (CDS) and Catchment Flood Management Plans (CFMPs).

2.8.4 SMPs are high-level, non-statutory, policy documents planning the future management of the coastline and coastal defences over the next 100 years. The Hampshire coast is currently covered by three SMPs: Poole and Christchurch Bays SMP, Western Solent and Southampton Water SMP and the East Solent and Harbours SMP. They will be superseded by the Poole & Christchurch Bays SMP II and the North Solent SMP II which will cover the entire Hampshire coast. The draft

SMP IIs are due to be published in November 2009 and early 2010 respectively. The Hampshire coast is also largely covered by a number of Coastal Defence Strategies (CDS). The CDSs cover much smaller sections of the coast (e.g. Portchester to Emsworth); they review the strategic coastal defence options recommended by the SMP for each management unit in more detail and determine whether the SMP options have to be revised.

2.8.5 CFMPs are developed by the Environment Agency. The main aims of CFMPs are to:

- Understand the factors that contribute to flood risk within a catchment; and
- Recommend the best ways of managing the risk of flooding within the catchment over the next 50 to 100 years. There are three CFMPs in Hampshire: South East Hampshire CFMP, Test and Itchen CFMP and New Forest CFMP.

Implications on infrastructure of planned population growth

South Hampshire

2.8.6 A study undertaken by the PUSH authorities and the Environment Agency in 2006¹² indicated that, based on the current SMP and Coastal Defence Strategies, that between 2006 and 2026 there would be an increase of properties at risk from tidal flooding, and a requirement for £250 million or more, to fund defense of existing settlements (and potentially new properties). This remains the most up-to-date assessment of coastal defence costs. The breakdown in costs (£millions) are as follows:

Local Authority	Cost
Havant Borough Council	£59m
Portsmouth City Council	£166m
Gosport Borough Council	£1m
Fareham Borough Council	£13m
Southampton City Council	£6.5m
Eastleigh Borough Council	£4.5m
New Forest District Council	Not known
Total	£250m

2.8.7 Since the 2006 study PUSH and the Environment Agency have undertaken a Strategic Flood Risk Assessment (SFRA) for South Hampshire. This is available as a web-based tool to assist all PUSH authorities in developing their Local Development Frameworks (LDFs), and in

¹² South East Plan: Flood Risk and PUSH Housing Figures – Joint Report May 2006.

decision-making for individual planning applications. The SFRA mapping tool has been used by PUSH to help plan for adaptation to the potential impact of climate change-related flood risk. PUSH is proposing to work on the development of an effective policy protocol that will enable sites within flood risk locations in the cities to be taken forward on an exceptions basis. In such locations there remain issues to be resolved on the standard, design and funding of flood defences that will be needed to protect existing and new development from the risk of flooding. PUSH will be working with the Environment Agency to resolve these issues, including agreement on how best to supplement mainstream funding for flood defences with development contributions or the proposed Community Infrastructure Levy.

Central Hampshire and North Hampshire

2.8.8 Strategic Flood Risk Assessments have been prepared by authorities outside the PUSH area to help manage and reduce flood risk. In some areas there may be a need for additional infrastructure to respond to other forms of flood risk (fluvial/groundwater). This will be determined at the local level, through Water Cycle Studies and other evidence gathered for each Local Development Framework.

Funding

2.8.9 Current government funding for management of flood and coastal erosion risk nationally is as follows:

	2008-09	2009-10	2010-11
Grant to EA*	251m	258m	279m
Grant to all operating authorities**	308m	334.5m	400m
Total	559m	592m	679m

* Grant to EA (resource): Defra resource grant to the EA spent on the agency's own non-capital activities to manage flood risk e.g. on maintenance of defences, operational costs etc.

** Grants to all operating authorities: defra capital grant to support capital improvement projects to reduce flood and coastal erosion risk undertaken by the Agency itself, local authorities, and internal drainage boards.¹³

2.8.10 As the above table indicates, overall funding for flood defences is limited nationally compared to the schemes identified locally by the local authorities, with the total estimated cost of potential works continuing to exceed central government funding. Given the uncertainty over future levels of public expenditure, it is likely that there will be a

¹³ Defra webpage <http://www.defra.gov.uk/enviro/fcd/policy/funding.htm>

shortfall in funding for flood defence works. However, at present it is not possible to quantify the likely funding gap.

2.8.11 However, in cases where flood defences are needed to allow a development to proceed, local authorities such as Portsmouth City Council require that the developer must fund the provision or provide the necessary defences directly. Responsibility for the flood defences is then passed on to the City Council with a commuted payment for maintenance for 25 years. If responsibility for the defences is not passed on to the Council then the developer is required to demonstrate that adequate maintenance measures are in place¹⁴.

¹⁴ Portsmouth City Council Planning Obligations Draft Supplementary Planning Document March 2008

3. Funding

- 3.1 The provision, funding and phasing of infrastructure is of vital importance. The previous section has outlined the evolution of the relevant provisions in the South East Plan. This section will discuss the funding of infrastructure, and the timetable for and sources of, funding.
- 3.2 A description of the regulatory and delivery regimes is contained within the narrative for each infrastructure sector. Some will be funded by the infrastructure providers themselves, for example water infrastructure through supply charges to customers. However, much will have to compete for what the OECD have identified as “insufficient public funding available in the UK to satisfy the competing demands for improving and expanding existing infrastructure”¹⁵. There is therefore increasing interest in identifying improved arrangements for the funding of infrastructure provision.

Changes to infrastructure planning arrangements

- 3.3 The Planning Act 2008 contained an emphasis on infrastructure provision, both for nationally significant projects and the planning and funding of local infrastructure through the proposed Community Infrastructure Levy.

PPS12

- 3.4 *Planning Policy Statement 12: Local Spatial Planning (PPS12)* was published in June 2008. It includes requirements for infrastructure planning to support emerging Core Strategies, including details on needs, phasing, funding and responsibilities for delivery. PPS12 acknowledges that the budgeting processes of different agencies may mean that less information may be available when the Core Strategy is being prepared than may be ideal. Where infrastructure is critical to the delivery of the spatial strategy then the test is whether there is a reasonable prospect of provision, and what contingencies may be necessary where provision is uncertain.

The South East Plan

- 3.5 The approach set out in the South East Plan is to make the scale and pace of development dependent on sufficient capacity being available in existing infrastructure to meet the needs of new development. Where this cannot be demonstrated, the scale and pace of development will be dependent on additional capacity being released through demand management measures, better management of existing infrastructure or the provision of new infrastructure. Where

¹⁵ *Unlocking City Growth – Interim Findings on New Funding Mechanisms* Core Cities Group and PW Coopers, July 2008.

new development creates a need for additional infrastructure, a programme of delivery should be agreed before development begins.

- 3.6 The sub-regional policies of the South East Plan reflect differing approaches to the provision of infrastructure. The South Hampshire sub-regional strategy contains reference to an Implementation Agency to coordinate development and infrastructure provision, and to the use of the Regional Implementation Plan and Annual Monitoring Report to ensure that economic growth, the rate of house-building and progress with the delivery of infrastructure remain in line. The Western Corridor and Blackwater Valley sub-regional strategy identifies relevant infrastructure and the need for more detailed investment and implementation programmes.

Funding Alternatives

- 3.7 The previous section examines each infrastructure service provider in turn, looking at the likely challenges each will face over the period of the Plan, and focusing on the implications of housing growth for that service. The funding source is identified in each case. However, as outlined above, there are problems with the funding and phasing of infrastructure provision. Government funding tends to follow increases in population, and it can take some time for sufficient contributions to be collected from developers towards infrastructure that may well be required at an early stage.
- 3.8 Much has been made, both nationally and locally, of infrastructure failing to keep pace with the development of new housing. Where this is the case the funding gap can be considerable. Public funding of infrastructure will be part of the solution. Contributions from development gains will continue play a significant part, while measures to achieve the forward funding of infrastructure are emerging.

Developer contributions

- 3.9 Circular 05/05 gives particular emphasis to pooling of contributions to finance larger pieces of infrastructure, and also the use of formula and standard charge approaches. The latter is vital for simplicity, to provide certainty, and to enable a contribution to be levied on every individual property built, rather than just the larger development schemes. This resolves the problem of smaller schemes, which collectively contribute to the burden on strategic infrastructure making no contribution towards provision. Many authorities have produced policies for capturing development gains from smaller sites.
- 3.10 Throughout this report reference is made to developer contributions, either as the provision of free land for on-site facilities or cash contributions. The Government proposes to reform the capture of development gains by the introduction of the Community Infrastructure Levy (CIL). The intention is that it will generate additional funding for

new infrastructure, alongside scaled-back Section 106 payments. Draft regulations have been published for consultation, setting out the Government's proposals for how the amount is to be determined, how the money is to be collected, and what infrastructure the levy can be applied to. Local Development Documents will then set the actual charge, which could vary from area to area.

Forward funding

- 3.11 Options for forward funding include the Hampshire Authorities themselves, private banks, SEEDA, prudential borrowing, local asset-backed vehicles, and the Homes and Communities Agency (HCA). The HCA have published a draft joint protocol on Housing and Regeneration with the Local Government Association and Department for Communities and Local Government, offering to support the provision of infrastructure and develop new approaches to delivery.
- 3.12 There are a number of funding sources that need to be explored - Growth Point funding, Government Agency grants (e.g. Environment Agency funding for flooding defences), Regional Infrastructure Fund (in operation in the South West region and being introduced in the South East). The proposed Business Rate Supplements could also be of significance for Hampshire. There are other private sources that could be explored.
- 3.13 A number of major regional cities such as Leeds and Manchester (the "Core Cities Group") have concluded that the levels of investment likely to be secured from current proposals including Community Infrastructure Levy and Business Rate Supplement may not be sufficient to meet funding needs and that a wider range of financial mechanisms will be required. They are currently considering promoting options, based on US practice of Tax Increment Funding (which involve the agreement, with central government, for the retention of local tax revenues, business rates and other income to support growth). Private sources of funding including investment bonds are another possibility – these may offer greater flexibility than public sources such as the Regional Infrastructure Fund. In some cases, for example very large sites, it may be possible to negotiate for the developer(s) themselves to forward-fund the infrastructure.

Sub-regional / Joint planning

- 3.14 As with the 2006 studies, this work has attempted to capture a broad overview of the *total* non-transport infrastructure requirements. Much of the non-transport infrastructure (such as local GP surgeries) could be considered not sub-regionally significant. However, the housing growth they collectively facilitate is. Another argument for considering these requirements on a sub-regional basis is that in some cases there may be the potential for economies of scale to be delivered in procurement.

- 3.15 Important issues include the extent to which the provision of infrastructure is co-ordinated between Hampshire Authorities, and the mechanism for doing so.
- 3.16 In the South Hampshire sub-region, PUSH is developing a common approach to infrastructure funding. The Multi-Area Agreement (MAA) signed by PUSH contains a proposal to develop an Infrastructure Delivery Partnership (IDP) for South Hampshire to manage the provision of infrastructure to support growth. This enables co-ordination of funding bids and suggests it will be possible to pool funds and developer contributions, though this has yet to be agreed by the PUSH authorities. Co-operation in the rest of Hampshire is less formal, but the emerging Thames Basin Heath SPA Delivery Framework is one example of a co-ordinated approach.

4. Conclusions

- 4.1 Ensuring the timely provision of infrastructure is a key aim of the Hampshire authorities and regional and sub-regional groups such as South East Counties Leaders (SECL) and the Partnership for Urban South Hampshire (PUSH). This is because there is a widespread perception that infrastructure has in the past failed to keep up with the growth in housing and other developments. Recognising the importance of infrastructure and to help inform the South East Plan Examination in Public, the first reports for South and North Hampshire on critical non-transport infrastructure were prepared in 2006/07. This second report, now covering the whole of Hampshire, has sought to update those initial findings in order to assist local authorities with their evidence base for the preparation of LDFs, and inform the review of the South East Plan.
- 4.2 The report brings together all the information that is currently available and as such provides the best available background evidence that is available at the strategic level. As the Government recognises in PPS12, many service/infrastructure providers are still not in a position to be able to provide more detailed or comprehensive information at this stage in the planning process i.e. until the location and scale of development becomes known through the emerging Local Development Frameworks. There is also a continuing issue regarding the differing planning timescales for infrastructure providers, many of which are much shorter than the 20-year timescale for the South East Plan. Finally, not all of the services included in the definition of infrastructure in the Proposed Changes to the South East Plan have an overarching service provider who is in a position to assess need.
- 4.3 Therefore it should be recognised that orchestrating the variety of organisations' plans and funding arrangements will be difficult, and the results may not be perfect. Nevertheless, good information on needs and requirements has been provided for many sectors. One thing which is clear, even from the partial information obtained during this study, is that the scale of the infrastructure deficit is very considerable. Uncertainty remains in many respects over the scale, extent and nature of future government funding. This has been further complicated by the current economic situation which has led to further doubt over the Government's ability to adequately fund infrastructure requirements. Similarly, current experience is showing that the private sector's ability to fund and deliver lengthy lists of infrastructure projects is much reduced and is likely to remain so in the short term.
- 4.4 Turning to the private utility companies (power and water) a particular tension remains between the regulators' function of protecting the interests of the consumer whilst ensuring that sufficient investment for infrastructure is approved. This may become more of an issue in the

light of the recent rises in consumer energy costs. In addition the investment plans/programmes of the utilities are not necessarily well aligned to the time horizons of the South East Plan; for example, the gas and electricity industries price control reviews (and investment plans) are over five-year periods as opposed to the 25-year South East Plan period.

- 4.5 What is clear from this study therefore, is that new funding streams will need to be identified to help deliver the necessary infrastructure over the South East Plan period. In turn this will require innovative policy mechanisms and approaches to be devised and tested through the South East Plan review and LDF examination processes. Examples of what is possible are starting to emerge through the tariff approach being set in Milton Keynes and elsewhere (though the introduction of CIL may have implications for this) and the discount-clawback approach being implemented by the London Thames Gateway Development Corporation.
- 4.6 Nonetheless, in view of the sheer scale of the infrastructure requirement, the essential message to policy and decision-makers and developers alike remains that new development must, at the very least, 'consume its own smoke' in terms of infrastructure delivery if the existing situation is not to be exacerbated; certainly in the short term. In the medium to longer term, Policy CC7 of the South East Plan, supplemented by LDF policies as they become adopted, will provide the necessary policy basis for the consideration of whether, when and in what form new development should be allowed to proceed in relation to the provision of the infrastructure necessary to serve it.

Appendix 1. Sub-regional estimates

Services for which cost estimates are updated for this study

Infrastructure		South Hants	North Hants	Central Hants
Local Authority Services				
Education	Primary Schools	£146m	£123m	£105m
	Secondary Schools	£115m-129m	£104m	£58m-82m
Public Services	Libraries	£19.4m	£7.0m	£5.9m
Other Services				
Affordable Housing	RSL finance	£1.43bn	£576m	£488m
	Land value	£998m	£403m	£342m
	Additional funding	£370m	£144m	£122m
Education	Nursery - Public	£6.2m	£2.2m	£1.9m
	Nursery - Private	£8.3m	£3.0m	£2.5m
Social Infrastructure	Social and community facilities	£5.6m	£3.4m	£1.7m
Utility Services	Water supply, waste water treatment	£168m-£208m	Insufficient detailed information.	

Services for which cost estimates are unchanged or which have been prepared on a Hampshire-wide basis using the same methodology as the 2006/2007 studies

Infrastructure		South Hants	North Hants	Central Hants
Local Authority Services				
Health	Health Centres and GP Surgeries (part)	£13.8m	£5.0m	£4.2m
Social Infrastructure	Sports Centres and swimming pools	£20.8m	£7.5m	£6.3m
	Open spaces, parks and play space	£46.5m	£16.7m	£14.2m
Other Services				
Flood Defences		£250m+	Insufficient detailed information.	

Notes

Further details are given in each service area narrative.

Costs

All costs are taken from the source material. Due to the very broad estimates included in this report, no attempt has been made to anticipate future increases in cost or include a general indexing allowance.

Flood defences, water supply and waste water treatment

For flood defences, waste water supply and waste water treatment it has been possible to place a broad estimate of the likely costs in the South Hampshire Sub-region. It is not considered there is sufficient detailed information to produce similar estimates in Central and North Hampshire. This is in the process of being determined at the local level, through Water Cycle Studies and other evidence gathered for each Local Development Framework.

Affordable Housing

The majority of affordable housing costs are borne by landowners, housing developers and affordable housing providers. The value of land entered in this summary table refers to the cost incurred by developers of larger housing schemes in providing serviced land for affordable housing. This is assumed to be provided free of charge to affordable housing providers under a section 106 planning agreement.

The estimate for RSL finance refers to the amount of borrowing raised on the open market by affordable housing providers to invest in the provision of new affordable housing.

The estimate for additional finance refers to funding required to deliver a proportion of social rented housing in line with targets in the South East Plan. The finances of each scheme varies, and subsequently the mixture of public and private investment required to deliver it.

Appendix 2. Dwelling and population projections, by Local Authority

Estimates of dwellings based on housing requirements in the South East Plan, with population projections based on the most recent estimates.

Basingstoke	2006	2011	2016	2021	2026
Dwellings	66,967	71,693	76,418	81,143	85,868
Population	157,990	165,543	171,933	178,357	185,183
East Hampshire	2006	2011	2016	2021	2026
Dwellings	46,749	48,100	52,000	56,275	57,450
Population	111,147	111,833	118,415	125,731	125,907
Eastleigh	2006	2011	2016	2021	2026
Dwellings	50,181	53,182	55,816	58,106	61,261
Population	119,353	123,997	127,172	129,762	134,930
Fareham	2006	2011	2016	2021	2026
Dwellings	45,808	47,507	49,607	54,077	59,537
Population	109,000	110,610	113,026	121,452	132,406
Gosport	2006	2011	2016	2021	2026
Dwellings	34,930	36,130	36,630	37,030	37,430
Population	79,519	80,310	79,264	78,315	77,764
Hart	2006	2011	2016	2021	2026
Dwellings	35,845	36,944	38,044	39,144	40,244
Population	87,902	88,687	88,952	89,286	89,877
Havant	2006	2011	2016	2021	2026
Dwellings	51,310	53,109	56,059	56,834	57,609
Population	115,907	117,054	120,981	120,061	119,558
New Forest	2006	2011	2016	2021	2026
Dwellings	77,432	78,682	79,832	80,702	81,572
Population	172,033	170,873	168,884	166,629	165,034
Portsmouth	2006	2011	2016	2021	2026
Dwellings	84,751	89,400	92,350	95,900	99,450
Population	191,995	198,423	199,686	203,024	207,170
Rushmoor	2006	2011	2016	2021	2026
Dwellings	37,930	39,479	41,029	42,579	44,129

*Hampshire Community Infrastructure Study
November 2009*

Population	93,858	95,959	97,495	98,882	100,727
Southampton	2006	2011	2016	2021	2026
Dwellings	98,049	103,148	107,148	110,748	114,348
Population	223,546	228,535	230,561	232,682	235,629
Test Valley	2006	2011	2016	2021	2026
Dwellings	47,282	49,456	52,356	55,256	57,291
Population	112,285	114,993	118,608	122,224	124,162
Winchester	2006	2011	2016	2021	2026
Dwellings	47,079	49,853	55,194	58,314	61,319
Population	112,890	118,111	128,606	133,285	137,666
Hampshire	2006	2011	2016	2021	2026
Dwellings	724,313	756,683	792,483	826,108	857,508
Population	1,687,425	1,724,928	1,763,583	1,799,690	1,836,013

Notes

All figures as per the South East Plan.

Hedge End SDA is apportioned 2/3 Eastleigh 1/3 in Winchester, in accordance with HCC officer assessment.

All phasing from the South East Plan EiP panel recommendations, with the exception of SDAs

Phasing for SDAs taken from January 2008 HCC officer assessment.

Phasing for East Hampshire includes 5,500 dwellings at Whitehill Bordon, phasing as per EHDC advice.

Population change by sub-region, 2006-2026

Based on strategic housing requirements set out in the final South East Plan, May 2009.

Population by sub-region

	2006	2011	2016	2021	2026
Central Hampshire	371,504	376,107	385,505	394,958	397,544
South Hampshire	1,000,234	1,022,952	1,044,227	1,062,948	1,087,653
Western Corridor	315,687	325,869	333,851	341,784	350,816
Total Hampshire (incl. Portsmouth and Southampton)	1,687,425	1,724,928	1,763,583	1,799,690	1,836,013

Change in Population by sub-region

	2006-11	2011-16	2016-21	2021-26	2006-2026
Central Hampshire	4,603	9,398	9,453	2,586	26,040
South Hampshire	22,719	21,275	18,720	24,705	87,419
Western Corridor	10,181	7,982	7,933	9,032	35,129
Total Hampshire (incl. Portsmouth and Southampton)	37,503	38,655	36,107	36,323	148,588

Source: <http://www3.hants.gov.uk/planning/factsandfigures/population-statistics/long-term-proj.htm>

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Appendix 4 Contacts and Contributors

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