

Haven Gateway Integrated Development Programme

Executive Summary

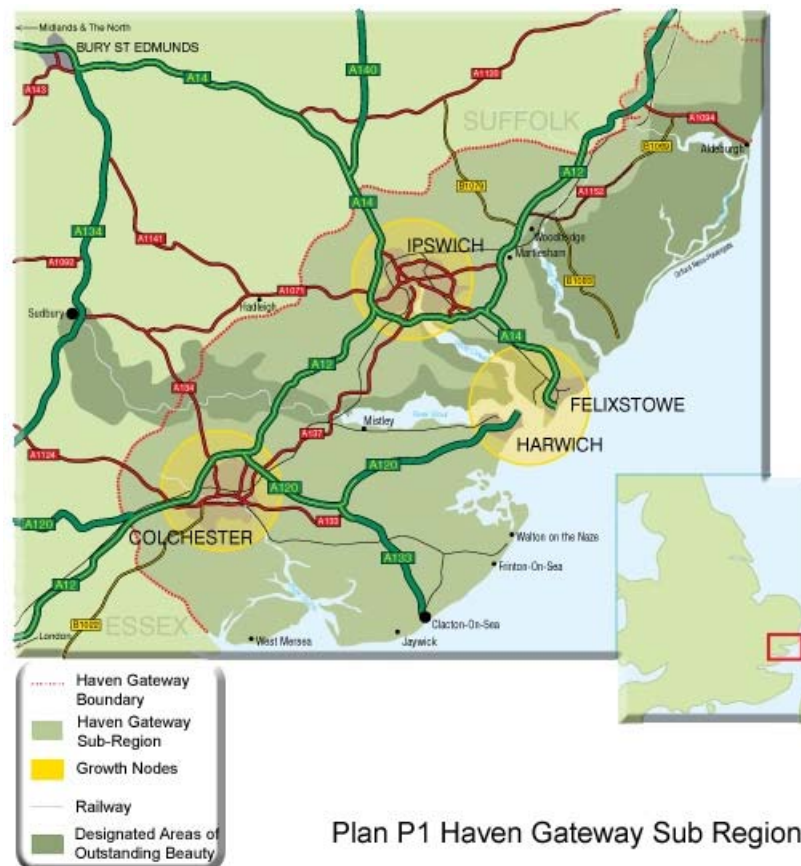
December 2008

Executive Summary

1. This document presents the Integrated Development Programme (IDP) for the Haven Gateway Sub-Region. It provides a single delivery plan for capital-led investment which will allow for appropriately phased development in the period to 2021 and, indicatively, beyond. It is drafted with a view to the medium-long term, and our strong belief is that its delivery must be sustained despite the current “credit crunch” and economic downturn. If this can be achieved, then the IDP will contribute materially to realising the aspirations and targets for the Haven Gateway, as set out in both the new Regional Economic Strategy and Regional Spatial Strategy.

Context for growth in the Haven Gateway

2. The Haven Gateway is identified in the East of England Plan as one of four areas in the region for which the “*coherence and particular nature of the issues and responses justifies sub-area treatment*”. As well as the Key Centres for Development and Change of Ipswich and Colchester, the sub-region is defined in relation to the internationally-significant Haven Ports (principally Felixstowe, Harwich and Ipswich), its market and coastal towns, and its high quality rural hinterland. The East of England Plan explains that the Haven Gateway “*has substantial potential to develop further as a major focus for economic development and growth*”.



Plan P1 Haven Gateway Sub Region

3. Between 2001 and 2021, provision is made for the delivery of 65,100 net additional homes across the six local authority districts which are wholly or partially within the Haven Gateway. Policy H2 from the East of England Plan states that region-wide, 35% of homes coming forward through planning permissions granted after the publication of RSS (May 2008) should be affordable. Additionally, the sub-region has committed to making provision for delivering some 50,000 net additional jobs. By the end of the plan period of the East of England Plan (2021), it is anticipated that the resident population of the Haven Gateway sub-region (all districts) will have grown from 700,000 to 800,000 people – an increment of almost 15%.
4. It is partly because of its willingness to sign up to growth on this scale – and partly because of its substantial underlying economic potential – that the Haven Gateway is identified within the new Regional Economic Strategy as one of the East of England’s principal “Engines of Growth”.
5. Within this context, the Vision that local partners have developed for the Haven Gateway is to deliver

A high quality environment for its residents, workers and visitors by capitalising on its location as a key gateway, realising its potential for significant sustainable growth, addressing its needs for economic regeneration, creating an additional focus for growth of hi-tech, knowledge-based employment and protecting and enhancing its high quality, attractive and natural assets.

Progress to Date

6. During the early part of the current decade, the sub-region outperformed other sub-regions in terms of housing completions.

Table 1: RCE Housing Targets and Completions by sub region (at March 2007)

City	Proposed RSS target 2001-2021	Annual RSS target 2001-2021	Completions 2001-2007	Average annual completions 2001-2007	Revised residual annual target 2008-2021	Delivery against original annual target (+/-)
Luton (inc. Dunstable, Houghton Regis, Leighton Buzzard and Linslade)	26,300	1,315	5,312	885	1,499	-184
Peterborough (UA only)	25,000	1,250	4,869	812	1,438	-188
Southend (inc. whole districts of Castle Point and Rochford)	15,100	755	4,949	825	725	+30
Haven Gateway (inc. whole districts of Colchester, Ipswich, Babergh, Mid Suffolk, Suffolk Coastal and Tendring)	65,100	3,255	20,566	3,428	3,181	+74

City	Proposed RSS target 2001-2021	Annual RSS target 2001-2021	Completions 2001-2007	Average annual completions 2001-2007	Revised residual annual target 2008- 2021	Delivery against original annual target (+/-)
Norwich (inc. whole districts of Broadland and South Norfolk)	37,500	1,875	9,304	1,551	2,014	-139
Total	169,000	8,450	45,000	7,501	8,857	-407

7. However over the last year – as the effects of the credit crunch have started to bite – progress in the Haven Gateway (as elsewhere) has slowed. With regard to the delivery of affordable housing units, the sub-region is well behind the indicative target.
8. In employment growth terms, the picture is complex. The target of 50,000 net additional jobs to be created by 2021 has always been recognised as challenging. Although the derivation of accurate and consistent jobs numbers is fraught, the evidence suggests that during the early years of the plan period (2001-2007), the Suffolk part of the Haven Gateway area was somewhat ahead of the target (established for monitoring purposes) whilst the Essex portion was behind.
9. Data with regard to jobs numbers, however, provide only one perspective on economic performance, particularly if this is understood within the wider context provided by the new Regional Economic Strategy. The message from other indicators – particularly those that provide some sense of future prospects – is less sanguine. Business start-up rates – both as a proportion of stock and per head of resident working age population – are lower in the Haven Gateway than across the East of England as a whole. Although there are variations within the Haven Gateway, the proportion of both knowledge intensive businesses and employees is below the regional average. Crucially, qualification levels amongst the resident working age population at level 4 (degree level) and above are also some way adrift. Addressing these economic challenges must be the priority going forward.
10. All of this presents some stark messages, particularly in the context of a macro-economic climate that is becoming increasingly difficult. For the UK as a whole, IMF (October 2008) anticipates a decline in GDP in 2009, with growth resuming in 2010. Sustaining growth in this context presents real challenges. However, our horizons are to 2021 and beyond, and it is in this longer term context that the IDP has been developed.

Realising the Vision

11. In order to realise our Vision – and to achieve the housing and employment growth targets set out in the East of England Plan over the period to 2021 *and* to contribute materially to realising the ambitions set out in the new RES – it will be necessary to harness the Haven Gateway’s assets in a consistent, ambitious and sustainable way. A number of important weaknesses and constraints must also be addressed.
12. As we have already seen, overall, the Haven Gateway is, at best, mid ranking in terms of the strength of its economy: per capita GVA is lower than elsewhere in the region, as are the

skills of its resident population, rates of entrepreneurship and composite measures of overall competitiveness. Rates of housing completion are currently quite weak, while affordable housing has been delivered at rates which are some way adrift from the regional average.

13. However the Haven Gateway has important assets that need to be used effectively and well: Adastral Park is home to one of the UK's largest concentrations of research excellence; Ipswich and Colchester are medium-sized cities with a clear sense of purpose; and within the sub-region, there is growing provision of further and higher education (which is, finally, addressing a significant historic deficit). The Haven Gateway also benefits from outstanding global connectivity: the Haven Ports form one of the UK's most important international gateways, connecting the East of England to the global economy, and the importance of rail links to London should not be underestimated. Additionally – with Dedham Vale and the Stour Estuary, and some world class cultural assets – the Haven Gateway provides a “quality of place” that is genuinely outstanding.
14. In the light of challenges and opportunities of this nature – and in seeking to effect the sustained transition to which the area has pledged – there will be a need for substantial investment in the Haven Gateway; the vast majority of this will derive from the private sector. However in seeking to deliver the ambitious Vision, the public sector also has a key role to play; it must address key market failures (including in relation to investor confidence), respond to key challenges with regard to social equity, and respond to (and mitigate) the possible environmental impacts of growth. It must also create the conditions in which – over the medium term – rapid population and economic growth can take place effectively, sustainably and well, while conserving the “quality of place” that defines the Haven Gateway sub-region.

Priorities for capital investment

15. By working together to prepare this Integrated Development Programme, partners within the Haven Gateway have identified – and will continue to identify – what we believe to be the critical investments that will be required to unlock, facilitate, generate and sustain growth which is consistent both with the delivery of the overall Vision and the attainment of targets which are acknowledged to be challenging.
16. Specifically, partners have identified a series of Investment Packages. By way of introduction, these are listed below (in no particular order):

Thematic Packages

- Transport
- Green infrastructure
- Tourism and culture
- Housing
- Skills.

Spatial Packages

- IP-One – with a spatial focus on central Ipswich
- IPA-East – a spatial focus on the eastern part of the Ipswich Policy Area, which includes Adastral Park (InnovationMartlesham)
- North Colchester
- East Colchester
- Colchester Town Centre
- Haven Gateway Coastal Towns.

Long Term Investment Package

- Maximising our potential for further sustainable growth.
17. The first five Packages are Thematic. These are not locationally specific and their impacts should benefit the whole of the sub-region. All of the Thematic Packages require further work. Critically, the Haven Gateway Transport Board has agreed to progress the transport package, recognising that the core themes within the Package have strong resonance with the priorities identified in the Regional Economic Strategy and the arguments marshalled by the Eddington Study¹. The Green Infrastructure Package draws heavily on the Haven Gateway's Green Infrastructure Strategy. The Culture and Tourism Package also has a draft strategy which draws together various strategic ambitions from across the Gateway. Both have dedicated working groups that will ensure a joined up and consistent focus is maintained going forward.
 18. The next six packages are Spatial. They relate to coherent geographical areas with significant economic and housing growth potential. The development of all six Spatial Packages has been led by the relevant local planning authority(ies). Five of the six have been advanced as costed and prioritised delivery plans which are fully aligned with, and informed by, Local Development Frameworks in terms both of the scale of ambition and the timescale for its delivery. The sixth – Haven Gateway Coastal Towns – is robust in its ambition, but it requires further work due primarily to later completion of the relevant LDFs.
 19. The final Package is longer term in nature and is intended to position the Haven Gateway to take forward future growth in the most sustainable way possible. It principally consists of studies at this stage and hence relates to developments that will take place primarily in the latter part of the planning period; hence as yet, some of the details remain sketchy.

¹ *The Eddington Transport Study: The case for action – Sir Rod Eddington's advice to government*, December 2006

How the packages will help to realise opportunities and address constraints to sustainable growth within the Haven Gateway

20. All of the Packages have been developed following the identification of – and in response to – clearly evidenced opportunities for and constraints to sustainable economic and/or housing growth. In summary terms, Table 2 below distils thirteen key challenges and opportunities that have been identified and evidenced in relation to the Haven Gateway’s growth ambitions, and the implications that follow; it then flags how the challenges and opportunities are being addressed/captured through priority interventions within the different Packages. In highly summarised form, Table 2 therefore provides a programme-level logic chain for the Haven Gateway IDP as a whole.

Table 2: Summary logic chain for the Haven Gateway IDP

Challenge/Opportunity	Implications	How the Haven Gateway IDP responds
a. GVA growth across the whole of the Haven Gateway is projected to be lower than the regional average and there is a concern that – left to its own devices – economic growth will focus on low wage/low skill activities.	There is a clear need to nurture higher value-added activities with a strong knowledge component, building on the knowledge-based assets of Haven Gateway.	<p>Four spatial packages have a strong focus on the scope and potential of the knowledge economy, and have identified priority interventions in response:</p> <ul style="list-style-type: none"> • IP-One – with a focus on UCS • IPA-E – based around Adastral Park (InnovationMartlesham) • East Colchester – with strong links to the University of Essex and its proposed Research Park • Colchester Town Centre – with a focus on the creative industries. <p>The Skills thematic package acknowledges the major new investments being made at Colchester Institute and Suffolk New College that seek to support the growth of local knowledge based businesses.</p> <p>The Long Term Package also includes proposals aimed at improving targeted economic development support to ensure the most advantageous take up of employment development opportunities being created through the spatial packages.</p>
b. Skills levels across the Haven Gateway are relatively poor and in some areas, they are seriously weak.	A wide-ranging response is needed and a capital investment plan can only be part of the answer. Extending the provision of HE/FE is one key dimension.	<p>Interventions concerned directly with the skills of local people are identified in several of the spatial packages:</p> <ul style="list-style-type: none"> • IP-One – including the Phase II and III expansion of UCS, the Knowledge Innovation Hub and Suffolk New College • IPA –East and increased working between BT and the HE sector • East Colchester – Development of University of Essex. <p>Additionally, a Thematic Package focusing on skills has been identified with key priorities in relation to increasing the proportion of the population with level 4 skills and above and reducing the proportion with no qualifications.</p>

Challenge/Opportunity	Implications	How the Haven Gateway IDP responds
c. Currently, the area performs poorly on metrics of enterprise / entrepreneurship. In this context, there may still be a shortfall in relation to the supply of premises for business start-ups.	The Haven Gateway needs actively to foster an environment of entrepreneurship. Provision for homeworking may be one part of this but there is also a need for more business incubator facilities.	<p>Investments aimed at encouraging higher rates of business start-up and survival are embedded in several of the spatial packages:</p> <ul style="list-style-type: none"> • IPA-E – including the development of InnovationMartlesham (Suffolk Innovation Park) • IP-One – where new mixed use developments offer the opportunity for significant numbers of units for smaller businesses • East Colchester – including plans for a Research Park linked to the University of Essex and mixed use development in the wider area • Colchester Town Centre – including emerging plans for the provision of business space linked to the creative and cultural sector • North Colchester – with plans for new business space at Cuckoo Farm and business incubator units at Colchester Business Park.
d. Particularly in and around Colchester, employment land – although plentiful in supply – is of a poor quality and it is not conducive to added value economic growth.	There is a need to identify and safeguard high quality sites, while recognising the growing importance of provision outside of the B Use Classes.	<p>Several of the Spatial Investment Packages respond to this imperative including, most directly:</p> <ul style="list-style-type: none"> • IPA-East – with the potential for strategic employment provision • North Colchester – with significant employment provision in a strategic location • Haven Gateway Coastal Towns Package includes provision for employment generation in the towns. <p>Additionally, the longer term package looks at the master planning of key sites, an employment land study in Suffolk, economic development support to ensure the sub-region capitalises on its opportunities for employment growth and achieving the release of major employment development sites at Sproughton and Brantham.</p>
e. Within the Haven Gateway, there are some strong knowledge-based assets which need to be harnessed effectively, especially in the creative industries, in ICT, and in environmental technologies.	In order to achieve sustainable economic growth as part of the wider growth agenda, it will be imperative to provide the physical infrastructure consistent with the needs of priority sectors and clusters.	<p>Several of the Spatial Packages have a strong sectoral focus. For example:</p> <ul style="list-style-type: none"> • IPA-East – is built around the needs of the ICT cluster • East Colchester – is premised around knowledge-based activity, including that relating to ICT • Colchester Town Centre and IP-One – both have a focus around the creative and cultural sector. <p>Once again economic development support as proposed in the Long Term Package may be needed to harness these opportunities.</p>
f. The urban functions (retail, services, etc.) of the larger urban areas are relatively weak and – at least in Ipswich and Clacton-on-Sea – this links to the built form/urban realm. Issues relating to the economic vibrancy of town centres need to be addressed.	There is a need to recognise the importance of vibrant town centres in the context of sustainable growth and from the perspective of provision for both housing and jobs growth targets.	<p>The importance of achieving town centre renaissance (including interventions linked to the public realm) is at the heart of a number of the Spatial Investment Packages including, especially:</p> <ul style="list-style-type: none"> • Colchester Town Centre and IP-One – the Packages relating to the town centres of Colchester and Ipswich respectively • at a smaller scale, similar imperatives are defined in relation to the Haven Gateway Coastal Towns Package and the Longer Term Package that encompasses market towns such as Sudbury and Stowmarket.

Challenge/Opportunity	Implications	How the Haven Gateway IDP responds
g. Several coastal towns are in need of regeneration: there are pockets of severe deprivation in these communities, including in relation to labour market participation.	A particular response is needed in relation to these settlements, recognising that coastal towns face a number of shared regeneration issues although some are also set for growth.	Within the IDP, there is a Spatial Package focusing on Coastal towns – an emerging package which is addressing the need for renaissance and revival in the sub-region's smaller urban centres and rural areas. In part this is being addressed through the Partnership's Economic Participation Interventions. These interventions will be underpinned by planned action within the Tourism and Culture Package that includes measures to address obstacles to the growth of tourism.
h. Although the development process is a long one, the prospect of significant port expansion at Felixstowe and Harwich needs to be recognised, and potential economic opportunities need to be identified in response.	The full potential of ports development – and the risks linked to it – needs to be factored into long term thinking about investment priorities.	<p>Within the IDP, there is a need to further develop the growth potential linked to port development at Felixstowe and Harwich. The DryPorts initiative (Long Term Package) led by the Haven Gateway is already starting to identify the issues involved (e.g. the Felixstowe Port Logistics Study² demonstrating that there is not enough land available) and this will enable appropriate action to be orchestrated and delivered.</p> <p>The Gateway function of the Ports is also recognised in terms of tourism and alongside the regeneration of the coastal towns, these Packages will need to be developed over the months ahead.</p>
i. The sub-region's housing growth target remains a challenging one: although delivery was better in 2007, the whole sub-region is now facing the impact of the credit crunch.	It may be necessary to intervene to ensure that key sites are released onto the market at the required times to ensure the required flow of new homes.	<p>Within the IDP, several Packages include interventions linked to bringing forward significant sites for housing development. For example:</p> <ul style="list-style-type: none"> • IP-One – where a large number of smaller housing sites can all be released by major flood defence works • IPA-E – includes a major housing site that the completion of master planning work together with transport and utility investment will help to release • North Colchester – where the early delivery of the A12 junction will be crucial to unlock several major housing sites.
j. The provision of new affordable housing in the Haven Gateway since 2001 has been less than a third of that sought by the RSS for the period 2008-2021 so the delivery challenge is acute, particularly if the backlog of provision is to be addressed.	It is important that progress is made in the delivery of housing <i>per se</i> . Additionally, mechanisms for the delivery of affordable housing need to be used more effectively, consistently and well.	Across all the Packages which include a significant element of housing delivery (i.e. all six Spatial Packages), there is a commitment to deliver a high proportion of affordable housing, but whilst not surprising in the early years of delivery, affordability is very much behind trajectory. Partly because of this, a Thematic Package focused on Housing has been identified which aims to develop measures to assist the delivery of the target of up to 1,100 affordable units annually.
k. The provision of new physical infrastructure is currently failing to keep pace with the growth in housing and population. This is probably most acute in the case of transport investment, both at a sub-regional level (A14, A120, F2N) and at the local, inter-urban, level.	Additional investment is essential and the timing of it needs to be phased appropriately. In parallel, there is an imperative to effect a modal shift – away from car use towards public transport, walking and cycling.	<p>The IDP makes a reasoned case for targeted infrastructure investment, both within the Spatial Investment Packages and in a separate thematic package focusing on Transport interventions. The key interventions here are:</p> <ul style="list-style-type: none"> • Felixstowe to Nuneaton railway line gauge improvements and upgrades to the A120, A12 and A14 Trunk Roads, to ensure efficient strategic road and rail networks in the sub region by maximising the movement of freight by rail and tackling capacity and congestion at key locations including the Ports. • Transport packages for Urban Colchester and Ipswich (Ipswich fit for the 21st Century) to ensure that places facing high levels of growth function better in transport terms.

^{2 2} Felixstowe Port Logistics Study, Final Report, Royal Haskoning October 2008

Challenge/Opportunity	Implications	How the Haven Gateway IDP responds
l. Utility provision (energy and water resources) will become increasingly stretched and, at the same time, the risk of coastal flooding will threaten parts of the area, including some of our towns.	The infrastructure implications linked to these utilities and flood risk need to be addressed in planning for sustainable growth.	Utilities provision (including for example electricity supply within IPA-East and the Water Cycle and Renewables Study currently being addressed through the Long Term Package) are critical constraints to growth and the results and implications of the studies proposed will inform future iterations of the IDP. Within the IDP, several Packages include interventions linked to addressing flood risk e.g. IP-One, Coastal Towns.
m. The need to safeguard and create green lungs and corridors (both within towns and between them) will also become more important as the area continues to grow.	As above, Green Infrastructure needs to be designed into the Haven Gateway's future growth.	Included within the IDP is a Thematic Package with a focus on Green Infrastructure. This includes a range of projects, the most significant of which are those that will provide access to areas of Natural Green Space within high growth urban areas (e.g. Ipswich "River for All" and Belstead Brook Park), as well as the strategic provision of such space around and between urban areas e.g. Suffolk Sandlings (3,500 ha) and South Colchester Green Wheel and North and East Ipswich Green Arc.

21. Within each of the Packages, partners have identified priority interventions; some require public sector investment, and some do not. These interventions are variable in character – from electricity supply, to public realm improvements, to the provision of business incubator space, and to transport investments. However they all have a clear and evidenced relationship to the delivery of the overall ambition for growth. Moreover they all have a specified – and usually catalytic – role in relation to the progress of the Package of which they are a part. It is on this basis that they are in the process of being scored in line with the methodology set out in the IDP Toolkit and that a level of initial prioritisation has already been undertaken by local partners.

Funding and outputs

22. Delivering the Packages outlined above will require substantial investment. A full funding profile will be developed in due course. Funding will be sought from a variety of sources and much of the proposed development will be privately funded. Indicatively, the call on funding from EEDA and CLG sources over the next three years is £103.88 million.
23. It should be noted that this public sector investment amounts to around 15% of estimated total project costs but that funding from other sources – including local authorities, Environment Agency, Highways Agency, etc. – will also be required. Indeed, substantial government funding for major strategic transport projects of over £2 billion over the next 20 years will be vital to the success and growth of the Sub-Region and this is investment upon which the achievement of the growth targets in this IDP is predicated.

Table 3: Delivering the Haven Gateway IDP: Short term call on funding from EEDA/CLG

Funding sought from EEDA/CLG, 2008/09-2010/11 (£m)	
Thematic Packages	
• Transport	6.4
• Green Infrastructure	9.5
• Culture and Tourism	To be determined
• Housing	To be determined
• Skills	To be determined
Spatial Packages	
• IP-One	28.2
• IPA-East	7.8
• Colchester North	5.9
• Colchester East	14.0
• Colchester Town Centre	7.6
• Coastal Towns	17.27
Long Term Package	6.7
Total	103.88

24. From the Spatial Packages, it is possible to estimate some of the outputs that are likely to be achieved, focusing especially on housing and jobs. From Table 4, it is apparent that interventions linked to the six Spatial Packages within the Haven Gateway IDP will deliver around a third of the area's overall targets in relation to both jobs and dwellings. Hence advancing the Packages is important in terms of the overall contribution of the Haven Gateway to the regional outcomes set out in RSS. With a focus on high value economic growth, and a commitment to engaging more of the Haven Gateway's population in high value economic activity, both the Spatial and Thematic Packages will also contribute materially to realising the high level regional ambitions set out in the new RES.

Table 4: Estimated contribution of the IDP Spatial Packages to key targets from RSS

Package	Estimated new dwellings	New jobs
IP-One	3,450	6,000
IPA - Ipswich East	3,200	3,500
North Colchester	3,700	2,600
East Colchester	2,600	3,000
Colchester Town Centre	400	700
Coastal Towns	2360	400
Long Term Package	1,000	2,000

Taking the IDP forward

25. Within the Haven Gateway, partners believe that the Packages that have been identified are the right ones in terms of managing – and prioritising – the investments required to deliver substantial growth sustainably and well over the period to 2021/31. Notwithstanding the credit crunch and economic downturn, progress now needs to be made with regard to their implementation.

26. The preparation of the IDP has already helped inform our thinking in terms of our Programme of Development submission to Government for Growth Point Funding (where the Partnership identified the need for £58m of public sector investment (2008-11) and to date has secured £17.457m). Clearly the extent of the programme that the Haven Gateway Partnership can deliver will be directly related to the scale of the funding available over the next two years and beyond. Work will continue on prioritisation and programme planning to ensure that resources that are awarded are used to best effect.
27. However the IDP process has been an ambitious one – in concept, scope and timescale. For the first time, it has brought together the disciplines and timescales linked to spatial planning *and* those associated with key funding cycles. Hence the exercise itself has been quite challenging particularly in the context of the LDFs being at different stages of development (and therefore varying levels of certainty). Several of the Packages need further work and elaboration, particularly with regard to interventions focused in later stages of the planning period. In some cases, detailed work has not been possible over recent months owing to the timing of LDF processes. In others, detailed technical work remains to be done within an agreed policy framework. However across the Gateway, there is a commitment to advancing the actions set out in this document and using the IDP *de facto* as a ‘live’ project management tool.
28. Partners within the Haven Gateway are committed to taking the IDP process further in subsequent iterations. This will mean, *inter alia*, a broadening of its scope (by involving a wider range of delivery bodies) and striving to ensure that a wider range of stakeholders are aware of its role, purpose and importance. Similarly, the RSS review is an opportunity to co-ordinate better policy and investment planning at a sub-regional level and look with greater certainty beyond 2021.
29. While the interventions identified in this IDP for Haven Gateway are not all fully developed, partners are convinced that those which have been specified in detail are the right ones. Given the scale of both opportunity and challenge that the Haven Gateway represents, it is partners’ belief that – given its rigour – the IDP ought to be of serious interest to a wide range of funding bodies and, equally, it ought to influence in a material way, the contents of the East of England’s submission to government in response to the Regional Funding Allocations (due to be finalised early in 2009), future Growth Point Funding, the Community Infrastructure Fund, the Regional Infrastructure Fund, and mainstream funding and priorities from Government sponsored agencies.