Eastbourne – Hailsham Triangle

Towards a Master Plan: Economic Strategy & Spatial Scenarios

East Sussex County Council
Wealden District Council
Eastbourne Borough Council
South East England Development Agency

November 2008
We currently have a portfolio of work involving nearly 7 million square feet of construction...
Contents

Introduction 5
1. Eastbourne - Hailsham Triangle: Assets 9
2. Eastbourne-Hailsham Triangle - Challenges 21
3. Learning from Elsewhere 27
5. A Step Change in the Economy 33
6. A Step Change in Place:A Framework for Change 47
7. Spatial Scenarios 59
8. Delivery Strategy and Next Steps 73
Introduction

Purpose

The Draft South East Plan identified the Sussex Coast as an area facing particular challenges because of persistent problems of poor performance in the local economy compared to the rest of the South East Region. There is a need to stimulate the economy and achieve a better balance between jobs and housing.

East Sussex County Council, Eastbourne Borough Council and Wealden District Council have adopted the concept of the Eastbourne-Hailsham Triangle as a basis for achieving economic regeneration and joint working in the Eastbourne-Hailsham area. The Triangle is recognised as a key strategic location along the Sussex Coast which offers considerable potential for economic and sustainable development but at the same time is an area of economic need due to past and current under-performance compared to the South East. In 2006 an Economic Blueprint for the Eastbourne-Hailsham Triangle was commissioned by Momentum and prepared by Rubicon Regeneration Consultants and subsequently endorsed by a joint Cabinet meeting of Eastbourne Borough and Wealden District Councils in December 2006.

The three authorities established, along with the South East of England Development Agency, a Project Board to oversee the development of an Economic Strategy and Spatial Scenarios for the Eastbourne-Hailsham Triangle. The objective is to provide a robust case for economic change. This is to be based on how best to achieve a "step change" in economic performance. Clear directions relating to the sectors most likely to deliver change are provided. A set of spatial scenarios that consider the nature, direction and location of future investment within the Triangle are also tested. Components of the strategy address:

- Detailing physical, economic and social potential;
- A specific approach to economic deliverables;
- Economic development actions that will deliver a step change in the economy.

The purpose of this report is to confirm the overall approach to achieving a step change in the economy and a parallel and linked step change in the quality of place for the Eastbourne-Hailsham Triangle. It is also intended to affirm a set of alternative spatial strategies that describe how the recommended changes may affect and change each of the settlements within the Triangle.

The findings of this report serve as professional opinion rendered by consultants based on the available evidence. As such it can inform and influence the Local Development Framework and Core Strategy process. The findings will be subject to further testing through both stakeholder and public consultation and through sustainability assessment or Sustainability Appraisal. Ultimately, the resulting discussion will inform the options and preferred options that are consulted on through LDF Core Strategies being produced by the local authorities within the Triangle.
The Audience
The client for the Eastbourne-Hailsham Triangle Economic Strategy and Spatial Scenarios is East Sussex County Council, working on behalf of the Eastbourne-Hailsham Project Board. This comprises Eastbourne Borough Council, Wealden District Council, East Sussex County Council and the South East of England Economic Development Agency (SEEDA). Project consultation has engaged people from each of these bodies. This has included relevant planning officers, chief executives, council and cabinet members and Leaders from each of the local and county authorities and SEEDA officers. Baseline analysis, economic strategies, place-making approaches and spatial scenarios have been reviewed and discussed in a variety of officer working sessions and joint officer and member presentations and briefing sessions. This consultation work has been supplemented by technical research and site visits by Project Consultants. Further technical work and consultation beyond the scope of this immediate study will need to be undertaken in order to take economic and spatial scenarios forward. It is expected that the LDF process will entail further testing against statutory requirements.

The Economic Strategy and Spatial Scenarios Approach
A Multi-Strand Approach
A multi-strand approach is proposed. The Economic Strategy and Spatial Scenarios is based on growth across a number of economic sectors. At the same time recommendations are offered that address housing, transport and the environment and open space domains. Delivery will require joint and individual action across traditional boundaries and involve Eastbourne Borough Council, Wealden District Council, East Sussex County Council and the South East of England Development Agency. This Economic Strategy and Spatial Scenarios does not offer a single response that will address the many challenges that the Eastbourne-Hailsham Triangle faces today. Instead there will be various responses addressing different sectors in multiple locations across local authority boundaries and engaging various actors to secure real, visible change that benefits the entire Triangle.

A Step Change in the Economy
Achieving a step change in the economy will be based on success in multiple economic sectors. The goal is to create a diverse, resilient and higher value economy that is based on a number of key sectors. No single sector or project has been identified that can address the economic issues faced by the Triangle’s various communities. An economic strategy based on the Triangle’s existing strengths and those that are growing across the South East region will provide a firm foundation for the future and avoid the vulnerabilities associated with a single focus approach. The primary sectors identified include:

- Advanced manufacturing;
- Health services and industries;
- Education;
- Tourism and conferencing;
- Business, finance and creative industries;
- Retail sector;

A Step Change in Place
If all communities within the Triangle are to benefit, changes in the quality of place should be anticipated and pursued in Hailsham, Polegate and Lower Willingdon and Eastbourne. The goal will be to raise the quality of life and the quality of place throughout the Eastbourne-Hailsham Triangle. Future economic success will be based on maximizing the value of the current character and identities of the Triangle’s communities and the surrounding natural environment. They will also be added to in a progressive and sustainable way to ensure the Triangle competes in a 21st Century economic environment.

A range of investments in the Triangle’s development such as town centres, residential neighbourhoods, transport and the environment and open spaces will be an integral part of the economic success of the Triangle. The significant redevelopment of Eastbourne Town Centre will benefit the visibility, position and role of the entire Triangle as well as providing new services to its residents and businesses.
Achieving a step change in place will lay the foundation for securing ongoing investment from the Triangle’s existing businesses and residents. It will also encourage inward investment by changing the image and perceptions of the reality on the ground within the Eastbourne-Hailsham Triangle.

**Structure of the Report**

This report is structured to address:

- Headline assets and challenges within the Eastbourne-Hailsham Triangle;
- Regeneration lessons that can be drawn from similar communities;
- Achieving a step change in the economy through a focus on six priority economic sectors;
- Achieving a step change in place through investments in housing and town centre development, transport and the environment and open spaces;
- Spatial scenarios that can deliver both the step change in economy and place described;
- Approaches to funding investment in physical and community infrastructure.

Responses to the range of proposed infrastructure set out and the spatial scenarios will allow an order of magnitude of costs to be identified, and the relationship to both mainstream public sector and development contribution funding to be established. This will allow identification of the likely investments required to encourage or enable development at the scale projected.
1. Eastbourne - Hailsham Triangle: Assets

This section provides an introduction to the strategic location of the Eastbourne-Hailsham Triangle. This is followed by an assessment of the Triangle’s assets and challenges.

1.1 Strategic Location

The Eastbourne Hailsham Triangle is located in East Sussex, in the South East of England. It is one of a series of sizable communities at and immediately inland from the UK’s south coast. It sits within one of the most dynamic and successful economic regions in the world and is within the hinterland of London – a global economic powerhouse.

The Triangle’s largest settlement by far is Eastbourne with the closely adjoining urban areas of Willingdon and Polegate. The neighbouring freestanding town of Hailsham a short distance to the north is a significant market town. Hailsham and Polegate sit within Wealden District. The Triangle has a total population of around 142,000 residents. Eastbourne has a population of 95,000, while Hailsham has 17,000, the wider Polegate area has 14,000 and the rural hinterland (East Dean, Hellingly and Pevensey and Westham) has 16,000 (CACI 2007).

The Triangle is a concept accepted by three local authorities (Eastbourne Borough Council, Wealden District Council and East Sussex County Council) as a basis for developing economic regeneration and joint working in the Eastbourne Hailsham area.

The Triangle communities are surrounded by diverse and attractive landscapes and ecologically significant areas including the Pevensey Levels, Coast, and the South Downs. The quality of the landscape is reflected in numerous environmental designations including designation of the neighbouring South Downs as an Area of Outstanding Natural Beauty.

There has been continuous settlement in the area since the early Iron Age. However Eastbourne experienced its most significant growth and flourished as a seaside resort in the 19th Century. Despite the recent decline in most coastal resorts in the United Kingdom, tourism successfully remains a focus of the town. The east of the town is also characterised by a series of post war estate developments and more recent edge of town retail development and the signature Sovereign Harbour marina, housing and mixed use development.
Hailsham developed in the 19th Century as a market town and became a centre for the manufacture of rope and twine. The town is still known for its Sheep and Cattle Market. It is now a diverse residential and business community.

Polegate is a relatively recent settlement, which developed at the junction of the two railway lines to Eastbourne and Hailsham and became home to many local railway employees. Although Polegate’s role as an important railway junction has declined the town is still a residential centre, with a significant post war housing stock.

There are two major roads running throughout the Triangle, the A22 connecting north to London and the east-west A27/A259 linking the area to Brighton and Hastings. Rail service is provided by the Southern Train Operating Company. The Triangle has four railway stations at: Eastbourne, Hampden Park, Polegate and at Westham / Pevensey. Bus services providers within the Triangle and the surrounding area include: National Express, Southern Stagecoach, Eastbourne Buses, Cuckmere Community buses, Brighton and Hove buses and Metrobus.

The Triangle has the potential to be well connected to a number of key locations, airports, national and international cities and ports. However, the strategic road links out of the area to the rest of the Sussex Coast, to the rest of the UK and internationally, are of poor quality and place the area at a relative disadvantage vis-à-vis more connected parts of the South East Region.

• The nearest major towns to the triangle include Lewes (20 minutes) Hastings (thirty minutes) Brighton (forty minutes) and Tunbridge Wells (50 minutes);

• Ashford International Train Station is one hour from the Triangle via direct rail link;

• Gatwick is the closest airport to the Triangle and is one hour from Eastbourne;

• London is one and a half hours from Eastbourne with a direct rail service every 30 minutes;

• Key northern European cities such as Paris and Brussels can be travelled to within about three hours on the Eurostar from Ashford International. However, the number of trains stopping at Ashford has reduced with the opening of Ebbsfleet International and travel to Paris requires a change of train at Lille.

1.2 Triangle Assets

The Triangle has a number of assets that provide a foundation for future economic growth.

1.3 Economic Assets

1.3.1 A Viable Location

The area is well connected to major UK, European and world markets through good rail links and its proximity to Gatwick Airport. While not centrally located, this is less of a concern for 21st Century economies. There has been a shift in the economy from classical production based on heavy and consumer goods within the UK to knowledge based industries and services. Businesses are less concerned about peripheral locations if they do not need to transport bulky raw materials and finished products. The availability of skilled labour, the overall quality of the physical environment and the ability to travel for business owners and managers are now more important location factors.

1.3.2 A Range of Economic Sectors

The Triangle has a diverse economy employing approximately 50,000 people. Major employment sectors include public administration, education and health (37 per cent) and distribution, hotels and restaurants (33 per cent). Other significant employers within the triangle include banking, finance and insurance (13 per cent) and manufacturing (8 per cent) (Blueprint for the Eastbourne Hailsham Triangle, November 2006).

The sectors identified by the 2006 Blueprint as having employment potential include: health, education, tourism, retail and business services. Despite ongoing contractions within the overall UK manufacturing sector, advanced manufacturing sectors and other sub-sectors offer high quality employment opportunities and can also support business development in the area.

The pump and compressor manufacture cluster within Hailsham/Eastbourne Triangle is widely regarded as one of international
importance and an important part of the local advanced engineering sector. There are currently 15 companies operating within the pump cluster in the Eastbourne Hailsham Triangle area.

1.3.3 A Strong Tourism Base
A strong tourism base is an important element of the Eastbourne-Hailsham Triangle, employing a total of 7,500 people. The area has a varied offer, with Eastbourne offering 38 tourist attractions. In 2003 39m visitor days were spent in the wider South Downs area, which injects some £343m into the local economy.

Much of this tourism employment is concentrated in the sizeable hotel trade. Eastbourne is one of the biggest providers of tourist accommodation in the South East, with over 7,400 bed spaces. The coach market makes a significant contribution to the economy by providing a steady number of visitors throughout the year, increasing the use of Eastbourne hotels and visitor spending in the town and surrounding area outside the peak summer period.

Local events help develop local pride and identity and contribute broader regeneration of local communities. The business and conference trade is important to the town, contributing over £5.5m to the local economy. There are a variety of conference venues within Eastbourne. Eastbourne Conference Bureau provides a venue finding service, with facility capacity ranging from 17 to 1700 spaces. The main conference facilities are in the Devonshire Park Complex, making the venues easily accessible to the wide spectrum of accommodation provided.

Eastbourne has an impressive arts and heritage infrastructure including five theatre venues, the Bandstand offering a daily concert programme throughout the summer season, a Heritage Centre, Musgrave Collection, Redoubt Fortress and Beachy Head Countryside Centre. The arts infrastructure is growing - the latest addition is the new Cultural Centre in Devonshire Park. Eastbourne has invested heavily in a programme of special events and currently has over 300 events per year.

1.3.4 A Good Labour Supply
The Eastbourne-Hailsham Triangle has a growing population of some 142,000. Local area data suggest that the fastest growing age groups are the 10-19 years and 35-59 age groups. This is a strength for the Triangle because the workforce aged 35-59 is in their prime and the 10-19 year old population provide an emerging stock of employees for the future.

The Triangle population will continue to grow. By 2026 policy based demographic projections predict a population growth from 89,800 to 92,200 in Eastbourne and from 140,200 to 152,800 in Wealden. A substantial part of the population growth in Wealden will be in the Triangle due to the high proportion of its housing targets set for the Wealden Coastal area.

The economic activity rates for the working age population in the Eastbourne-Hailsham Triangle (77%) are in line with East Sussex (77%) and slightly above the national
1.4 Environment and Open Space Assets
The triangle is an area with a unique array of environmental assets, these include:

- **Countryside** – The Lower Cuckmere is an intimate valley which provides dramatic views from the downs, shingle beaches and picturesque villages. The Low Weald is open countryside with the Cuckmere River running through the area, ancient pathways, rural villages and Michelham Priory.


- **Wetlands** – The Pevensey Levels is an open landscape with extensive wet meadows and characteristic dykes, wetlands and wide skies. Eastbourne Levels incorporates quiet pastures and reedy channels and flat landscapes.

- **Cliffs and coast** – the South Downs is an area of chalk downlands, cliff and coast. The area is a nationally protected landscape and designated as an Area of Outstanding Natural Beauty. Important attractions include Beachy Head, Birling Gap, Friston Forest Woodland, parkland at Folkington Manor, Wilmington Wood and Seven Sisters Country Park.

- **Parks** - Eastbourne Park is an area of low lying land of about 4 square km which crosses from Eastbourne into Wealden District with land mainly at a height of between 1.7 to 2.0 metres above OD. Currently it is an extensive underused space that could be used to improve the tourist offer in the area. There is also a set of formal and informal public parks across the Triangle.
1.5 Housing Assets

1.5.1 A Diverse Housing Stock

The Triangle offers a range of housing types. In Eastbourne there is a core of Victorian and Edwardian villas, flats and smaller terraced properties. The offer also includes inter and post war suburban semi-detached and flatted stock. In Hailsham there are some smaller Victorian and Edwardian properties. The town has developed progressively over time with a variety of built forms. In Polegate there is a significant amount of post war public sector housing.

There is a clearly defined and well integrated housing market operating within the Triangle. The stock of Eastbourne and Wealden are complementary, with the former trending towards smaller homes and the latter towards larger family housing. There is a strong market for flats in Eastbourne. There is also a healthy second homes market which can increase the amount of tourism in the area.

<table>
<thead>
<tr>
<th>Area</th>
<th>Detached</th>
<th>Semi Detached</th>
<th>Terraced</th>
<th>Flat</th>
<th>All House Types</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastbourne</td>
<td>£287,880</td>
<td>£212,124</td>
<td>£181,763</td>
<td>£157,942</td>
<td>£190,782</td>
</tr>
<tr>
<td>Wealden</td>
<td>£227,401</td>
<td>£190,045</td>
<td>£130,323</td>
<td>£133,414</td>
<td>£265,977</td>
</tr>
<tr>
<td>East Sussex</td>
<td>£330,236</td>
<td>£219,561</td>
<td>£181,810</td>
<td>£133,414</td>
<td>£218,744</td>
</tr>
<tr>
<td>South East</td>
<td>£400,717</td>
<td>£232,601</td>
<td>£192,084</td>
<td>£159,695</td>
<td>£248,003</td>
</tr>
</tbody>
</table>

Source: Land Registry, November 2007
1.5.2 Relatively Affordable Housing Market

The Triangle has lower house prices than the regional average and is seen as an area of relative affordability, this is especially true for houses but less so for flats. Current prices are shown below. The extreme differential for detached houses is likely to be a result of some very expensive (multi-million pound) houses in the South East which bumps up the average.

1.5.3 Residential Development Capacity

The range of potential future residential development sites in the Triangle has been investigated at a high level to establish the broad spatial pattern of potential future growth. Within the Triangle there are sufficient development opportunities (on either allocated or identified sites) for the next five years. Three clusters of sites generally linked to Hailsham, Polegate and Eastbourne with potential for housing and employment developments were identified as part of the Issues and Options consultation into the respective LDF Core Strategies and other discussions. The Non Statutory Wealden Local Plan (2005) identifies nine sites for residential development in and around Hailsham with capacity for 1185 dwellings. The majority now have planning permission. The District’s Core Strategy Issues and Options identies nine strategic locations in the Polegate area for potential future development (of which one, is an existing allocated site). These are mostly strategic sites at the edge of the existing area and along the A27 corridor, a number of which (particularly Sites 7, 8, 9 and 12) may also have potential for employment or employment-led mixed use development. An additional potential development site has been identified by consultants as part of this study (Site 16) associated with the potential for construction of a new rail parkway station and park and ride facility near Lower Willingdon.

In Polegate, Wealden’s Non Statutory Local Plan (2005) identifies two sites for housing development with a combined capacity for 850 dwellings. The District’s LDF Core Strategy Issues and Options identifies nine strategic locations in the Polegate area for potential future development (of which one, is an existing allocated site). These are mostly strategic sites at the edge of the existing area and along the A27 corridor, a number of which (particularly Sites 7, 8, 9 and 12) may also have potential for employment or employment-led mixed use development. An additional potential development site has been identified by consultants as part of this study (Site 16) associated with the potential for construction of a new rail parkway station and park and ride facility near Lower Willingdon.

In Eastbourne, the Borough’s Residential Development Monitoring Report 2006/7 identifies sites with outstanding planning consent for 1,308 dwellings as at May 2006 and a further 1,034 units on allocated sites which have not yet been built out. Housing development from redevelopment and intensification within the existing urban area, together with a number of small infill development sites is expected to contribute to future housing supply. Windfall development is expected to make a significant contribution. Major regeneration is planned for Eastbourne Town Centre which is expected to include 150 or more dwellings.
The table below provides information about the sites discussed. Inclusion in this table should not be interpreted as supporting, evidencing or pre-empting LDF or development control processes.

<table>
<thead>
<tr>
<th>Site</th>
<th>Site Name</th>
<th>Current Land Use</th>
<th>Potential Development Size</th>
<th>Proposed Use</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Areas to the North of Upper Horsebridge</td>
<td>Open countryside</td>
<td>890 - 1500</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>2</td>
<td>Area South of Amberstone/Battle Road</td>
<td>Open countryside</td>
<td>730 - 1280</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>3</td>
<td>Hailsham Town Centre and land to the north of Vicarage Lane</td>
<td>Open countryside</td>
<td>1050 - 1,800</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>4</td>
<td>Areas West of Hailsham By-Pass (A22)</td>
<td>Open countryside</td>
<td>Not Known</td>
<td>Employment</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>5</td>
<td>Area along Hailsham’s Far Eastern Flank</td>
<td>Open countryside</td>
<td>450 - 730</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>6</td>
<td>Area along Hailsham’s Southern Flank</td>
<td>Open countryside</td>
<td>1,460 - 2,430</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>7</td>
<td>Area to the North West of the A22 Polegate bypass and Cophall Roundabout</td>
<td>Countryside</td>
<td>1300 - 2,150</td>
<td>Mixed Use</td>
<td>Wealden District Council Local Plan (Revised Draft 2004)</td>
</tr>
<tr>
<td>8</td>
<td>Area to the North West of Polegate between A22 and A27</td>
<td>Countryside</td>
<td>950 - 1,600</td>
<td>Mixed Use</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>9</td>
<td>Area to the North East of Cophall</td>
<td>Countryside</td>
<td>990 - 1,660</td>
<td>Mixed Use</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>10</td>
<td>Area North East of Polegate/ South of Polegate Bypass</td>
<td>Countryside</td>
<td>440 - 730</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>11</td>
<td>Polegate Town Centre and Station Redevelopment</td>
<td>Not known</td>
<td>160 - 270</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>12</td>
<td>Area North of Dittons Road, Polegate</td>
<td>Countryside</td>
<td>220 - 540</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>13</td>
<td>Area North of Dittons Road, Stone Cross</td>
<td>Countryside</td>
<td>230 - 390</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>14</td>
<td>Area North of St Lukes Church</td>
<td>Countryside</td>
<td>25 - 40</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>15</td>
<td>Site 7A : Area between Lower Willingdon and Polegate</td>
<td>Countryside</td>
<td>1,600 - 2,650</td>
<td>Housing</td>
<td>Identified in Wealden District Council Core Strategy Issues and Options (2007)</td>
</tr>
<tr>
<td>16</td>
<td>Cord Site, Lower Willingdon</td>
<td>Countryside</td>
<td>Not Known</td>
<td>Employment</td>
<td>No formal local source</td>
</tr>
<tr>
<td>17</td>
<td>Area to the East of Friday Street/Langney</td>
<td>Countryside</td>
<td>540-900</td>
<td>Housing</td>
<td>Wealden District Council Core Strategy Issues and Options Report (2007)</td>
</tr>
<tr>
<td>18</td>
<td>Land Off Fletching Road</td>
<td>Countryside</td>
<td>131-218</td>
<td>Housing</td>
<td>Eastbourne Borough Plan (2001-2011)</td>
</tr>
</tbody>
</table>
The diagram below shows potential development sites in the Triangle. For the purposes of this study, they have been grouped into three clusters: Hailsham, Polegate and Eastbourne.
1.6  Town Centre Assets

1.6.1  Eastbourne Town Centre

Eastbourne has a role as a Sub-regional Shopping Centre second only to Brighton along this part of the coast. The town centre has remained buoyant since the late 1990’s, with vacancy levels on the whole declining, and has a strong layout based around Terminus Road and the Arndale Shopping Centre. More specialist shops and food outlets are located in the Enterprise Centre and Little Chelsea. The retail sector employs over 8,000 people in the Eastbourne-Hailsham Triangle and many will work in Eastbourne Town Centre. The town has all the key civic amenities including central public library and council offices for both Borough and County Councils and the headquarters of the East Sussex Fire and Rescue Service. Eastbourne has a variety of leisure facilities including the new Cultural Centre, Congress Theatre, Dotto Train, Devonshire Park Theatre, Royal Hippodrome Theatre, the International Lawn Tennis Centre and a cinema. Eastbourne is also renowned for its parks and gardens including the world famous seafront Carpet Gardens. Leisure facilities along the sea front include Eastbourne Pier, Grand Parade bandstand, Treasure Island Adventure Park and adventure golf, Fort Fun, Redoubt military museum and bowling greens.

Major regeneration is planned for Eastbourne Town Centre and in February 2005 the Borough Council adopted the Eastbourne Town Centre Regeneration Planning Brief. The Borough Council propose to create a retail led mixed use development on a site size of 11.63 hectares. The site is centred around the Eastbourne Railway Terminus and the successful Arndale Shopping Centre.

1.6.2  Hailsham Town Centre

Hailsham Town Centre is much smaller in scale than Eastbourne and functions as a local service centre. It contains a range of independent small retailers, with limited multiple retailers present. It contains financial institutions and a number of other professional services. The centre is anchored by Waitrose and Co-op foodstores and Woolworths. It is structured around a traditional high street and the Quintins Shopping Centre, anchored by Co-op which extends west from the High Street. A new Tesco’s store is under construction. Overall the centre lacks vibrancy and has an above average level of vacant units. Hailsham is the subject of a current town plan process being carried out by Wealden District and the local Town Council.

1.6.3  Polegate Town Centre

Polegate has a small Town Centre, which effectively functions as a neighbourhood centre or parade. It currently contains a post office, a number of convenience retailers, hair salon and take-aways which serve a local catchment. There is residential development above. It benefits from its location adjacent to the current rail station and some on-street parking but lacks critical mass, in terms of level and range of services. It is also constrained by a lack of space to accommodate further significant development.
1.7 Community Infrastructure Assets

1.7.1 A Solid Education Foundation

One of the strengths of the education provision in the Triangle is the range of education provision available. There are 30 primary schools in the Triangle, spread throughout Eastbourne, Hailsham and Polegate. East Sussex County Council runs a mixture of infants and junior and primary schools with about half the schools in the Triangle being infants/junior system and the other half being primary schools. There are seven state secondary schools in the Triangle; five are in Eastbourne, with schools also in Willingdon and Hailsham. These schools provide a range of specialisms, including specialist maths and computing and performing arts. There are a range of high performing private schools in the area with three prep schools as well as Eastbourne College and Moira House Girls School in Eastbourne and St Bedes College in Upper Dicker.

Generally, performance across the state primary schools is good with about half the schools performing at or above the LEA / England average at Key Stage 2. However two of the secondary schools achieve less than 30% A - C passes at GCSE and none of the secondary schools is amongst the highest performing schools in East Sussex.

Further education is well catered for with Hailsham Community College providing facilities for sport and PE as a specialist sports college to sixth form level. Eastbourne College of Vocational Education is part of Sussex Downs College, which is one of the largest in the South East. The college provides both academic and vocational courses including A levels, BTEC, First diplomas, Certificates, awards and NVQs, City and Guilds certificates, general foundation courses, professional qualifications and apprenticeships. The college offers courses in the arts and media, business, retail and travel services, catering and hospitality, childcare and health and construction and technology. Sussex Downs College's performance has been rated as outstanding by OFSTED and this educational asset needs to translate more into the skills base of the local workforce.

The University of Brighton has a campus to the west of Eastbourne town centre in three clusters: Darley Road, Hillbrow and Welkin. Eastbourne is the University's centre for Health (including a school for podiatry at the Leaf Hospital), Service Management and Nursing and Midwifery and Sports Science and teacher training for the university.

Eastbourne also has an Adult Learning Centre, located close to Eastbourne railway station that offers a variety of training courses, access to an IT suite and small conferencing and meeting room facilities.

1.7.2 A Range of Health Provision

There are a total of 22 GP clinics in the Triangle area, providing access to a total of 90 GPs, this provides an overall service ratio of 1 GP per 1,300 head of population which compares well with a lot of other, particularly urban, areas. The larger GP clinics are located in and around Eastbourne Town Centre with a number of clinics also being located in Hailsham Town Centre. These clinics are
all well located in relation to key transport routes.

Eastbourne District Hospital provides acute secondary health care for residents across the Triangle and the area is generally well served by GP and dentist clinics.

There is also private health care available at the Esperance Hospital run by BMI Healthcare which also includes Eastbourne Clinic, a specialist independent mental health clinic.

1.7.3 Community Buildings and Infrastructure

Eastbourne as a whole is generally well served for other types of community infrastructure. Eastbourne Borough Council has identified that there are 16 community buildings across the town. There are also two community centres in Hailsham. There are 4 libraries in the Eastbourne settlement area – the Central Library, Hampden Park library, Langney Library and Willingdon Library. Library services in Wealden also include a library at Hailsham due for improvement as a result of committed housing development in the town, along with mobile library services and a library at Polegate.

1.7.4 Public and Private Leisure Centres

The main leisure centre in Eastbourne, the Sovereign Centre, has recently undergone refurbishment and Eastbourne Sports Park provides the Triangle with high quality sports facilities. There are also privately run leisure centres in the Triangle at the David Lloyd Centre, a Fitness First gym at Sovereign Harbour and Bannatynes in the Hampden Park area and at the Grand Hotel on the seafront. There are sports facilities in Hailsham at the Community College, a major leisure community facility next to the council offices at Vicarage Lane including a swimming pool.

1.8 Enviable Arts and Culture Infrastructure

Arts and culture infrastructure is mainly concentrated in Eastbourne town centre. The Congress Theatre is the largest theatre in Eastbourne, a purpose built theatre and conference centre built in the 1960s. The Congress Theatre is supported by three other theatres in Eastbourne – Devonshire Park, the Winter Garden and the Hippodrome, all of which attract national and international companies. A new Cultural Centre is being constructed next to the Congress Theatre to bring the facilities up to date and provide a new home for the Towner Art Collection. Herstmonceux Science Centre and Redoubt Fortress are also major visitor attractions within and close to the Eastbourne-Hailsham Triangle. There are also a number of private art galleries in Eastbourne and Hailsham and an Arts Festival in Hailsham. Hailsham is also home to the Old Pavilion.
2. Eastbourne-Hailsham Triangle - Challenges

The Eastbourne-Hailsham Triangle faces a number of challenges which need to be addressed if its full economic potential is to be realised. This chapter considers the principal challenges which the area faces in relation to economic performance; transport and accessibility; the housing market; performance of town centres; and in terms of quality of life and community infrastructure.

2.1 Economy Challenges

Eastbourne is the main town and economic centre in the Triangle area. Since the 1950s coastal towns in the South East have been in relative decline, and as a result the Triangle currently suffers from a weak economic base. Consequently a number of key economic challenges have been identified, including:

- Labour and skills supply
- Unemployment
- Low productivity
- Lack of investment
- Entrepreneurial deficit
- Varied quality of tourism offer

2.2 Labour and Skills Supply

The Triangle area has a low working age population. The Working age population within the area accounts for 54% of the total population, compared with 61% for England and Wales.

Skills levels in the Triangle area are comparatively low. Of the local residents 16% have NVQ level 4/5 compared to 22% in East Sussex and 20% in the South East and in England. There are also proportionally more residents with poor qualifications levels. Of the local residents 47% have no qualifications or NVQ level 1 compared to 45% in East Sussex and England and 41% in the South East.

2.3 Economic Activity and Unemployment

Economic activity rates (as percentage of the working age population) are relatively high in Wealden and Eastbourne. Both are over 80% which is just below the high regional average and well above the National average of 78%. However, SEEDA would like to see the economic activity rates in the Region to rise to 85% in their aim to bring an extra 250,000 people in the region into economic activity by 2026.

Unemployment in Eastbourne is, at 6.6%, well above the national and regional averages of 4.9% and 3.8% respectively. Unemployment in Wealden is with 3.3% below the national and regional level. However, there are indicators that in the southern part of the District unemployment levels might be significantly higher.

2.4 Low Productivity

Productivity levels in the Triangle area, measured as GVA per employee, are comparatively low. GVA per employee in Eastbourne stands at £31,390 per annum and in Wealden at £39,310 per annum compared to £40,460 in the South East. Looking at the sector distribution within the Triangle it is safe to assume that the productivity rate in the Triangle as a whole is closer to the Eastbourne level than the Wealden level.

Eastbourne and South Wealden has, with 32%, a relatively high proportion of employees in sectors with relatively low productivity such as distribution, hotels and restaurants compared to 24% in England as a whole.

Furthermore the Triangle area has a relatively small proportion of employees in the knowledge-based services sectors with 10% compared to 18% in the South East and 16% in England as a whole.
2.5 Lack of Investment

In the recent past, there has been relatively little new office development in the Triangle area. Much of the office stock is dated, with only 3% of stock completed since 2000 and over 89% constructed before 1980. Only 19% of available stock is modern Grade A space. There are no major office developments at the moment within the Triangle, while Hastings, thanks to significant public sector intervention, has recently been developing an emerging office market.

New developments in the industrial market, until recently, have been relatively minimal. Much of the industrial stock is dated, with 83% being pre-1980 build. The area is challenged in attracting storage and distribution facilities due to its geographical location on the south coast. But there has been an upsurge in industrial development in recent years, with new schemes including the Hargreaves Business Park at Hampden Park close to the A22. The market requires a good mix of size ranges to meet demand, but there is a tendency for units to be smaller in the area.

The high level of environmental protection in the area, which helps to maintain the high quality of life, acts as a main attractor for tourism, and has the potential to attract new residents, also has its reflection in limited land availability. Flood risk and topography also reduce the options for site availability.

2.6 Entrepreneurial Deficit

Although the Triangle sits within one of the most entrepreneurial regions in the UK, indicators for entrepreneurial activity are low. Eastbourne has 22.9 VAT registered businesses per 1,000 residents compared with 35.4 in the South East. Business start-up rates (measured as VAT registrations per 1,000 inhabitants) are also low in Eastbourne with 2.0 compared to 3.5 in the South East. Number of Workplaces per inhabitants is also relatively low in the Triangle area with 36.5 compared to 45.2 in the South East. Anecdotal evidence also suggests that there is limited entrepreneurial understanding and a lack of ambitions within the young population of the Triangle area.

2.7 Tourism

The downturn of long stay seaside tourist holidays in the UK since the 1970’s has been replaced with a buoyant short stay market coupled with Business Tourism in the shoulder months. However, the lucrative business tourism sector still only accounts for 6% of the nights spent in Eastbourne and 16% of the tourism spend.

There is a strong supply of bed-spaces providing the necessary critical mass, however a large number of the hotels do not provide the required standard. Whilst coach tourism still remains a strong part of the market sector, this market is being slowly replaced by the short break market with significant hotel investment and a number of establishments no longer relying on coach tourism. New investment such as development of the Travel Lodge and The Big Sleep in Eastbourne and other independent establishments all show confidence in the shifting market and audience profile.

The existing arts and heritage offer lacks the regional and national outreach. The quality of the supporting tourism facilities is mixed with some good quality bars and restaurants.

2.8 Transport Challenges

2.8.1 Increased demand on the current transport network

The demand for local transport facilities by the existing local population is likely to increase through time unless the traditional coupling between income and increased travelling by road, changes. This pressure will also be intensified by the extra trips made by a growing population that will result from housing and economic growth. This will place additional demands on a local and
regional road network that is considered to be stressed at key points at present. There is a low possibility of large scale investment in the road system within the Triangle area.

**2.8.2 Large scale investment in the rail system unlikely**

There is also a low possibility of large scale investment in the rail system in the Triangle in the near and medium term. This is because the area is seen as a low priority compared to other parts of the network in the UK. The challenge is to improve the performance of the existing rail system and provide links to the proposed developments with small amounts of public transport investment.

**2.9 Utility challenges**

**2.9.1 Water Supply**

South East Water provides the infrastructure for water supply within the Triangle but bulk supply comes from facilities managed by both South East Water and Southern Water. Water is provided from a combination of ground water and surface abstraction, with the South Downs chalk aquifer being a major source of supply. The aquifer provides water of high quality that requires little treatment prior to use. This means however, that there is a major constraint on development because locations must be avoided where there could be a potential contamination of the aquifer and where future additional bore holes may be necessary. A number of Ground Water Protection Zones are located in the area.

**2.9.2 Regional Water Shortage**

The South East region is one of the driest parts of the country and experiences high levels of water demand. It has been forecast that there will be a regional water shortage of supply by 2015/16. The Regional Spatial Strategy provides a framework to address this, through a twin-track approach of demand management and water resource development. This includes provision for a new reservoir of strategic regional importance at Clay Hill, near Lewes, which is planned to be operational by 2014/15.

**2.9.3 Ageing Sewage and Foul Water System**

The Environment Agency, in their submission to the EIP on the South East Plan, identified the Wastewater Treatment Works (WTW) within the Triangle as ageing and operating near to capacity. Eastbourne WTW does have capacity for the area and for anticipated growth. In the Wealden part of the Triangle however, it has been estimated that the system can accommodate an additional 2,800 households for Hailsham North and 1,900 for Hailsham South based on capacity at January 2007. A substantial part of this spare capacity is already assumed to be taken up by the existing development coming forward from the Wealden Non-Statutory Local Plan.

It is the sewage treatment stations at the southern (serving Polegate) and northern end of Hailsham that represent the most significant constraint on development. Current technologies used to treat waste water are unable to remove pollutants to levels low enough to meet water quality standards when the gross volumes to be treated go above set levels. Until the capacity of the drainage system and treatment works are improved, this will operate as a potential constraint on development. In addition any further contemplated development in this area would have to fund an improved, or new, sewage treatment facility for the area. Southern Water has already initiated a study to investigate the possible options as from its previous experience it can take up to ten years to go through all procedures to opening. One difficulty in obtaining OFWAT permission to invest in such a facility is that it would like to see certainty in the numbers and locations of the housing to be served. The best estimate for approval of possible funding is 2009 with up to ten years for completion.
### 2.10 Housing Challenges

#### 2.10.1 Housing Affordability

Local residents on low incomes are facing decreasing housing affordability. While prices are not exorbitant by South East of England standards, there is competition for housing from households retiring to the area, and an overseas student population and the loss of larger family housing to intensification and subdivision. With a significant proportion of housing targets being met through smaller scale intensification, many additions are falling below the thresholds at which affordable housing provision can be secured. The Eastbourne and Wealden Housing Needs Survey indicates the current need far exceeds the available supply. The annual affordable housing shortfall in Eastbourne and Wealden District is 874 units and 5,244 units in total over 6 years to 2011. The Triangle area is likely to represent a significant share of this amount.

#### 2.10.2 Increasing Housing Supply

There is a need to increase the supply of housing within the Triangle. Table 2 shows the South East Plans (2006) and Panel Reports (2007) housing figures. The South East Plan Panel Report proposes a target of 10,400 net additional dwellings within the Triangle over the period 2006-2026, which equates to 470 new homes per annum. This represents an increase of 1000 dwellings (50 pa) over the proposals in the submitted Plan. The future housing figures set for Wealden would mean a significant increase in housing completions compared to recent levels of housing completions. Eastbourne has met its recent housing targets but often through intensification rather than through allocated sites.

#### 2.10.3 Imbalanced New Housing Offer

There is a lack of a balance in new housing being delivered within the Triangle. At present there has been a strong supply of smaller units and an undersupply for larger family orientated housing (three to four bedrooms). High quality, larger homes will be an important component of attracting entrepreneurs and skilled workers.

### 2.11 Development Challenges

The Triangle faces some notable constraints on its ability to deliver future housing growth. A range of environmental designations, including wetland (RAMSAR), Sites of Special Scientific Interest) SSSI and SPA, as well as

---

**Table 2: Current Housing Targets**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Sussex Coast</td>
<td>2,700</td>
<td>54,000</td>
<td>2,970</td>
<td>59,400</td>
<td></td>
</tr>
<tr>
<td>Eastbourne</td>
<td>4,800</td>
<td>240</td>
<td>4,800</td>
<td>280</td>
<td></td>
</tr>
<tr>
<td>Wealden (coastal)</td>
<td>230</td>
<td>4,600</td>
<td>280</td>
<td>5,600</td>
<td></td>
</tr>
</tbody>
</table>

*Source: South East Plan (2006) and Examination in Public Panel (2007)*
flooding issues restrict potential locations for new residential development in the Triangle. The South Downs restricts development to the west of the Triangle and the Pevensey Levels restricts development to the east of the Triangle. There is a need to upgrade and improve transport infrastructure in the Triangle. Sewage capacity in Hailsham will also need to be enhanced to support future housing development in Hailsham and Polegate.

2.11.1 Eastbourne
Many of the allocated sites in Eastbourne are on Greenfield land; however these have remained undeveloped because of viability constraints. Historically, the town has developed most of its housing on Brownfield sites. Significant new development in Eastbourne Town Centre is likely to require further land assembly and will have an associated lead-in time. Parts of the borough are also subject to flooding from tidal and fluvial flood risk. In terms of infrastructure, there are issues with the transport network which needs to be upgraded and sewage works are likely to require capacity enhancements.

2.11.2 Hailsham
Many of the sites identified at the Issues and Options Stage are restricted by physical features including: ancient woodlands, the Cuckmere Valley, the Pevensey Levels (which is a RAMSAR Site and SSSI), flood plains, wetland habitats, historic landscape features and strategic views. These restrict the potential locations and scale of residential urban extensions. In addition the infrastructure system has capacity issues, particularly in terms of sewage capacity and the local road network. The road network (A271, by A27, A22) needs to be upgraded to deliver significant growth in Hailsham and access to the individual sites would need to be created. The Environment Agency has set headroom figures (from January 2007) of 2,800 additional households for connection to Hailsham North WTW and 1,900 additional new houses served by Hailsham South without delivery of capacity enhancements. These figures do not include commercial floor-space requirements.

2.11.3 Polegate
The constraints on development capacity facing sites in Polegate are similar to those found in Hailsham. The junction of the A22 and A27 needs to be upgraded and some potential development sites will require new or improved access arrangements. Other infrastructure constraints are posed by the Hailsham South Sewage Treatment works which serves the Polegate area and has limited capacity, high-voltage power lines run through some sites, and noise screening from roads are likely to be required to deliver residential development on some sites.

2.12 Town Centre Challenges

2.12.1 Eastbourne
Whilst being generally buoyant, Eastbourne Town Centre is in need of retail regeneration. Eastbourne has been unable to attract high street fashion multiples due to the limited range of unit sizes available and the size of the core retail area. This problem is being addressed through the promotion of a town centre regeneration scheme which will provide significant new retail capacity and attract new retailers into Eastbourne.

2.12.2 Hailsham
Hailsham Town Centre lacks vibrancy and has a number of visible vacant retail units. There is a need to consolidate and improve retail provision and to introduce a greater mix of uses into the town centre, including residential development. This will be particularly important as the regeneration of Eastbourne Town Centre takes effect. There is potential to rationalise surface car parking provision to which a significant proportion of space on the fringes of the centre is currently dedicated. This could involve fewer car parks taking up less land overall. Gateways to the centre could be improved and a consistent and high quality approach to the public realm identified. A master-planning process is currently be carried out to take this forward, working with the local community and businesses.

2.12.3 Polegate
Polegate contains effectively a small neighbourhood centre. Development potential at the centre is constrained by the current built form, and improvement would likely require redevelopment or potentially relocation of the centre as part of a wider strategy for growth in the Polegate area. The scale of development should relate to
the scale of residential growth envisaged for Polegate, but will need to be of a form and scale which does not compete with the larger centres in Hailsham and Eastbourne.

2.13 Community Infrastructure Challenges

2.13.1 Education Deprivation
Certain parts of Eastbourne suffer from high levels of educational deprivation and there is a need to raise standards of achievement in schools as part of a wider economic strategy. In particular in Hampden Park there are 5 super output areas in the 25% most deprived nationally, in Langney ward, 4 out of 7 super output areas are in the worst 25% nationally for educational deprivation. In Eastbourne 7.3% of 16-19 year olds are not in education, employment or training compared to 3.2% in Wealden. While half the schools in the areas are performing above the LEA/ national average, some schools have average point scores 15% below the LEA/ national average.

There are also some capacity issues being identified. At primary level the areas of concern are focused on Langney/ Stone Cross, Seaside and Old Town. There is however spare capacity within schools in Hampden Park, although this may also be related to educational attainment levels in those schools.

At secondary level, all Eastbourne secondary schools are currently at capacity and whilst there is currently some capacity within Hailsham Community College, Willingdon Secondary School in Polegate is at capacity and options to either expand the Causeway School and/ or Eastbourne Technology College have been looked at, together with the possibility of a new joint secondary school in the Eastbourne/ Polegate area.

2.13.2 Health Access Gaps
Some parts of the Triangle suffer from a lack of access to medical and other health facilities. Medical provision is particularly poor in parts of Eastbourne such as Sovereign Harbour and Langney. Additionally, all six practices in Hailsham have limited capacity for expansion. One of the challenges in providing health care will be achieving a better geographical spread of health facilities, and filling existing shortfalls in provisions, particularly around Sovereign Harbour. The East Sussex Downs and Weald Primary Care Trust (PCT) is in the process of developing its future Estates Strategy as part of the reorganisation of health services nationally and has identified a need to replace a number of existing facilities that are in unsuitable or restricted premises through the construction of new Primary Care Centres.

There could be options, working with the PCT, to build new healthcare provision in the Polegate area as a means of providing a central site within the Triangle and the wider sub-region.

2.13.3 Community Facilities and Leisure
Parts of the Triangle are underprovided for in terms of community facilities. For example, there are few community facilities at Sovereign Harbour, which lacks a local library and other community buildings. Polegate has insufficient community space for its current population.

With regards to local leisure provision, there are some gaps in provision which have the potential to adversely affect the attractiveness of certain parts of the Triangle to incoming residents. Residents in Polegate and Willingdon in particular are reliant on Eastbourne for leisure facilities and there are no local facilities.

2.13.4 Arts and Culture
The main challenge facing the Triangle is being able to compete with nearby towns, notably Brighton. Brighton has a very strong arts and culture offer and it is notable that there are no major arts festivals in Eastbourne or Hailsham. With the exception of the Devonshire Park Theatre, the existing theatre programmes do not necessarily appeal to the residential community and are more likely to appeal to seasonal tourist markets.

2.13.5 Young People and Families
Within the Triangle there is an under provision for young people, teenagers and families. There is a shortage of play areas, amenity areas and sports fields. Between 3,000 and 4,000 children in Eastbourne do not have a local playground. The area needs to cater better for families with children, particularly teenagers, in order to attract people into the area, through better provision of outdoor leisure facilities and local community facilities.
3. Learning from Elsewhere

The purpose of this section is to review lessons from areas that have faced similar challenges as the Eastbourne-Hailsham Triangle, looking particularly at issues common to these locations and how these have been addressed to draw lessons that can guide local action.

3.1 Shared Challenges Facing Coastal Towns

A 2007 House of Common Communities and Local Government Committee report which looked at the common challenges facing coastal towns and approaches to their regeneration. Issues identified included distance from major economic centres, weak transport connections and higher proportions of population groups, such as the elderly or the young, which are more likely to suffer from economic deprivation and have higher public service demands. Coastal towns also tend to have lower than average levels of employment and economic activity within their populations, and a prevalence of low skill and seasonal employment. The report also highlights the additional burden placed on coastal towns of maintaining heritage assets such as piers, hotels and grand promenades that do not generate the same economic value as in the past.

GVA Grimley has undertaken independent research to consider best practice from around the UK and overseas in addressing issues common to coastal towns. A number of case studies of local responses were reviewed. A summary of findings is provided below.

3.2 Learning Lessons from Others: Case Studies

Southend-on-Sea in Essex is undergoing a significant programme of regeneration to reposition the town’s economy and improve quality of place. Regeneration is being led by Urban Regeneration Company, Renaissance Southend, which was formed in 2005 and is funded by Southend-on-Sea Borough Council, the East of England Development Agency, English Partnerships and CLG.

Firstly the URC has helped deliver a new £52 million campus of South East Essex College on a highly visible site next to Southend railway station, helping to raise the visibility of higher education in the town. Coupled with this, the URC has helped promote creative industries as a new and emerging economic sector and is looking to invest in a new cultural hub and a new centre for film and theatre to support the development of the sector.

The URC has promoted the redevelopment of a number of key sites on the seafront to improve and update leisure and visitor attractions, including a major new landscaped garden and elevated bridge linking the high street with the entrance to Southend Pier. The URC is also promoting a major town centre retail refurbishment and improvements within key transport corridors.

The aim has been to re-define Southend’s function as a sub-regional centre for business and education. As a way of extending the arts and culture offer in the town, local partners are planning a higher profile for the Southend Arts Festival and have aspirations for building a digital media gallery.

Scarborough has been the focus of a concerted regeneration initiative since 2005. Scarborough Borough Council has been supported by Yorkshire Forward and together they have delivered a number of key projects aimed at generating new employment opportunities and diversifying the tourist offer of the town. Since 2005 the partners have built a new Creative Industries Centre that provides 35 start-up and incubation units for businesses in the sector, and achieved a £3.75 million refurbishment of Scarborough Spa Hotel. The refurbishment of Scarborough Spa provides a major increase in conferencing capacity in the town and has enabled them to host the National Tourism Awards. The partners have also managed to convert the William Smith Rotunda into a new museum, providing a new attraction for the town and have transformed an underused seafront asset.
(South Bay Pool) into a space for public art. Underpinning future employment needs in the town, the partners are promoting a 40 hectare business park extension and a joint marketing strategy with Whitby and Filby under the headline ‘A Place for Business’.

Scarborough’s aim is to diversify the economic base of the town, finding alternative uses for underused historic assets and promoting new and emerging economic sectors which will appeal to younger people either living in or hoping to move to the area. These initiatives are underpinned by an aspiration to protect the future of Scarborough as a tourist destination, in addition to diversifying its economic base.

Hastings has focused on the development of the University Centre Hastings, the construction of an Innovation Centre providing support and assistance start-up business, and the opening of the Creative Media Centre aimed at offering serviced offices to small start-up businesses in the creative media sector. The aim has been to diversify the range of employment opportunities and raise the level of skills amongst the local population. There has also been £106m invested into the new FE College at Hastings (at Station Plaza and Ore) and, in the HE sector, the University Centre has been developed.

Investments have also been made in improving the tourism and conferencing infrastructure in the town. Sea Space, the delivery agency for the Hastings and Bexhill Regeneration Programme, is refurbishing the Marina Pavilion in St Leonards to provide a new multi-purpose conferencing, leisure and tourism facility and perceptions have been changed of the town by the improved impact and linkage to the Town Centre created by the refurbishment of Station Plaza.

Bournemouth is currently progressing the concept of Boscombe Spa Village as a mixed used residential and visitor destination as part of a wider regeneration initiative for the town. Previous investments made by the Borough Council include the refurbishment of Bournemouth Pavilion Theatre in 2007 and the refurbishment of Bournemouth International Centre to expand and update its conferencing facilities. The £22milion refurbishment of the BIC will provide the most modern conferencing and hospitality complex in the UK and aims to be the South Coast’s biggest economic magnet.

Boscombe Spa Village will provide an all-year round leisure amenity focused around Europe’s first artificial surf reef, a refurbished Boscombe Pier and a revitalised retail complex. The total redevelopment is expected to cost around £8million. The Boscombe Spa Village project aims to revitalise the seafront, double surf visits to Bournemouth and stimulate associated retail and hotel industries.

Bournemouth’s regeneration investments are focused on broadening the visitor appeal of the town and delivering the necessary skills development to support this - a 4* Teaching School development was put out to developers in 2005, funded by SWRDA, Bournemouth University and Bournemouth and Poole College, to be run as a commercial enterprise as part of a 200 bed 4*hotel.

### 3.3 Key Findings

There is quite a clear set of responses amongst the case studies to the approach being taken to the challenges posed by coastal towns. These are set out below:

- Diversifying economies overall away from reliance on tourism and towards other economic growth sectors;
- Marketing and development as regional retail and leisure destinations;
- Town centre redevelopment;
- Promotion of a residential role linked to a high quality of life and quality of place – often linked to arts and culture within towns and access to nearby environmental assets;
- Promotion of higher education as a means of attracting people into areas;
- Investment in high profile public realm projects that have the power to change people’s perceptions of the towns;
- Investment in high quality new public buildings and projects;
- Diversifying the tourism offer away from the traditional UK family summer seaside holiday or coach parties for older adults towards higher spend per head shortbreaks;

- Investment in hotel facilities to meet contemporary expectations – particularly in the business travel / meeting quality or spa hotel areas;

- Investment in conferencing facilities and multi-functional venues that serve meeting, visitor and local markets;

- Development of year round events and festival programmes linked to arts, culture and active coastal and countryside recreation;

- Promotion of the arts and cultural role. There is a clear link between heritage assets and promoting facilities like museums, art galleries.

These typical UK moves are also reinforced by wider international regeneration examples from places such as Barcelona and Bilbao. Barcelona’s approach has been multi-faceted and addressed a range of conference, public realm and transport investments. While Bilbao is justly renowned for the Guggenheim Museum, it has also pursued a long term strategy of diversification away from heavy industry to financial and business services and investment in the public realm and public transport.

In these Spanish cases, there was also a strong role for national and regional governments. The Commons Select Committee Report has also identified that the challenges faced by coastal towns cannot be tackled solely at the local level. The Committee identified UK Regional Development Authorities (RDA) as having a strong role to play. Examples include Tourism Network North East, funded by One North East; Yorkshire Forward has been a driving force in the Scarborough projects as part of the Urban Renaissance Initiative; and the East Midlands Development Agency which has set up a Coastal Action Zone in response to the Commons Select Inquiry to fund and co-ordinate further research into the problems of coastal towns. In the south west, SWRDA funds a team to work to address issues in the Market and Coastal Towns, co-ordinating a combined investment of £20 million.

The South East of England Development Agency (SEEDA) is also highlighted as being “lead among the RDAs on coastal towns” based on being the only RDA with a specific Coastal Towns Strategy, albeit that there is no specific funding stream attached to this. SEEDA has played a key role in supporting investment in some South Coast towns, including in setting up the Sea Space delivery agency in Hastings and Bexhill.

This chapter introduces the fundamental approach to the Eastbourne-Hailsham Triangle Economic Strategy and Spatial Scenarios. Subsequent chapters then detail approaches to the economy and place making and scenarios for how these may be realised.

4.1 The Vision

The starting point has been the Vision established by the Economic Blueprint created in 2007. This states:

“The Eastbourne Hailsham Triangle will be a dynamic, successful and sustainable economy, providing an exceptional quality of life and opportunities for all. By 2026 the area will make a significant contribution to the growing prosperity and sustainable development of the South East”.

4.2 The Approach

The future success of the Eastbourne-Hailsham Triangle is based on it becoming a 21st Century Integrated Community. This requires overcoming economic, physical and organisational barriers within the Triangle to create a high quality, progressive, forward-looking and sustainable community. The Eastbourne-Hailsham Triangle can become a first class place to invest, run a business, work and live or visit. This requires a step change in the economy – in terms of economic sectors, business growth and jobs and skills. It also requires a step change in place – in terms of a new approach to development, to transport and to the environment and open space.

Achieving a step change in the economy and a step change in place are interdependent tasks. Real changes in the communities that make up the Triangle, the relationship between them and the experience of the environment in which they sit can only be achieved through sustained economic growth. Real economic change will require a continued investment in the quality of place of the Eastbourne-Hailsham Triangle in order to retain and attract investment over the long term.

An important consideration in the creation of this masterplan has been the appeal of the area for young people, young families and entrepreneurs. The long term economic success of the Triangle will be dependant on continued new investment by people, families and households that are choosing a location where they will spend the majority of their lives. While the perception of the Eastbourne-Hailsham Triangle is of a place dominated by an ageing demographic it is in fact more diverse. However, it will be important to change local and external perceptions so that it becomes more attractive to a full range of age and economic groups.

4.2.1 A Step Change in the Economy

Achieving a step change in the economy will be based on success in multiple economic sectors. The goal is to create a diverse, resilient and higher value economy that is based on a number of key sectors. No single sector or project has been identified that can address the economic issues faced by the Triangle’s various communities. An economic strategy based on the Triangle’s existing strengths and those that are growing across the South East region will provide a firm foundation for the future and avoid the vulnerabilities associated with a single focus approach. The primary sectors that meet both of these criteria include:

- Advanced manufacturing
- Health services and industries
- Education
- Tourism and conferencing
- Business, finance
- Creative industries
- Retail sector
4.2.2 A Step Change in Place

If all communities within the Triangle are to benefit, changes in the quality of place should be anticipated and pursued in Hailsham, Polegate and Lower Willingdon, Eastbourne. The goal will be to raise the quality of life and raise the quality of place throughout the Eastbourne and Hailsham Triangle. Future economic success will be based on maximizing the value of the current character and identities of the Triangle's communities and the surrounding natural environment. They will also be added to in a progressive and sustainable way to ensure the Triangle competes in a 21st Century economic environment.

A range of investments in the Triangle's town centres, residential neighbourhoods, public transport, the public realm, the natural environment and public open spaces will be an integral part of the economic success of the Triangle. This will be a foundation for securing investment from within the Triangle from existing businesses and existing residents and also inward investment – changing perceptions of the image and the reality on the ground within the Eastbourne-Hailsham Triangle.

4.2.3 A Multi-Strand Approach

A multi-strand approach, entailing multiple interventions and multiple actions will be required across a number of sectors and places. This will require action individually and jointly across traditional boundaries and involve Eastbourne Borough Council, Wealden District Council, East Sussex County Council and the South East of England Development Agency. There is no single response which will address the multiple challenges that the Eastbourne-Hailsham Triangle faces today. Instead there will be multiple responses addressing multiple sectors, multiple locations and engaging multiple actors to secure real, visible change.
5. A Step Change in the Economy

5.1 Introduction
The Triangle’s economy is lagging behind that of the South East. GVA per capita, a measure for the productivity of the local economy, is £11,935 and £13,455 for Wealden and Eastbourne respectively – well behind the average for the South East of £18,521. Employment in the Knowledge-based Services sectors, another indicator for the quality of the economy, stands at 10% in the Eastbourne and South Wealden area compared to 18% in the South East and 16% in the UK. The economic activity rate of the working age population in the Triangle is, at 82%, below SEEDA’s target of 85% and the unemployment rate in Eastbourne is well above the South East average (6.6% compared to 3.8% of the economic active resident population).

So what could a step change in the economy mean for the Triangle? The aim should be for the Triangle to be in line with the projected economic growth in the South East. This is an ambitious target bearing in mind that the South East is one of the World’s most successful economic regions. To stay in line with other LDF evidence, namely the 2008 Wealden and Eastbourne Employment Land Review the step change in economy has been defined as follows:

- The gap between the employment growth in the Triangle and the South East is closed, with a 0.82% employment growth per annum.
- The economic activity rate in the Triangle raises from currently 82% to 85% of the working age population
- The unemployment rate in Eastbourne drops to the South East average from currently 6.6% to 3.8%.

In absolute terms this would result in around 12,000 new jobs in the Triangle between 2005 and 2026. Of these new jobs, 2,600 would be office based (B1a/b) and 2,400 industrial based (B1c/B2/B8). There would be also an estimated additional 1,000 jobs in retail, 4,000 in the health sector and 1,000 in the education sector.

An integrated and diverse economy is the key to delivering the required step change. An economy dependent on just a few sectors will always be vulnerable to downturns in a specific sector. Successful economies are diverse economies, building on a wide range of sectors and providing a range of jobs suitable for a diverse population with a range of skills.

Seven sectors have been identified as having the potential to significantly contribute towards the growth of the local economy. The sectors have been chosen because they either are existing strong sectors, have a high growth potential or are sectors which employ a large number of people in the Triangle and are under pressure to change. The seven sectors identified as having the potential to significantly contribute to a growing 21st century economy are:

- Advanced Manufacturing
- Education
- Health
- Business Services
- Creative Industries
- Tourism and conferencing
- Retail

There is a risk of losing focus and not achieving the necessary changes in any of the sectors. However, in many of these sectors changes are already happening. This Economic Masterplan provides the framework for growth in all of these sectors and identifies actions and responsibilities to make the step-change in each happen.

In the remainder of this section a vision for each sector is suggested followed by a description of the existing opportunity, the
actions required to promote this sector and the risks associated with the sector.

5.2 Advanced Manufacturing

Vision

In 2026 the Triangle is a regional cluster for advanced manufacturing with a global outreach. There are strong synergies between local businesses and higher and further education regarding skills development as well as R&D. A sustainable business park provides the focal point for advanced manufacturing with satellite employment locations across the area.

The Opportunity

There is an existing cluster of approximately 40 businesses in high and medium technology industry in the Triangle, providing around 1,300 jobs. Table 1 provides a list of the sub-sectors and the approximate number of businesses and employees in each sub-sector. Overall the number of employees has increased in these sub-sectors between 2003 and 2006 by 46 employees (or 3.7%) although the number of businesses has decreased by 8.

Of specific interest is the Non-electrical Machinery sub-sector, which has a higher proportion of employees in the Triangle compared to the South East (Location Quotient of 1.83) and Great Britain (Location Quotient of 1.65). The sub-sector has grown in number of employees (243) and businesses (2) between 2003 and 2006. This sub-sector includes the pump and compressor manufacture cluster within the Triangle, which is widely regarded as one of international importance. There are 15 companies operating within the pump cluster in the Triangle, of which two are the European headquarters of multinational companies. In addition to the Advanced Manufacturing sector the Triangle area has a strong General Mechanical Engineering sector which complements the manufacturing side. There are 26 mechanical engineering

<table>
<thead>
<tr>
<th>Table 1 – Advanced Manufacturing Sub-sectors</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sub-Sectors</strong></td>
</tr>
<tr>
<td>Pharmaceuticals</td>
</tr>
<tr>
<td>Office machinery and computers</td>
</tr>
<tr>
<td>Aerospace</td>
</tr>
<tr>
<td>Electronic communications</td>
</tr>
<tr>
<td>Scientific instruments</td>
</tr>
<tr>
<td>Motor Vehicles</td>
</tr>
<tr>
<td>Electrical Machinery</td>
</tr>
<tr>
<td>Chemicals</td>
</tr>
<tr>
<td>Other Transport Equipment</td>
</tr>
<tr>
<td>Non-Electrical Machinery</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>

Source: ABI
businesses in the Triangle employing 359 employees. The sector has grown in employees (197) and businesses (2) between 2003 and 2006, demonstrating the dynamics in this sector in the Triangle area. In relative terms the engineering sector is very strongly represented in the Triangle, employing more than twice as many people in relative terms than in the South East and in Great Britain.

The advanced manufacturing sector can be regarded as a beacon of the wider manufacturing sector which is also an important sector within the Triangle, employing around 3,800 people (including advanced manufacturing).

There is an existing labour supply in this specialist field in the Triangle area and the success and expertise of the pump cluster has the potential to spread to related advanced engineering sectors.

The triangle benefits from relatively low property costs compared to other locations in the South East. This is important for manufacturing businesses with relatively high floorspace demand. Advanced manufacturing does not rely on high in and out flows of materials or regular face-to-face meetings. Direct access to the national highway system is therefore not as important as for other sectors. The Triangle’s location, which is peripheral enough to have affordable property values but still within easy reach of international airports and the finance and business centre in London, therefore caters well for the advanced manufacturing sector.

Advanced manufacturing has a relatively high level of productivity (GVA/job) compared with other sectors. Growth in this sector will therefore contribute strongly to the overall increase in GVA.

There is a relatively large inward investment potential in the advanced manufacturing sector given the approximately 20,000 businesses in the South east and 120,000 in the UK. If only a small fraction of these businesses would relocate to the Triangle or open up subsidiaries/branches in the Triangle a significant increase in the economic productivity of the Triangle could be achieved.

Making it Happen

To deliver a step change in advanced manufacturing the aim should be to achieve an Advanced Manufacturing Centre. The Centre would bring together higher and further education providers in a campus alongside employment space for advanced manufacturing companies. The Advanced Manufacturing Centre would provide good quality employment space, a high quality education provision and the opportunity to optimise synergies between the education and private sector.

Initiating and developing an Advanced Manufacturing Centre in the Triangle would be a unique selling point for the Triangle. However, it will also take leadership and partnership working between the public, education and private sectors. A series of steps, each in itself useful and contributing to a step change in the economy, which can lead to the development of an Advanced Manufacturing Centre is set out below:

Establish an advanced manufacturing working group for the Triangle. The working group should include representatives from the business community, higher and further education and the public sector. The working group should pro-actively address issues regarding skills, increase in research and development and the availability of suitable land and premises. This should be co-ordinated with SEEDA’s Manufacturing Advisory Service, which perhaps could sponsor such a working group, and the existing organisations which already work with the manufacturing sector in the Triangle such as the Enterprise Hub and the Engineering Club based at Eastbourne Technology College.

• Actively seek inward investment in the advanced manufacturing sector based on a specific inward investment strategy. This should be coordinated between the proposed working group, Locate East Sussex and the districts' and the county’s economic development departments.

• Working with the higher and further education providers to ensure the continued supply of relevant skills and opportunities for training and professional development of employees in this sector. Possible collaboration with Brighton
University’s faculty for science and engineering should be explored. Links to the higher education sector are a strong plus in attracting inward investment.

- Ensure provision of a readily available supply of suitable land and premises for the sector. This should include improvements to the quality of the existing industrial estates and the development of an attractive new Advanced Manufacturing Centre, or the rezoning of existing B use land to bring about change.

Challenges and Risks
There are some challenges and risks associated with the advanced manufacturing sector which should be considered as part of this strategy. Overall manufacturing has been declining in the UK and a further decline is projected in the future as a result of continuing structural changes to the UK economy in the light of globalisation. However, specialised manufacturing closely linked to R&D and requiring a highly skilled labour force is most likely to have a strong future in the UK. This requires though for the advanced manufacturing sector in the Triangle to be at the forefront of manufacturing, to increase R&D, work closely with higher and further education and to continuously identify and occupy niche markets within the manufacturing sector.

5.3 Education
Vision
In 2026 the Triangle has a thriving education sector with a strong higher and further education offer. The private sector provides a number of schools that are nationally recognised. Students from across the world also improve their language skills in the Triangle and become ambassadors for the Triangle in their home countries. There is a strong link between the education sector and the local economy with the higher education sector offering a strong R&D component.

The Opportunity
The education sector is, with 5,000 employees, one of the largest sectors in the Triangle. Proportionally it employs twice as many people in the Triangle as are employed in the region or in the UK. There are ten secondary schools in the Triangle of which three are private. Sussex Downs College offers a range of vocational sixth form courses in Eastbourne and adult learning courses in Eastbourne and Hailsham. There are also 10 language schools attracting international students to the Triangle.

Brighton University has two schools in Eastbourne, the Chelsea School and the School of Service Management offering the following courses:

- The Chelsea School:
  - Physical Education & Dance
  - Sport & Exercise Science
  - Sport & Leisure Cultures
- School of Service Management:
  - Events
  - Hospitality
  - Retail
  - Tourism
  - Travel

Both faculties offer degree courses, research and consultancy highly relevant to the local economy.

Making It Happen
A number of actions are proposed to support the education sector and to further foster growth in this sector. They include:

- Pro-active support of existing education institutions by the public sector. This includes making available appropriate land through the planning system.
- Pro-actively work with the higher and further education sector to foster the growth of these sectors in the Triangle. There are already well established links and projects which should be continued and expanded.
- Although there is a group that represents the interests of language schools, there is currently no single platform to promote the language schools in Eastbourne. Although the schools are all in competition with each other cooperation in marketing can bring benefits to all.
- Standards at the state schools are currently mixed. A priority should be to raise the standards in all state schools to a very
Towards a Masterplan

November 2008

The Eastbourne - Hailsham Triangle

high level. This is not only important for a successful education sector but also contributes to the attractiveness of the area to highly skilled people in other sectors who want to re-locate businesses or their families.

Challenges and Risks
The education sector is experiencing strong competition and this is likely to increase in the future with increased privatisation in this sector. The proximity to Brighton, with its reputable Universities can be a challenge but is also a real opportunity.

Employment in the sector is projected to grow strongly in Eastbourne (3.2% pa) and the South East (2.6% pa) with a slight decline projected in Wealden (-0.2%). However, GVA is relatively low in the education sector and is projected to fall in the future by about 2% per annum in the South East and the two districts.

5.4  Health
Vision
In 2026 the Triangle is a centre of excellence for health provision. Private and public health providers work together with higher education providers, private R&D companies and wider health related services to capture large parts of the supply chain within the local economy. A medi-park is the focal point of the health provision with links to the hospital and private and public research facilities. The health sector is embedded and an integral part of a “healthy Triangle”. The Triangle is an active member of the WHO Healthy Cities Programme and new developments are designed for healthy living.

The Opportunity
The Health and Social Work sector is, with 10,800 employees, the biggest employer in the Triangle. In relative terms there are twice as many people employed in the health sector in the Triangle than in the South East. Employment in the sector has grown by 2.2% per annum in Eastbourne, 3.8% in Wealden and 2.3% per annum in the South East between 1995 and 2005. Employment in the sector is projected to grow in the future however at a lower rate of just above 1% per annum.

Health provision in the UK has been undergoing significant changes in recent years and this is expected to continue in the future. An increase in private health provision has made this sector more market facing. Medi-parks are a spreading model where public and private health provider, higher education and private R&D companies and medical manufacturing and services providers are co-located to maximise synergies and capture large parts of the supply chain. With its environmental assets and its seaside location the Triangle is an ideal location for a centre of excellence for health.

An economic focus on the health sector can be integrated into an overarching health theme for the Triangle. Healthy living in healthy developments, holidays in a healthy environment and healthy food grown locally are all aspects that can contribute to branding and promoting the Triangle as a healthy place to live, work and visit.

Making It Happen
A number of actions are proposed to support the health sector and to further foster growth in this sector. They include:

• Form a joint working group with representatives of the local authorities, SEEDA, the Hospital, Brighton University and local businesses to scope the potential of a medi-park.

• Identify potential land and provide the planning framework for a medi-park considering the possibility of relocating Eastbourne and Hastings Hospital functions into a combined new facility in an accessible location alongside a possible medi-park.

• Proactively engage in discussions with private health providers to attract them to the Triangle.

• Join the WHO Healthy City Programme and promote the Triangle as a healthy place to live work and visit.

Challenges and Risks
Focusing on the health sector bears a certain risk of re-enforcing the image that the Triangle is a place for elderly people. By targeting the entire health sector, including research and development, manufacturing and health services and by promoting a modern health provision this risk can be, at least to a certain degree, mitigated.
In general GVA per job is low in the health sector, however it is higher in the South East and there seems scope to improve the productivity in this sector. This is especially true if medical and pharmaceutical manufacturing is included in the health sector as these have a higher productivity level.

Eastbourne’s pharmaceutical sector has declined in the past and it might be difficult to turn the tide. However, the still existing employment in this sector together with a new medi-park concept could provide a growth opportunity in employment and GVA terms.

### 5.5 Financial and Business Services

**Vision**

In 2026 the Triangle is a regional cluster for the financial and business service sector. Modern office premises in the town centres and elsewhere in the Triangle provide exceptional business space for the sector. A business support centre successfully helps existing businesses to grow and attracts new financial and business service companies to the area.

**The Opportunity**

The financial and business service sector has been one of the fastest growing sectors in the Triangle over the past 10 years. There are currently around 1,000 businesses in this sector in the Triangle employing approximately 7,000 people. Business services is projected to be the highest growth sector in the South East with a forecasted average annual GVA growth rate of 5.7% between 2006 and 2016.

Currently the financial and business service sector accounts for 14% of employment in the Triangle. If employment rose to the Great Britain average of 20% this would create an additional 3,500 jobs within the area.

GVA in the financial and business service sector in the Triangle is significantly lower than the South East average. This and anecdotal evidence suggests that the sector is dominated by relatively low value added employment in the Triangle.

The financial and business service sector has, therefore, significant potential in contributing to the Triangle’s economic growth. If employment and productivity levels rise to the national average a large step towards a more productive economy could be made.

**Making It Happen**

High added value financial and business services require highly skilled people. Raising the skills levels is therefore of highest priority for the Triangle. This should be achieved through a range of means:

- **High secondary schools standards**: Local young people must be given the best opportunities. Even if they leave the area for higher education there is a good chance that they will return later if adequate jobs are available to them.

- **Life-long learning offer**: High quality training courses will allow people and businesses to stay at the forefront of their profession. This could include a Management School in the Triangle area in cooperation with Brighton Business School.

- **Housing supply**: One of the key assets of the Triangle is its appealing environment and high quality of life. This has to be matched with a housing offer that is attractive to young professionals as well as entrepreneurs and management level employees with families.

- **Branding and marketing**: Most businesses in the business services sector are relatively small. Locational decisions are often made on a local level where quality of life plays a significant role. The Triangle should proactively try to attract highly skilled people on the basis of its high levels of quality of life.

Most business service sector businesses are relatively small (average size in the Triangle is 7 employees). These kinds of businesses generally have a strong need for business support. A business support centre, especially targeting the business service sector, could provide important stimulus for the sector to grow. The business support centre could be provided as part of the Enterprise Hub or as a separate entity.

The major redevelopment of Eastbourne Town Centre and the development opportunities in Hailsham Town Centre should be used to provide town centre office spaces.
space. The office supply can be supported by modern office facilities at Sovereign Harbour and at a business park in Polegate.

**Challenges and Risks**

There is currently a fairly limited labour supply in the Triangle area which limits the attraction of the area to large financial and business services employers (e.g. back-office branches, call centres). A shift in the demographics of the Triangle (supported by new housing) towards a younger population would increase the labour supply but would require a significant change in the demographic characteristics of current migration trends. Population projections, based on the South East Plan housing targets, predict a population increase of 2,400 for Eastbourne and 12,600 for Wealden, a significant part of which will be in the Triangle area due to the high proportion of the housing targets set for the Wealden Coastal area.

The relatively poor skills levels in the area are currently also a challenge for the financial and business service sector.

Market research, based on historic trends, has shown that there is currently little demand for a private sector led strategic business park in the Triangle area. However, recent good quality office space development in Eastbourne has been taken up at a prime rent indicating a pent up demand for good quality office space in the Triangle.

The financial and business service sector seems to benefit from agglomeration economies and therefore tends to co-locate in existing centres. The size of the local economy and the relatively peripheral location of the Triangle poses a challenge to the growth of the financial and business sector service.

**5.6 Creative Industries**

**Vision**

In 2026 the Triangle is part of South East's 'Creative Coast' spanning from Hove to Hastings. The proportion of Creative Industries businesses meets national standards.

**The Opportunity**

Creative industries play a significant role in the national, regional and local economy. UK's Creative Industries have a worldwide reputation. They contribute 7.3% to the nation's Gross Value Added (GVA) and contributed £13 billions to the UK's balance of trade in 2004. Creative industries overall have been growing at 5% per annum (double the overall UK growth rate).

Although the creative industries sector is in relative terms under represented in the Triangle area, there is an existing business base on which to build future growth. An overview of the number of businesses and employees in the different sub-sectors is given in Table 2.

The relatively low number of creative industries businesses in the Triangle area provides an opportunity to grow this sector.

**Table 2 – Creative Industries Employment and Businesses**

<table>
<thead>
<tr>
<th>Sub-sector</th>
<th>Number of Businesses</th>
<th>Number of Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Architectural related technical consultancy</td>
<td>97</td>
<td>283</td>
</tr>
<tr>
<td>Advertising</td>
<td>27</td>
<td>83</td>
</tr>
<tr>
<td>Radio and television activities</td>
<td>3</td>
<td>12</td>
</tr>
<tr>
<td>Publishing</td>
<td>30</td>
<td>202</td>
</tr>
<tr>
<td>Video, Film and Photography</td>
<td>28</td>
<td>88</td>
</tr>
<tr>
<td>Software, Computer Games and Electronic Publishing</td>
<td>86</td>
<td>144</td>
</tr>
<tr>
<td>Designer Fashion</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>Music and the Visual and Performing Arts</td>
<td>56</td>
<td>199</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>332</strong></td>
<td><strong>1,019</strong></td>
</tr>
</tbody>
</table>

Source: ABI

More use can and should be made of the proximity to Brighton, which is one of the main Creative Industries clusters in the UK outside London.

In addition to employment opportunities creative industries offer further advantages to a location. These include:

- Providing the amenities that attract knowledge workers. As Richard Florida (2002) and others have pointed out, the existence of cultural and creative amenities in a region, and an area’s reputation for ‘buzz’, are one of the criteria which skilled labour may use when deciding where to live and work.
• Creativity and design are important intermediate inputs into the rest of the knowledge economy and into public services.

• They have a role to play in quality of life and social sustainability. This is a variant of Florida’s arguments that cultural amenities attract knowledge workers.

Although large parts of the creative industries sector relies on regular face-to-face meetings, the availability of high-speed internet connections has made the sector more footlose. As with the financial and business service sector the high quality of life and the natural environment are assets that are very attractive for creative industries entrepreneurs.

Making It Happen
As discussed above there are significant factors that make the Triangle attractive to creative industries businesses (quality of life, environmental assets, proximity to Brighton, public transport links to Gatwick and London) which should be proactively marketed to the creative industries sector. A specific target group could, for example, be London based small creative industries businesses with owners who have young families and are looking for a better quality of life, good schools and more affordable homes.

To attract creative industries businesses to the area (and let local creative industries businesses grow) the ‘product’ needs to be in place: accessible, good quality office space with high-speed internet connection. In general creatives are also looking for a creative environment with a vibrant town centre, ‘cappuccino-culture’, bars and an interesting cultural programme. The new Cultural Centre next to the Congress Theatre will provide in its form (as a new contemporary building) and its content (Towner Art Collection, galleries and exhibition space) an attractive addition to the ‘creative product’ of the Triangle.

Fostering the creative industries sector therefore goes far beyond the traditional economic development approach and is aligned with the overall strategy of the Triangle Masterplan of achieving a step-change in the economy and a step-change in place.

Challenges and Risks
The creative industries are a popular sector within the regeneration field and many localities are trying to grow the sector. This is not least true for Brighton and also Hastings. However, employment in the creative industries in the Triangle is well behind the national average and there seems to be scope to grow the sector locally.

Although high-speed internet has made parts of the creative industries more footloose, large parts of the sector rely heavily on face-to-face meetings and tend to cluster in proximity to each other and in large economic centres. To provide the critical mass for a creative industries cluster the Triangle will have to be recognised as part of the South East’s ‘Creative Coast’.

It is important to note that that creative industries is a term which is an aggregate of a number of activities including high value and growing sectors and those that are not. Highest creative industry contributor to UK GVA (DCMS 2005) was ‘software, computer games and electronic publishing’ sub-sector but music/video/performing arts shrank over the same period in GVA terms. It is therefore the ‘technical’ side of creative industries which promise the highest growth potential.

5.7 Tourism and Conferencing
Vision
In 2026 Triangle has a year round, high quality tourism industry targeting the large ‘working wealthy’ and conferencing market in the South East. Key elements of the tourism offer include

• A nationally recognised year round events calendar;
• A network of eco-tourism accommodations complementing the sub-region’s high quality environmental leisure offer;
• Medium sized conferences;
• High quality hotel, restaurants and entertainment.

The Opportunity
Tourism is an important element of the Triangle’s economy, employing approximately 7,500 people which equates to 5,500 full time equivalents. The proportion of hotel
employees in Eastbourne is over 2.5 times higher than the average in Great Britain as a whole.

The Triangle attracts significant levels of conference tourism, which are associated with relatively high levels of spending. Overall the business tourism sector in the UK is worth about £16bn per annum and is perceived as a growing sector. The business tourism sector provides a range of opportunities:

- It is at the high quality, high yield end of the tourism spectrum;
- Creates higher level jobs than leisure tourism;
- Year round demand, with peaks in Spring and Autumn but still high levels of activity in the Summer and Winter months;
- Complements leisure tourism because it relies on the same physical infrastructure but levels out the short Summer peak of leisure tourism;
- It is resilient, being much less affected by economic downturns or by disasters;
- It can stimulate future inward investment as people see the attraction of the destination;
- An estimated 40% of business travellers return with families as leisure visitors to the destination.

Day visits and domestic short breaks are another growing sub-sector within tourism. The Triangle, with its strong environmental offer combining the seaside and countryside attractions has a high potential in this growing tourism sub-sector.

The Triangle’s catchment area for day visits, domestic short breaks and business tourism is very substantial. Large parts of the very affluent South East and London fall within a two hour public transport journey time catchment area.

Overall there is an opportunity and a need to change the tourism offer in the Triangle area. The tourism offer is currently heavily focussed on Eastbourne complemented by a number of informal B&B’s throughout the area and caravan/chalet sites at Pevensey Bay. There has been some investment in the accommodation stock, however there is still need for significant investment to up-grade and improve the standard. The coach market, which is extremely price sensitive, is a core market for hotels in Eastbourne. However, only 40% of the hotels in Eastbourne are large enough to accommodate a coach. Ten hotels in Eastbourne rely totally on coaches and none of them are graded (i.e. not starred accommodations).

A continuing change in the tourism sector is needed to align the tourism offer to the demands of the affluent catchment area in the South East and London and to re-focus on the growing short break and business tourism sub-sectors and to spread the economic benefits across the entire Triangle.

In many aspects this is already happening in Eastbourne with the “Annual Awareness” campaign, which is promoting images of activity identified with younger and healthy lifestyles. However, the image campaign has to be followed through with a step change in the offer. The opening of three seafront restaurants with beach decking and the change in the bandstand programme are signs of this change happening already.

Making It Happen

The overall approach in the tourism sector, as in the economy as a whole, is recommended to be a move towards a high quality, diverse tourism sector. A number of recommendations to achieve this are given below.

Create year round events calendar: High quality events help to put the Triangle on the map. This is already happening with such events as Airbourne Airshow, Eastbourne Extreme, Beer Festival, Feastbourne, International Tennis, Magnificent Motors, Beachy Head Marathon, 999 Display and Go Fast Speed Days. This offer, currently with a main focus on the summer months,
could be extended by a range of other year round events such as book, arts, film and jazz festivals. A year round programme, provided with the necessary resources, would help to enhance a year round tourism demand.

**Strengthen business tourism:** Despite the strong competition in the sector (e.g. Brighton, Bournemouth) there are opportunities for developing a stronger market share for conference business in the Triangle. Key aspects to consider are:

- **Suitability** – are the venues in line with modern businesses corporate image?
- **Size** – are the seating capacities suitable for the demand. Standard conference sizes ranges are: 1-249, 250-499, 500-999, 1,000+. The average conference size is around 54 delegates;
- **Facilities** – are projectors, PA, ‘wi-fi’ etc provided;
- **Investigate expanding the Tennis Event to permanently accommodate the men’s tournament** – this could potentially free up space for new conferencing facilities in the Town Centre.

Increasing the quality of the hotel as well as the supporting restaurant and leisure offer is recommended for strengthening business tourism. Furthermore there is an under provision of large, good quality (four star) hotels preferred by the business tourists. A rationalisation of the existing bedspaces into fewer, good quality hotels while keeping the overall number of bedspaces would provide a more attractive offer for the business tourism sector.

Although the expansion of the Cultural Centre will create additional conference exhibition space and community and education space it is recommended that the feasibility of a new, multi-purpose conferencing centre be assessed. This could be part of a multi-use development including a hotel, retail, residential and community space. A possible location for such a development could be the Fisherman’s Green, a key long term seafront site, linked to Eastbourne town centre with its existing conference, hotel and catering facilities.

**Strengthen countryside tourism offer:** As discussed above the tourism offer is currently focussed on Eastbourne. Strengthening the countryside offer would help to create a wider and more diverse offer. This could include ‘green’ or ‘sustainable’ B&B accommodations as parts of the diversification of the rural economy and a Spa hotel. There are a number of reasons why a Spa hotel could provide an attractive addition to the existing tourism offer:

- The spa industry has developed rapidly in England over the last five years and health tourism is a big market
- The market is expected to grow by 7.4% annually
- In the UK the industry is worth over £1.4 billion per annum with 20 new spas opening each week
- UK residents take around 13.8 million spa trips per year
- Health tourism plays to the short break
- The health tourism sector in the UK is not as mature as in continental Europe and has the potential to grow much further, to as much as double its current size over the next few years.
- Customers spend on average 66% more per spa trip than on an average trip
- Around 40% of UK residents are likely to choose England as their spa destination, which is likely to increase given greater product awareness.

Linking the tourism sector with the higher and further education offer: Brighton University’s School of Service Management and the Culinary Arts Studio offer a high quality education in tourism including events, hospitality, retail and travel. Links between the University of Brighton and the tourism sector in the Triangle have begun. For example a Young Chef of the Year competition for schools that links industry chefs to the University of Brighton and the Feastbourne event has enhanced the links as well. However an increased knowledge transfer between the University and the sector is strongly recommended. Many ways would be possible to facilitate such a transfer such as work placements, a model hotel / restaurant run or advised by the University and its students etc.
Challenges and Risks
In general the tourism sector has a low productivity rate (measured in GVA per job). However, an increase in business and health tourism, both sub-sectors with higher quality jobs and a general improvement in the quality of the offer would raise the current productivity levels.

As with many seaside resorts Eastbourne, and therefore the Triangle area, suffers under the image of the traditional English seaside resort. Overcoming an existing image can be a long term task. However, there are good opportunities to help overcome the existing image described in the Making it Happen section above (e.g. additional emphasis on countryside, health and business tourism, events etc).

The current tourism offer needs a step change. This can be a difficult task especially when it involves physical improvements to the current hotel stock as well as a step change in the quality of the service. The major town centre redevelopment proposed in Eastbourne and the potential provided by the School of Service Management could help facilitate such a step change.

There will always be a strong competition in the tourism market and the offer will have to be reviewed and improved on an ongoing level. However, the Triangle does have some outstanding unique selling points (see The Opportunity section above) which can be used in a competitive tourism market.

5.8 Retail
Vision
In 2026 Triangle has a high quality and diverse retail offer which complements the leisure and business tourism sector. Eastbourne and Hailsham town centres provide a high quality environment for customers and stores. Polegate is an attractive local centre providing the local community with facilities and amenities.

The Opportunity
Retail is an important sector in the Triangle area employing approximately 8,000 employees. In relative terms this is about 50% higher than the average in Great Britain. The sector has grown in the past throughout the UK and the sector is expected to grow in the future in the Triangle based on housing, population and income growth and local market capture.

There are well advanced plans for a major redevelopment of Eastbourne town centre. The Eastbourne Town Centre Regeneration Planning Brief is adopted and the Council is currently in the process of procuring a development partner with the aim of having an agreement in place by autumn 2008. The Town Centre Regeneration offers the opportunity to develop a high quality, mixed use scheme which will significantly enhance the town. Additional retail floorspace requirements of around 30,000 sq m by 2011 and a further additional 24,000 sq m by 2016 have been identified.

Hailsham town centre has been undergoing some changes in the recent past and further development is planned. There is a significant longer-term development opportunity in the centre of town, which could contribute to the overall improvements to the retail environment and attractiveness of Hailsham.

Future population growth as a result of the housing targets for the area and the synergies with the tourism sector are further opportunities for the retail sector.

Making It Happen
The Eastbourne Town Centre Regeneration will be the core of the step change in the retail offer. In addition, linking the Town Centre Regeneration with public realm improvements in the secondary shopping areas in Eastbourne and the establishment of a link between the Town Centre and the seafront, to create a ‘Ramblas effect’, will further enhance the retail offer in the Triangle area.

Public realm improvements in Hailsham could significantly contribute to an enhanced retail environment in the town. Combined with the redevelopment of part of the central area this will contribute to the step change in the retail offer for the Triangle area. Public realm improvements in Polegate are also recommended as part of an overall regeneration effort for Polegate.
Improving the accessibility of Eastbourne town centre, including through a Park and Ride scheme and improvements to the A27 between Polegate and Brighton, will create a larger catchment area and support Eastbourne as a sub-regional retail destination. Improvements to the transport system will be further discussed in Chapter 6.

**Challenges and Risks**

In general the retail sector has a low productivity level. However, it offers an important employment opportunity for people with low skills levels and provides the opportunity to move relatively quickly to higher levels of employment within the sector.

Although the retail sector is projected to continue to grow the rate of growth is likely to be slower than in the past. Out of town and internet shopping are competitors to town centre retail and their impact will have to be monitored.

**5.9 Conclusion**

The economic step change in the Triangle area has predominantly to be delivered by an increase in productivity and, to a lesser degree, in increasing the economic activity rate of the total population. This is due to a) the limited labour supply, even with a housing growth target of 10,000 units and b) because SEEDA’s ‘smart growth’ philosophy is based on increasing productivity with no need for an influx of new labour. SEEDA’s growth target of 3% pa is in consequence measured in GVA per capita.

The step change has therefore to be in quality with less emphasis on quantity. We have identified seven sectors in which we see the potential for economic growth which have been discussed in detail above. The recommended actions to make the step change happen through these sectors can be summarised into the following domains:

- Leadership
- Land and infrastructure
- Skills
- Branding

Each of these domains is described in more detail below.

**Leadership and Working Groups**

**Public Sector Leadership and Coordination**

The triangle, falling within two local authorities raises leadership challenges regarding strategic planning and economic development issues. Having a coordinated and integrated planning and development framework across the Triangle area is important to the economic success of the Triangle. Market areas pay no reference to political boundaries and the public sector response needs to recognise this.

The joint commissioning of many baseline studies, the aligning of time schedules for the two LDF processes and the combined commissioning of this study clearly indicates a strong desire from both Wealden District Council and Eastbourne Borough Council to cooperate.

It is recommended that this existing cooperation should be continued and to a certain degree formalised. This could take the form of a joint Triangle Working Group evolving out of the Board for this commission. More detailed recommendations on working arrangements are given in Section 8 Delivery Strategy and Next Steps.

**Sectoral Coordination**

Each identified growth sector has different needs. To achieve a step change in each of these sectors a coordinated approach is recommended. This is especially the case where private sector, public sector and educational institutions are all involved in promoting a sector. It is therefore recommended the following working groups are established:

- **Advanced Manufacturing:**
  - Members: representatives of the private sector, public sector (including SEEDA and East Sussex Economic Partnership)
  - Tasks: address skills needs, facilitate R&D cooperation between private sector and higher education, identify land and infrastructure requirements, develop pro-active inward investment strategy

- **Language Schools:**
  - Members: representatives of the language schools, public sector
Tasks: agree and coordinate a common marketing platform (this could be part of the existing tourism platforms), provide one-stop-shop for foreign students.

Health:
- Members: representatives of the Hospitals, PCTs, district / borough councils, private health sector (health provision, medical and pharmaceutical R&D and manufacturing), SEEDA, East Sussex Economic Partnership, tourism sector
- Tasks: pursue the feasibility of the MediPark concept, coordinate the MediPark concept with possible future hospital / health clinic investments, promote healthy developments, healthy living, health tourism and market / brand the Triangle as a ‘Healthy Triangle’.

Tourism:
- Members: representatives of the private sector (hotels and restaurants), School of Service Management, public sector
- Tasks: improve the knowledge and skills exchange between the private sector and the School of Service Management.

For the remaining sectors (business services, creative industries and retail) no imminent need for a formalised working group is perceived and a more ad hoc approach is recommended.

Land and Infrastructure

Employment Land
An integrated employment land framework is recommended for the area. This has been recognised by Wealden and Eastbourne local authorities though the joint commission of an Employment Land Study. The study identifies ‘South Wealden and Eastbourne’ as a distinct area and provides demand and supply analysis for this geography which is largely congruent with the Triangle area.

The Employment Land Study identifies available employment land for a total of 192,000 sq m of B-use-class floorspace. A significant part of this available land has been judged as not being likely to come forward for either environmental reasons (flooding) or on the grounds of viability and market demand. The Study identifies a total of likely available land for 76,000 sq m for B-use-class floorspace in the Triangle area distributed between Eastbourne and Hailsham and between office and industrial/warehousing as shown in the table below.

The Employment Land Study forecasts future employment floorspace demand. Sensitivity B Scenario represents the assumed step change in the economy (e.g. eliminating the gap between the Triangle and the South East in employment growth, economic activity and unemployment terms). The floorspace demand projections for this scenario indicate an additional floorspace demand between 2005 and 2026 of around 62,000 sq m for office floorspace and 83,000 sq m for industrial / warehouse floorspace.

To achieve a step change in the economy as defined above there is therefore a likely supply shortage of B-use-class floorspace of approximately 22,000 sq m office floorspace and 47,000 sq m of industrial / warehouse floorspace in the Triangle area between 2005 and 2026. This equates to around 6 ha of land for office use and 10 ha of land for industrial / warehousing use in addition to the identified likely supply. The potential distribution of this net additional requirement is considered as part of the spatial scenarios reviewed in later chapters.

County Hall Relocation
East Sussex County Council has considered relocating the County Hall offices to a more central location within the County in the past. Polegate or Lower Willingdon has been discussed as a possible location. Such a move
of the County Hall offices would provide the potential to centralise further public sector services into a 'public sector village' or business park. Having an anchor tenant such as County Hall may shift demand for other commercial users from locations outside the sub-area and provide the demand for a mixed public-private business park.

Land Demand for Health, Education and Retail
There is no established methodology for translating employment growth into land demand in the health, education and retail sectors. However, it is important to recognise that a step change in the economy would result in significant job growth in these sectors with the subsequent land demand.

Planning for the Health and Education sector should be an integrated process with the respective planning bodies (PCT, Hospital Trust, Education Authority). In addition to this land demand from the growth in the private provision of health services and education should be planned for. Growth in retail will be focussed on the town centres and should be planned for in this context.

Infrastructure
The allocation of employment land through the LDF process alone will not provide the economy with the necessary land resources. Employment locations have to be serviced by adequate infrastructure. The availability of power supplies has not been identified as an issue within the Triangle area, however, drainage is an issue in some parts and transport accessibility varies across the Triangle area.

Labour Supply and Skills
Attracting Skilled Labour
As discussed above labour supply is a key limiting factor in the economic development of the Triangle area. The economic activity rate, as a proportion of the total population, is 38% in the Triangle area, very low when compared to the national average of 45%. This is the result of a large proportion of the population being outside the working-age age groups. Whilst developing new housing will increase the overall labour supply, providing new housing with a quality that attracts young people, families and skilled labour will help to increase the economic activity rate.

Linking the Education Offer to the Targeted Sectors
There are already many existing synergies between the local economy and the education offer in the Triangle. South Downs College and Brighton University offer highly relevant courses for the local economy. However the link between the education providers and the local economy could be improved to ensure the skills needed by the private sector can be met locally. This is especially relevant for the advanced manufacturing sector, the retail sector and the finance and business service sector. The education offer should include courses for young people (up to 19) as well as adult learning which will require additional funding.

Branding
Visibility Raising, Marketing and Outreach
The Triangle area has a wide range of assets which can and should be proactively marketed within and outside the Triangle area. The current image of the area does not reflect its potential. Branding, which has been used as part of the tourism strategy, should be extended to the wider economy and the housing market to establish a positive picture of a healthy, economically vibrant area in a fantastic environmental setting offering high levels of quality of life.

Inward Investment Strategy
Branding however is only one part of an overarching inward investment strategy which addresses a much wider range of activities. An inward investment strategy aligned with the appropriate delivery mechanisms is recommended for the Triangle area.
6. A Step Change in Place: A Framework for Change

6.1 Introduction
This section of the Economic Strategy and Spatial Scenarios considers a range of Triangle Masterplan Framework components and requirements. Both specific infrastructure investments and principles that guide development are set out. These include an integrated transport framework, new approach to housing through integrated development, and the environmental and open space framework. These framework layers address the Triangle as a whole. It is recommended that they be delivered regardless of the overall spatial scenario pursued for the Triangle. Delivery of this framework will substantially improve the quality of life and quality of place of the Eastbourne and Hailsham Triangle and will provide a foundation for the Step Change in Economy set out in the last chapter.

An important consideration in the development of this framework has been the appeal of the Triangle for young people, young families and entrepreneurs. While the perception of the Eastbourne-Hailsham Triangle is that it is a place that is dominated by an ageing demographic it will be important to change perceptions so that it becomes more attractive to a full range of age and economic groups. The long term economic success of the Triangle will be dependant on continued new investment by people, families and households that are choosing a location where they will spend the majority of their lives.

It is important to note that it is not the purpose of this Economic Strategy and Spatial Scenarios to pre-empt or replace Local Development Framework activities, Core Strategy processes or Site Allocation Development Plan documents and no planning recommendation or judgment relating to individual sites is intended or should be implied by this report.

6.2 Integrated Transport Solutions
Stronger transport connections are an integral part of achieving the step change in the economy the Triangle communities seek. These are required to ensure access to jobs, workplaces and markets within the Triangle and for local residents and businesses that are exporting their services to other communities or regions. The Eastbourne Hailsham Triangle can be more closely integrated with its surrounding region. It can also be more strongly connected to a region of other communities including Brighton, Lewes, Haywards Heath, Uckfield and Hastings. It can also become more strongly connected with Gatwick Airport and London. All will require investments in both rail and road infrastructure to improve access, maintain travel times in the face of rising congestion and improve the quality of the journey for individuals.

Stronger local transport connections within the Triangle will also be important to creating more sustainable alternatives to the car, allowing people to carry out their daily activities by walking, cycling or public transport. This will have a positive impact on air quality, the carbon imprint of the proposed development, the physical environment and quality of place and on public health as people engage in more physical activity. A fully integrated local transport network comprised of enhanced local rail facilities, a high quality dedicated bus transit corridor, improvements to the existing bus network, and stronger cycling and walking connections can be achieved through the delivery of a series of infrastructure investments identified below.

New residential and employment development will need to be masterplanned and built in a manner that is orientated to public transport. This means public transport planning will be integrated into the fundamental masterplanning of the redevelopment of both in-town brownfield...
sites and new urban extensions. Public transport planning should not be added as an overlay afterwards. Instead it is strongly recommended that a commitment to maximizing public transport use be a guiding central principle in overall masterplanning approaches and the definition of linkages between residential, employment, shopping and social infrastructure amenities within the Eastbourne-Hailsham Triangle.

6.3 Transport Integration Projects
Wherever economic or residential development takes place within the Triangle it will place increased stress on the transport system. It is likely that the greatest point of stress will be around Polegate. This is the road and public transport crossroads for the Triangle.

Road Improvements
As a prerequisite to any step change in the local economy it will be necessary to separate local from regional traffic by implementing grade separation at the A22/27 junction and the building of the Polegate western by-pass. Regional traffic flows are currently growing much faster than local flows and so by deflecting traffic around the built up area it will help relieve congestion on the local road network.

These projects will have the direct benefit of taking traffic out of the centre of Polegate and potentially allows, through signing and local road works, to direct those coming into Eastbourne along the A2270 to use the A22, so freeing capacity on the A2270 corridor in Willingdon.

One of the difficulties associated with allowing development north of Polegate and around Hailsham is that because of the high dependency on Eastbourne much of the traffic generated will have to pass through this area of greatest transport stress. The A22 is the only reasonable route for traffic from this northern area to travel south, a route that is already overcrowded at peak times.

To avoid these difficulties there is a need to explore if there are other ways of dealing with this traffic. Investment in an alternative road linkage between the two locations so reducing flows through the critical link is possible.

A barrier to the creation of a new road link is presented by the likely Highway Agency objection to the creation of any new junctions on the A27 because they will reduce its capacity and hence flow capabilities. The first possible location at which a new road could join the A27 from the north is at the roundabout where the A22 leaves the A27 to go south into Eastbourne. The potential to connect a new road into the A22/A27 roundabout, link to the B2104 alignment north and connect to Hailsham’s local road system should be investigated. If achievable, this improvement would generate a series of possibilities:

- An alternative Hailsham - Eastbourne route avoiding the A22/A27 junction;
- An alternative route leaving Hailsham - relieving the A295 within Hailsham;
- A relief route for the A22;
- Allows traffic from the north to enter Eastbourne by the A22, relieving the A2270;
- Serves potential development sites in the area between Polegate and Hailsham.

This potential improvement will require further study and testing, but is considered significant enough to warrant identification at this stage.

Public Transport Improvements
A stronger connection between Hailsham and Eastbourne can be achieved by extending the quality bus partnership approach already being applied to the Willingdon route. The
road projects advanced above will help take a proportion of the traffic off the route allowing more of the road space to be devoted to bus priority and a new level of service.

**Eastbourne-Polegate-Hailsham Quality Bus Corridor**

It is recommended that a Quality Bus Corridor be established that builds a stronger and more frequent link between the Town Centres of Eastbourne, Polegate and Hailsham. To achieve a high quality link the bus operation must, wherever possible, be segregated from the problems of general traffic congestion by use of bus lanes, priority signalling and where possible the creation of busways. This can entail distinct bus vehicles, bus stops and terminus facilities – the latter being linked to rail stations on the route. The goal is to provide a clear, high quality alternative to travel by car that can link residents of all communities within the Triangle to Town Centres, employment locations, social infrastructure and rail stations. By operating a spine serving existing and planned developments it will be near enough to most homes to allow direct access to the route by walking.

The proposed route would be north along the Willingdon Road (A2270) in Eastbourne to Polegate and on to Hailsham. The requirement to span the A27 and enter Hailsham from the south needs careful consideration. The possibilities are to plan a dedicated route through the new A22/A27 split level junction, creating a new busway parallel to the existing A22, or developing an alternative route which can be taken north along Polegate High Street, and through Polegate to come out alongside the old railway line (now the Cuckoo Trail cycle path).

These proposals would create a fast, integrated, modern and well served spinal route of bus services running from the centre of Hailsham to Polegate then down the A2270 into Eastbourne. The concept would draw heavily from the bus transit system being developed north of Cambridge to serve new housing along the A14 route.

**Triangle Bus Services**

Within the Triangle the priority would be do everything possible to enhance and extend bus services and routes, giving them full priority and backing this with high profile marketing of the system. New developments should be designed to incorporate high accessibility to bus provision, with the introduction of travel plans (now part of developer transport site assessments) being fully monitored and enforced as part of planning conditions on the site.

**Potential Rail Investments**

The possibilities of new rail operating infrastructure in the Triangle are extremely limited in the short term. It is advocated that the planning focus should be on improving access to the existing rail services through minor station improvements.

A case can be made that in the longer term a completely new rail station within the northern area of Eastbourne can be justified. This would incorporate the car parking that is in short supply at existing stations, offer a high quality rail based park and ride facility for access to central Eastbourne, and give easy road access to rail services to Hastings, Lewes, London and Brighton. The area just north of the junction of the rail lines close to Hampden Park at Willingdon offers a possibility for creating a large site for a rail station linked to extensive car parking linked to park and ride facilities.

This location is potentially accessible from the north from both the A22 and A27 routes from the A22 / B2247 roundabout. An old proposal for reinstating the Willingdon chord across the site, planned to facilitate freight movements to the Channel Tunnel would inhibit the development and offer limited economic advantage to rail operations. However, this new parkway station could become a major
gateway for long distance rail services as well as offering the possibility of being promoted to local users as a park and ride facility for central Eastbourne as it would be served by regular interval trains from both the Lewes and Hastings directions. Given the area is liable to flooding and potentially unavailable for housing developments (without high levels of investment) the idea of a Parkway style development would be appropriate with appropriate mitigation.

The location of the parkway station is such that it offers the possibility of giving access by road to the rail system, from over a wide area from the east, north and west. At the same time it would be capable of being easily served by local bus services. It is considered that other station locations that have been discussed in the past, such as to the west of Polegate, would be far less capable of being integrated into operations of local public transport.

It has been further proposed during stakeholder consultation that the long term aspiration of restoring rail service to Hailsham along the Cuckoo Trail be considered. This would require substantial new investment and a change of national transport investment priorities and a major change in the scale of demand for rail services from Hailsham. However, this concept should not be entirely discounted from long term strategic thinking.

Potential Transport Integration Projects
- Grade separation at A22/27 junction
- Polegate western by pass
- B2104 upgrade
- High quality bus corridor
- Potential new rail station
- Quality bus partnership approach
- Enhance and extend bus service route
6.4 Integrated Housing Development: A High Quality Place to Live

The Eastbourne-Hailsham Triangle and the communities that make it up will become more integrated. It will be important that residential growth is balanced with economic growth. While the Triangle has been assigned regional housing targets it is critical that these be balanced with economic and employment growth within all of the Triangle’s communities if this is to be a sustainable cluster of communities.

The opportunity to both live and work within the Triangle will be promoted based in part on the transport investments set out above. Neither the Triangle nor each of the communities that make it up will be seen as dormitories for employment centres elsewhere. Movement between the Triangle and other employment centres elsewhere will be reduced.

Within the Triangle barriers between communities will be overcome. Eastbourne, Polegate and Hailsham will be brought more closely together in order to share resources, share facilities and share opportunities. The Triangle will be recognized for the integration of its towns, districts and neighbourhoods. The Triangle will be recognized as a set of thriving communities.

New integrated neighbourhoods will be created that will offer places to live for current and future residents. Planning for housing, transport, utilities and community infrastructure will be addressed across multiple sites and identify shared investments and facilities, rather than seeing developments emerge as islands and on an ad-hoc basis. New neighbourhoods will be integrated with existing communities, closely linked to current assets and provide investment in amenities that will benefit all. This will also reduce the need to travel.

The Triangle will be recognised as a place that offers a set of thriving centres. This includes, Hailsham Town Centre, Polegate Town Centre, Eastbourne Town Centre and Langney. Each of the centres will offer a range of retailing and employment, community facilities and social infrastructure. Each will also offer social infrastructure to immediately neighbouring residents and services to the entire Triangle.

6.4.1 The Role of Regional Housing Targets

The Step Change in the Economy proposed by the Economic Strategy will be realised over a period of years. However, there is the opportunity to establish a clear change of direction in the housing arena beginning in the near term.

Both Eastbourne Borough and Wealden District have been assigned housing targets in the emerging South East of England Regional Spatial Strategy (the South East Plan). These are year on year targets and housing is expected to be delivered annually. For the period 2006-2026 there are significant delivery aspirations for the Eastbourne and Hailsham Triangle. For Eastbourne the EiP Panel has recommended a target for delivery of 4,800 homes. Within Wealden the Wealden Coastal area has been set a target of 5,600 new homes. Together this represents a target of 10,400 units over this 20 year period. Each of the Local Authority areas may realise some of these target numbers through the conversion of existing buildings or the redevelopment of existing housing areas. However, it is also clear that a significant amount of housing is likely to be required on new sites, which may be either Brownfield or Greenfield in character.

At part of this Economic Strategy and Spatial Scenarios, consultation with local authorities has identified more than twenty potential development sites that may make a significant contribution to meeting housing targets. This includes sites that have been either promoted or proposed through prior planning processes. It is likely that some of these sites will come forward over this plan period.

6.4.2 Housing Character and Triangle Identity

The Eastbourne-Hailsham Triangle is characterised by a number of high quality approaches to residential design from prior eras. This includes late Victorian, Edwardian and early Twentieth Century coastal villa and flatted stock in Eastbourne. Hailsham contains some classic countryside and market town building styles – representing the best of town building in southern countryside towns.

A number of post-war, public-sector housing estates were also developed in the
Triangle to meet housing needs and achieve housing targets. They were also informed by modernist approaches to Town Planning and subject to the budgetary and public sector financial constraints of the era in which they were produced. A number of these estates lack visual character and can now be considered not to have represented best practice in buildings and public realm and are showing their age.

The Local Development Frameworks represent a clear and potentially early opportunity for a new approach to housing to begin changing the perception and experience of living in the Triangle's communities. This can be taken forward through a new, progressive and sustainable approach to masterplanning, urban design and housing design for new residential communities.

New housing development offers the opportunity to establish a new housing identity, image and quality across the Eastbourne-Hailsham Triangle. At the same time, this is an opportunity to provide residential neighbourhoods and housing types that meet with the needs and aspirations of the entrepreneurs and business managers that will make many of the business location decisions in the sectors associated with Step Change in the Economy reviewed earlier.

6.4.3 New Approaches to Residential Communities

It is recommended that housing designs that represent contemporary lifestyles and best practices in construction techniques, materials used and lighting, heating and water use be used. At the same time, a contemporary and progressive architectural aesthetic can also drive the design of new housing.

In addition to addressing the design of housing units, there is also the opportunity to address wider master-planning and community building issues. The number of potential development sites means there is the opportunity to bring sites together in an overall masterplanning framework, so they are addressed collectively rather than individually. This means that the determination of land uses, transport connections, open space connections and social infrastructure amenities can be considered as a whole rather than on an ad-hoc and case by case basis. There is also the opportunity for a collective approach to the funding and provision of infrastructure.

Development of this scale also allows the consideration of how they can be best linked into existing communities. It will be important that as new sites come forward they are fully integrated with existing settlements so they can both contribute to and take advantage of the amenities for residents of the whole. Clusters of potential development sites around Hailsham and around Polegate and Lower Willingdon offer the opportunity to explore this approach.

This approach also allows for progressive approaches to the design, installation and operation of utilities for new development. It is recognised that the use, consumption and disposal of water is a considerable problem in the area. Again there is the potential to address these issues on an area wide, systemic level rather than on an ad-hoc site by site basis. This can be combined with progressive approaches to both storm water and domestic water management which can serve to reduce the demand for water and sewer resources per housing unit. This may allow for the number of homes to be built within current infrastructure limits to be increased.
Towards a Masterplan

November 2008

The Eastbourne – Hailsham Triangle

Tubingen, Germany is a residential development with contemporary architecture and a focus on sustainability.

Upton, Northampton: A sustainable mixed-use urban extension incorporating 1,400 energy efficient homes with a SUDS to control surface runoff at source.

Accordia, Cambridge: residential development incorporates contemporary architectural design and materials along with a walkable public realm and open space framework.
6.5 Integrated Environmental and Open Space Solutions

A complete environmental and open space framework will provide access to natural assets for current and new residents, protection and restoration of natural assets and the most efficient use of resources. Environmental and ecological considerations are also central to spatial, site and building development considerations.

This focus on the environment and open space is a further opportunity to change the perception, image and reality of the Eastbourne-Hailsham Triangle as well as an opportunity to offset the impact of growth. While representing best practices this is also an opportunity to raise the visibility of the Triangle itself by creating a comprehensive and integrated approach to the environment and ecology of this diverse area.

Much of this Economic Strategy and Spatial Scenarios addresses future development. It should also be noted that some development may create environmental challenges in the area. There will be a need for appropriate mitigation or compensation to reconcile conflicts.

6.5.1 Environmental Areas and Assets

The Eastbourne-Hailsham Triangle has an unusually diverse set of environmental areas and assets in close proximity. There are few locations in the South of England that can compete with the range of open space and ecological assets this relatively small area offers. Together these can create a nationally recognised destination and an attractive setting for the Triangle’s towns and communities. Key environmental areas include:

- The Cuckmere River Valley;
- Eastern Low Weald;
- The South Downs;
- Abbots Wood and other Woodlands around Hailsham;
- Eastbourne Levels;
- Eastbourne Park;
- Pevensey Levels;
- The Beach and Coast;

Together these locations offer a range of environmental assets including, countryside, woodland, wetland, cliff and coast and parkland areas. All can be reached from Hailsham, Polegate and Eastbourne by a variety of transport modes – a factor that can add to the attractiveness of the area for investment.

These environmental assets are important components of the Triangle’s offer in terms of business retention and re-investment and investment retention strategies. Quality of place, quality of life and access to outdoor recreation and natural environmental assets play an increasingly recognised role in local and regional economic strategies and business investment decision making – whether Scotland’s Silicon Glen or Seattle’s access to Puget Sound and the nearby Olympic Mountains.

6.5.2 Green and Blue Grid – Trails and river corridors

The objective will be to create a complete Green and Blue Grid linking environmental assets within and around the Eastbourne-Hailsham Triangle and improve access for the widest range of people. The purpose is to create an integrated framework of open spaces and access to environmental and ecological assets from all communities. This offers the potential for both residents and visitors to the Eastbourne-Hailsham Triangle to experience a wide range of Southern English natural environments close together.

The Green and Blue Grid will be made up by the wide range of open space, land based and water-course environmental assets that can be found in and around the Eastbourne and Hailsham Triangle. Many are currently linked by paths and trails. Further connections can create a comprehensive network.

In addition to representing recreation, exercise and tourism infrastructure, this is also another component of the transport integration agenda linking the Triangle communities together through better quality walking and cycling links. These connections can play an important role in achieving sustainable transport objectives by providing an alternative to the car.
The diagram opposite indicates potential connections that can be made between the environment and open space assets reviewed earlier. The Green and Blue Grid is a Signature Project that can separate and distinguish the Eastbourne-Hailsham Triangle from other competing locations. It can also serve as a marketing and quality of place foundation to a range of other economic and residential development activities.

6.5.3 Environmental Restoration
A restoration and conservation agenda for environmental and open space assets in and around the Triangle has been established by past East Sussex County Council studies. A central theme of these studies is an emphasis on woodland planting and conservation. A range of tree planting opportunities have been identified to either strengthen existing woodlands and forests or to re-establish tree cover or a tree presence in areas that are currently denuded of their historic woodland. At the same time there is also a strong agenda to restore a number of natural environmental assets that have been degraded over time, primarily as a result of human activities.

Environmental restoration will focus on woodland, wetland, pasture and river environments. Eastbourne Park has the potential to serve as the centre of the Green and Blue network. The following interventions have been suggested by prior studies and investigations. Implementation of these recommendations will contribute to the overall quality of place and quality of life of the Eastbourne-Hailsham Triangle. It is recommended that this set of projects be pursued and implemented over the timeframe of the Economic Strategy and Spatial Scenarios.

The Cuckmere River Valley
- A range of river restoration and tree planting activities enhancing existing landscape character, restoring natural features and adding to the quality of the experience for visitors, in conjunction with relevant agencies;
- Upgrade walking and cycling paths to allow visitors to leave their cars and explore the valley on foot or bicycle;

The Low Weald
- Restore historic agricultural land on rolling hills to its original arboreal condition;
- Tree planting to restore small areas of trees or create entire new woodlands;
- Hedgerow restoration;

South Downs
- Add tree planting and woodland restoration to uplands, grass and arable areas where appropriate;
- Invest in views over cliffs, out to the English Channel or back to the countryside.

Hailsham
- Investment in green corridor links to Abbots Wood, other woodland areas and the Levels;
- Establish Hailsham as a focal and stopping point in regional network of open space connections;
- Highlight Hailsham's nearby links as a countryside, weekend business meeting, and conferencing retreat location.

The Eastbourne and Pevensey Levels
- Raise the awareness, understanding and visibility of the Levels as a major open space, natural environment and biodiversity feature;
- Sensitively promote their ecological, educational and recreational role;
- Create walking, cycling and paddling links connected to the 1066 walking trail.

6.5.4 Eastbourne Park
Eastbourne Park has historically been used for a range of utility and transport functions - as a flood defence resource, carrying National Grid high-tension wires and, more recently, a bypass road has been driven through it. While there are a number of allotment sites within the Park, and the results of earlier landscaping and environmental enhancement works are evident, this is an area of open space whose full value to Triangle communities has yet to be realized.

The recommendations of the 2006 management plan for the park should be implemented. This entails creating a range of access, active recreation facilities, passive...
recreation spaces as well as restoring the historic biodiversity functions of this open space.

There is also a further opportunity to create a gateway to the potential South Downs National Park within the Eastbourne Park. With the expected designation of the National Park there is the opportunity to create a Park Headquarters including a visitor’s centre, an education centre for children and adults, a high-quality and family oriented hostel, cafeteria or high quality restaurant.

A signature building could also place Eastbourne on the design map. This could represent contemporary architecture and a demonstration of sustainability principles incorporated into building design. Progressive approaches to the use of energy and water could be demonstrated. The role of the natural environment in supporting this facility could also be demonstrated. This is a clear opportunity to create a national quality facility. This could become the new signature for the Triangle - as the point of arrival and potentially departure for numerous visitors. Along with other actions it can create a new image and perception for the Triangle.

A park bus service could also transport visitors to Beachy Head to start day or multi-day hikes. If located towards the south end of Eastbourne Park it could also be linked via a clear and high-profile walking or bus-link from Eastbourne Railway Station. It could be possible in the future for visitors to travel by train or other public transport route to Eastbourne Town Centre as a stepping off point for their journey through the South Downs National Park. This will bring people close to Eastbourne Town Centre and make Eastbourne a gateway to the South Downs National Park for those starting or ending their walks. This may add to the market for local hotels, restaurants and shops as people either begin or end their trip to the area in the Town Centre.

Upton, Northampton: A sustainable mixed-use urban extension incorporating 1,400 energy efficient homes with a SUDS to control surface runoff at source.
A Connecting Green and Blue Grid
Three spatial scenarios for the future development of the Eastbourne-Hailsham Triangle have been developed by the consultant team. The purpose of these scenarios has been to explore potential spatial directions that best relate to the step change in the economy and achieve the most significant step change in place.

These scenarios allow stakeholders to explore spatial directions that fit with the vision and overall objectives for the Triangle and identify implementation and delivery implications. The scenarios are intended to draw out discussion and opinion among local stakeholders as to the appropriate balance of business, employment and housing development across the Triangle, and establish priorities for the Triangle as a whole.

The scenarios are not alternative options in an LDF sense. This report will not define the final spatial direction for the Triangle. It is not the purpose of this Economic Strategy and Spatial Scenarios to pre-empt or replace Local Development Framework activities, including Core Strategy processes or Site Allocation Development Plan documents. No planning recommendation or judgment relating to individual sites is intended or should be implied by this report.

The findings of this report serve as professional opinion rendered by consultants based on the available evidence. As such it can inform and influence the Local Development Framework and Core Strategy process. It is expected that findings will be subject to further testing through both stakeholder and public consultation and potentially through sustainability assessment or Sustainability Appraisal. Ultimately, the scenarios may inform the preferred options that are consulted on through LDF Core Strategies being produced by local authorities.

The Economic Strategy and Spatial Scenarios provides an opportunity to make the case for the future direction of development based on the available and existing evidence and the position of a range of local stakeholders with interests in the Eastbourne Hailsham Triangle. This can serve as a strong basis of local agreement and inform Local Development Framework documents as they are produced by both Eastbourne Borough Council and Wealden District Council.

The scenarios should not be read as being completely mutually exclusive. There are transport, environment and open space framework components and development principles that are consistent across the scenarios. A set of Signature Projects that would be delivered under any of the scenarios is also identified.

The three scenarios are:

- **1. Focus on the Core** – with an emphasis on the Polegate area and the centre of the Triangle;
- **2. A Linked Development Corridor** – with development allied to a high quality dedicated bus link connecting Eastbourne, Polegate and Hailsham Town Centres;
- **3. Strengthening Existing Centres** – with a focus on Eastbourne and Hailsham at either end of the Triangle as the places with the best collection of amenities to build on today;

The scenarios differ mainly in terms of the spatial emphasis. However, under each of the scenarios business, employment and residential development would be anticipated across all parts of the Triangle in Hailsham, Polegate and Eastbourne. However, there are implications for the scale, economic sectoral mix and nature of residential development that occur at different locations across the Triangle.

Each of the scenarios has been established to reflect both the particular physical make-up of the Eastbourne Hailsham Triangle and best practices in spatial planning. The emphasis of each of the scenarios is on the existing settlements that make up the...
triangle: Eastbourne, Polegate and Hailsham. All seek to maximize the value of existing infrastructure, whether in the transport, utility or social and community infrastructure domains. Each scenario would attempt to maximize the use of existing public transport systems. All also seek to support existing employment locations and centres of economic activity. Given the array of environmental and landscape designations in the area, each of the scenarios also avoids large scale new urban extensions into the countryside.

Further to this, the scenarios embody the sequential test of preferences in spatial planning: intensification of existing areas, development along transport corridors and extensions from existing settlements.

While many other scenarios could be constructed, those set out below reflect the most likely future directions for the Eastbourne Hailsham Triangle given the physical structure of the area, and widely shared best practices and policy directions.

Each scenario is now reviewed in turn and the change anticipated in major settlement areas identified. Diagrams and summary tables are also provided that highlight the major components of each scenario. A headline assessment of the opportunities and risks associated with each of the scenarios is also presented.
7.1 Scenario One: Focused on the Core

Scenario One emphasises change in the Polegate and Lower Willingdon area. The area is served by direct rail connections to Eastbourne, Brighton, Lewes, Hayward’s Heath, Gatwick Airport and London. It is also the intersection of the regional road network, where the A22 and the A27 come together. This is also the location of a number of potential development sites. These have been promoted as part of planning processes in the recent past. This is also an area that is relatively deprived on a range of social deprivation indicators. It also has a limited provision of community facilities, a position that undermines social sustainability. As such, this core area presents both the opportunity and the need for change.

7.1.1 Evolution of Hailsham

Under this scenario the town of Hailsham would continue to evolve. Investments here would secure a stronger town centre and upgrade the retail and visitor role. Potential settlement extensions would add a significant number of new homes to the town in a sustainable manner from both building and transport perspectives. This additional housing would play an important role in strengthening the Town Centre by providing additional customers.

7.1.2 Focus on Polegate and Lower Willingdon

The Polegate and Lower Willingdon area would be transformed. It is anticipated that a significant increase in employment space and the employment role of this area within the Triangle would be directed to this location.

Under this Scenario, Polegate and Lower Willingdon would provide a base for growth in advanced manufacturing, business services, health industries and the development of a high quality business park. This employment push could also be supplemented by the location of a public services campus anchored by County Council facilities. The range of proposed sites and other redevelopment opportunities may mean that there is the potential for a significant addition of new homes in and around Polegate and lower Willingdon.

There is also the opportunity to secure the transformation of Polegate through town centre regeneration. This local town centre would benefit significantly from a stronger catchment as a result of new employment and residential development in the area. New retail and mixed use development could be allied to an upgrade in the public realm. New economic and residential developments could be masterplanned in a manner that maximizes pedestrian, bicycle and public transport links into Polegate town centre. Regeneration of the centre may include selective redevelopment, investment in the public realm of streets and new parking facilities. A larger-scale redevelopment that involves a larger mixed use scheme could also be considered. This would entail greater intervention in the acquisition of land and property and assembly into a larger town centre development site that could host a mixed use residential, retail and community facility development.

Polegate could also be the location for high quality public services including new health, education and leisure facilities that serve the entire Triangle. A new, larger primary care centre could be located here. Known within the NHS as super-clinics or poly-clinics, these include 10 to 12 GPs, other primary care practitioners and out-patient diagnostics that are being relocated from traditional general hospitals. A wider concept of a Medi-Park as set out in the previous chapter could bring a range of health related services, businesses and administration together in a single location.

A larger multi-purpose leisure centre at this central location could also serve the entire Triangle community.

In order to achieve integrated development at Polegate a physical masterplan that creates an integrated framework addressing local transport and movement, land uses, development densities, design character and open spaces and public amenities is required. This masterplan would address sites defined by LDF Core Strategy and Site Allocation Development Plan document processes. A range of potential employment, residential and mixed use sites would be required. This should identify the appropriate location of housing, employment and mixed use locations across sites. This is an
opportunity to provide a comprehensive, coordinated and more efficient approach to transport, utility, drainage and open space requirements that links a number of sites and the existing settlement. Together, this array of new development could be organised by the concept of an Eco-village that both transforms the existing community and extends it in new directions.

### 7.1.3 Continued regeneration of Eastbourne

Under this scenario Eastbourne would play a role as a location for economic growth across a range of sectors and locations including the Town Centre and other business locations.

This would entail continuation of existing Town Centre regeneration initiatives, including redevelopment of the shopping centre, as well as the development of new tourism and conference facilities and stronger connections between the main Town Centre functions and the seafront. Residential growth and new residents in Polegate, Lower Willingdon and Hailsham would support entertainment, leisure and arts development in Eastbourne. Renewal of existing industrial estates would provide new facilities for the next generation of businesses.

Eastbourne also has housing targets and it is anticipated these would be realised through various forms of intensification as well as development at brownfield sites.

Additional health education and leisure facilities would also be anticipated.

<table>
<thead>
<tr>
<th>1. Focus on the core</th>
<th>Eastbourne</th>
<th>Hailsham</th>
<th>Polegate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integrated Development Projects</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Industrial estate renewal</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>High quality business park</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Town Centre regeneration</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Multi-purpose conference facility</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Countryside Spa Hotel</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sustainable community at Polegate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Village Centre regeneration</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Integrated multi-site master plan</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Signature development at Fisherman’s Green</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential development at the Pier</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Triangle Leisure Centre at Polegate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New local leisure centre(s)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New primary care super-clinic(s)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New school provision</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Integrated Transport Projects</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quality Bus links to Polegate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Polegate Station Upgrade</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Polegate East-West Link Road</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B2104 - Link Road Improvements</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>East-West Rail Cord</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Rail Station</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Integrated Environment / Open Space</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strategic/sustainable site drainage</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Green Grid connections – settlements</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Green Grid connections - countryside/coast</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eastbourne Park</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gateway to South Downs/Park HQ</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Development on a range of infill sites would generate up to 2,400 new homes. Additional health education and leisure facilities would also be anticipated. This is also an opportunity to introduce contemporary, progressive and sustainable approaches to masterplanning, urban design and building design.

Additional education provision of at least the equivalent of three new primary schools and one new secondary school would be required to support new development. Under this scenario up to two new primary schools will be required at Polegate with the remaining provision being distributed within existing sites in Eastbourne and Hailsham.

**7.1.4 Employment Land Distribution**

In terms of land demand for B-use-class employment (office, industrial, warehousing) a significant part of the net additional land demand of 16 ha required to achieve a step change in the economy as identified by the ELS would be provided in the Polegate and Lower Willingdon area. This would include land for an Advanced Manufacturing Centre, a public sector lead business park possibly in conjunction with a Medi-Park.
Table 4 – Net Additional Land Requirements in Hectares (above likely available supply as identified in Employment Land Study)

<table>
<thead>
<tr>
<th></th>
<th>Office</th>
<th>Industrial / Warehousing</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hailsham</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Polegate</td>
<td>4</td>
<td>7</td>
<td>11</td>
</tr>
<tr>
<td>Eastbourne</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>10</td>
<td>16</td>
</tr>
</tbody>
</table>

7.1.5 Triangle Integration Framework

In order to integrate the Triangle a series of investment projects would be required. Integrated transport components include:

- Completion of the Polegate Link Road;
- A quality bus link corridor extending from and through Polegate to Hailsham and Eastbourne along the A2270 and A22;
- Upgrade of Polegate Station;
- A new rail station between Polegate and Hampden Park and associated park and ride facility offering direct services to Eastbourne, Hastings and Brighton.

There is also an opportunity to create a strategic and sustainable site drainage approach that incorporates the requirements of all new development sites in addition to addressing existing constraints within the Polegate Lower Willingdon area. This would entail a shared approach to minimising foul and stormwater run-off requirements through on site or localised attenuation, storage or treatment facilities.

A series of open space investments can also raise the potential of Polegate to become linked to all of the major open space opportunities that exist in and around the triangle itself.

7.1.6 Opportunities and Risks

This scenario offers a number of opportunities, but also presents some risks. These include the following:

Opportunities

- Realises the potential of a strategic transport location;
- Opportunity for integrated urban and infrastructure design approach;
- Establishes a coordinated approach to a number of potential development sites;
- Opportunity for contemporary business location to complement existing Triangle offer;
- Achieves a highly visible step change in economic activity and place at Polegate;
- Accessible and central to the entire Triangle;
- Addresses an area of deprivation;
- Builds on private sector development interest in the Polegate area.

Risks

- Focus and long term coordination among multiple public partners required;
- Securing funding for quality bus link corridor and Polegate Station will be challenging;
- Front loading of coordinated on-site infrastructure costs likely to be significant;
- Needs team of long term private investors;
- Will require long term education of all local communities on the benefits of transformation at Polegate to them.
7.2 Scenario Two: A Linked Development Corridor

Scenario Two would create a corridor of new development between Hailsham, Polegate and Eastbourne strongly aligned with a new, high quality bus corridor connection. Under this Scenario development would be shared across three settlement areas. Each area would offer economic and employment opportunities and public amenities that could be accessed from a large part of the Triangle.

7.2.1 Change at Hailsham

Change at Hailsham would entail a significant advance in its employment role with it potentially being the home for advanced manufacturing in a renewed industrial estate setting. Significant development of its countryside tourism destination role could be anticipated. Hailsham could become a market town tourism destination in its own right, adding to its retail, dining, entertainment and accommodation offer within its Town Centre. There is also the potential for further investment in high quality health and education services. Under this Scenario Hailsham’s housing role would be stronger than that in Scenario One. A number of potential housing extensions would be realised from among currently planned or other potential sites.

7.2.2 Change at Polegate

Under this Scenario, change at Polegate would also entail new employment development in the form of advanced manufacturing and business services. A new business location would be developed. Town centre regeneration would also be pursued – although the agenda would be less transformative than in Scenario One. Selective site redevelopment and upgrade of the existing public realm would be pursued. The new housing role at Polegate would be less extensive than under the first scenario, but would still be sufficient to support town centre regeneration. This scenario also suggests that the Polegate area would be a good location for a new leisure centre, again serving all communities within the Triangle given the investment in and emphasis on the high quality bus corridor.

7.2.3 Change in Eastbourne

Change in Eastbourne would entail the evolution of business services, tourism and conferencing development. These activities would be strongly focused around Eastbourne Town Centre. This location offers the strongest focus for these activities today and offer synergies with the Eastbourne Town Centre regeneration initiative. The advantages conferred by the Eastbourne railway station and the redevelopment of the shopping centre would reinforce this emphasis. The wider ambitions for mixed use development and the public realm improvement strategy would continue. Advanced manufacturing would be pursued in a variety of locations that could include existing industrial estates or a new business location. This approach would represent a continued leading economic role for the largest settlement in the Triangle and concentration of economic activity within the Triangle. New high quality health and education facilities would also be anticipated. Under this scenario Eastbourne might expect to achieve new housing units through intensification of existing housing areas and in identifiable new developments.

7.2.4 Employment Land Distribution

In this scenario a more even spread of net additional employment land required to achieve a step change in the economy as identified by the ELS would occur. In addition to upgrading and intensifying existing industrial estates in Haisham and Eastbourne additional land would need to be identified in these two locations. The Polegate and Lower Willingdon area would still see a relative strong increase in the employment offer which preferably would include an Advanced Manufacturing Centre.

7.2.5 Triangle Integration Framework

In order to deliver this Scenario a range of integrated development, transport and environment and open space investments would be required.

- New Quality Bus Corridor between Hailsham, Polegate and Eastbourne, connecting centres and economic and residential developments along the A2270 and A22;
2. Linked Development Corridor

<table>
<thead>
<tr>
<th>Integrated Development Projects</th>
<th>Eastbourne</th>
<th>Hailsham</th>
<th>Polegate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industrial estate renewal</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>High quality business park</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Town Centre regeneration</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Multi-purpose conference facility</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Countryside Spa Hotel</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sustainable new community at Polegate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Village Centre regeneration</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Integrated multi-site master plan</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Signature development at Fisherman’s Green</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential development at the Pier</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Triangle Leisure Centre at Polegate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New local leisure centre(s)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New primary care super-clinic(s)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New school provision</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Integrated Transport Projects</th>
<th>Eastbourne</th>
<th>Hailsham</th>
<th>Polegate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality Bus links to Polegate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Polegate Station Upgrade</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Polegate East-West Link Road</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B2104 - Link Road Improvements</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>East-West Rail Cord</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Rail Station</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Integrated Environment / Open Space</th>
<th>Eastbourne</th>
<th>Hailsham</th>
<th>Polegate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic/sustainable site drainage</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Green Grid connections – settlements</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Green Grid connections - countryside/coast</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eastbourne Park</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gateway to South Downs/Park HQ</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- A new road link from the B2104 to the A22/A27 roundabout would also be required;
- Two or three smaller leisure centres in a number of locations across the Triangle;
- Between three and four primary care super clinics located across the Triangle;
- New school provision across the Triangle;
- Strategic and sustainable approach to site drainage across the whole area;
- Investments in Green and Blue Grid connections.

Under this scenario new primary school provision will be distributed according to need across the urban areas. New secondary provision could either be accommodated within existing schools or on a centrally located site at Polegate.

7.2.6 Opportunities and Risks

This scenario offers a number of opportunities, but also presents some risks. These include the following:

Opportunities

- Links public transport and new development along a strategic corridor;
- Based on change at a number of potential locations;
- Supports town centre efforts across the Triangle.
The Eastbourne - Hailsham Triangle

Scenario Two: A Linked Development Corridor

Risks

- Securing funding for quality bus link corridor will be challenging;
- Market interest in and deliverability of relatively dispersed sites;
- Relatively dispersed development impacts;
- Utility efficiencies not secured;
- Opportunities for new approach to housing limited;
- Critical mass of change not achieved;
- May not achieve visible step change in place, image and identity.

Table 5 – Net Additional Land Requirements in Hectares (above likely available supply as identified in Employment land Study)

<table>
<thead>
<tr>
<th></th>
<th>Office</th>
<th>Industrial / Warehousing</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hailsham</td>
<td>1</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Polegate</td>
<td>3</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>Eastbourne</td>
<td>2</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>10</td>
<td>16</td>
</tr>
</tbody>
</table>
7.3 Scenario Three: Strengthening Towns.

Scenario Three focuses investment on Eastbourne and Hailsham. These are the areas with the greatest concentrations of employment, physical infrastructure and community amenities in place today.

7.3.1 Step Change at Hailsham
Under this Scenario Hailsham would see renewal at the Diplocks Way industrial estate and potential extension of industrial and business facilities. Advanced manufacturing and business service development would support estate renewal and the development of new business facilities. Significant development of its countryside tourism destination role could be anticipated.

Hailsham could become a market town tourist destination in its own right, adding to its retail, dining, entertainment and accommodation offer. Town Centre development could also entail the growth of business services locally. A new housing role would add a significant number of new homes. A significant proportion of the housing target allocated to Coastal Wealden would be directed to Hailsham. In addition high quality health and education facilities would be expected. A new Polyclinic, primary and secondary school would be anticipated.

7.3.2 Support for Polegate
Under this Scenario the scale of change at Polegate would be less ambitious than under the other approaches suggested. Some additional employment development would be encouraged as part of mixed use developments at opportunity sites. The proportion of the Triangle's new housing allocation developed at Polegate would be lower than under the previous scenarios. One or two sites may come forward. The town centre would be selectively strengthened, with retail redevelopment tied to any increases in the local catchment. Access to health, education and leisure in Hailsham and Eastbourne would be provided via improved public transport connections to those Town Centres.

7.3.3 Emphasis on Eastbourne
Under this scenario Eastbourne would also expect significant new investment. This would entail the evolution of business services, tourism and conferencing development. These activities would be strongly focused on Eastbourne Town Centre. This location offers the strongest focus for these activities today. The advantages conferred by the Eastbourne railway station and the redevelopment of the shopping centre would reinforce this emphasis.

Advanced manufacturing would be pursued in a variety of locations that could include existing industrial estates or a new business location. This approach would represent a continued leading economic role for the largest settlement and concentration of economic activity within the Triangle. Completion of a new business park environment associated with Sovereign Harbour may also be anticipated if the market can be directed to this location and significant public transport links to rail stations in the Town Centre and at Pevensey can be created. Under this scenario Eastbourne might expect to achieve new housing units through intensification of existing housing areas and in identifiable new developments. New high quality health and education facilities would also be anticipated, with many of these serving the entire triangle.

7.3.4 Employment Land Distribution
In this scenario a significant amount of additional employment land required to achieve a step change in the economy as identified by the ELS would be provided in Hailsham and Eastbourne. The Polegate and Lower Willingdon area would still see a limited increase in the employment land provision. The Advanced Manufacturing Centre, public sector lead business park or a Medi-park would not be located in the Polegate and Lower Willingdon area.

7.3.5 Triangle Integration Framework
In order to deliver this Scenario a range of integrated development, transport and environment and open space investments would be required.

• New Quality Bus Corridor between Hailsham, Polegate and Eastbourne;

• A new road link on the B2104;

• New leisure centres in Hailsham and Eastbourne;
3. Focus on the core Eastbourne Hailsham Polegate Integrated Development Projects
- Industrial estate renewal
- High quality business park
- Town Centre regeneration
- Multi-purpose conference facility
- Countryside Spa Hotel
- Eco-village new community at Polegate
- Village Centre regeneration
- Integrated multi-site master plan
- Signature development at Fisherman’s Green
- Residential development at the Pier
- Residential development
- New Triangle Leisure Centre at Polegate
- New local leisure centre(s)
- New primary care super-clinic(s)
- New school provision

Integrated Transport Projects
- Quality Bus links to Polegate
- Polegate Station Upgrade
- Polegate East-West Link Road
- B2104 - Link Road Improvements
- East-West Rail Cord
- New Rail Station

Integrated Environment / Open Space
- Strategic/sustainable site drainage
- Green Grid connections – settlements
- Green Grid connections - countryside/coast
- Eastbourne Park
- Gateway to South Downs/Park HQ

- Between three and four primary care super clinics located across the Triangle;
- New school provision across the Triangle;
- Investments in Green and Blue Grid connections.

7.3.6 Opportunities and Risks
Under this scenario new primary school provision would be focused in Eastbourne and Hailsham, potentially with a new primary school being provided in each. The remaining primary provision would be distributed according to need. New secondary provision would also be distributed according to need, most probably through expansion of existing sites.

This scenario offers a number of opportunities, but also presents some risks. These include the following:

Opportunities
- Focus on existing town centres and employment locations;
- Overlaps with retail, destination and residential development agendas;
- Use of existing amenities and infrastructure.

Risks
- Securing funding for quality bus link corridor will be challenging;
- Utility efficiencies not secured;
Scenario Three: Strengthening the Towns

- Challenge of upgrading B2104;
- Opportunities for new approach to housing limited;
- Land supply constraints in Eastbourne and Hailsham urban areas;
- Polegate unable to compete with change at Eastbourne and Hailsham centres;
- Represents continuation of current trends and level of private sector interest;
- May not achieve visible step change in place, image and identity for Triangle.

Table 6 – Net Additional Land Requirements in Hectares (above likely available supply as identified in Employment land Study)

<table>
<thead>
<tr>
<th></th>
<th>Office</th>
<th>Industrial / Warehousing</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hailsham</td>
<td>3</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>Polegate</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Eastbourne</td>
<td>2</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
<td><strong>10</strong></td>
<td><strong>16</strong></td>
</tr>
</tbody>
</table>
7.4 Signature Projects

While the above Scenarios differ in their spatial emphasis, they all have a series of projects and initiatives that could be taken forward under any of the scenarios. This package of projects would collectively serve to raise the quality of life, quality of place and the visibility and recognition of the Eastbourne-Hailsham Triangle.

- **Business / Science Park:** A high quality business park at Sovereign Harbour catering for small to medium size businesses could be a quick win. A public sector led business park in the Polegate and Lower Willingdon area could serve as a medium to long term aspiration;

- **Advanced Manufacturing Centre:** Co-location of further and/or higher education provision in advanced manufacturing and engineering with a modern advanced manufacturing industrial park. This would provide synergies between the private and education sectors and would be a unique selling point for the Triangle;

- **Town Centre Regeneration:** Eastbourne, Hailsham and Polegate;

- **High Quality Bus Corridor:** linking Eastbourne, Hailsham and Polegate;

- **Integrated Sustainable Housing:** One or more housing developments of scale which have a significantly lower impact on the environment than a standard new housing development;

- **A New Multi-Purpose Conference Facility:** to be located in Eastbourne;

- **A signature development at Fisherman’s Green:** A signature high quality mixed use development;

- **Countryside Spa Hotel:** close to Hailsham;

- **Triangle Leisure Centre:** at Polegate in a location that could serve the whole Triangle;

- **Eastbourne Park Regeneration:** HQ for potential South Downs National Park;

- **Green and Blue Grid Framework.**

7.5 Scenario Assessment Criteria

Three scenarios have been set out for consideration by local and regional stakeholders. It is recommended that each of the scenarios be considered against a set of criteria that would best secure the vision and aspirations set for the Eastbourne-Hailsham Triangle. The following represent criteria developed by consultants that were informed by past planning activities carried out by local authorities in the area. This is intended to be a tool that will help guide responses. It is recommended that stakeholders review which of the Scenarios or combination of Scenario components best meets the criteria set out.

7.5.1 Achieving Integrated Development

- Supports step change in economy
- Improved economic opportunities
- Suitable employment land and premises
- Provide economic diversity
- Develop knowledge based economy
- Develop broad economic base
- Viable hierarchy of centres
- Supports step change in place
- Opportunity for change
- Multi-site development and integration
- Improve land use efficiency
- Need for economic, social and physical change

7.5.2 Achieving Integrated Transport

- Opportunity to share community infrastructure
- Accessibility to public services and facilities
- Improve access to jobs
- Links to viable public transport improvements
- Reduction in need to use cars
- Reduce road traffic congestion
7.5.3 Achieving Integrated Environment and Open Space

- Reduce risk of flooding
- Access to open space and environmental framework
- Create green eco-network

These criteria can be used by stakeholders to assess which scenario best describes the desired future for the Eastbourne-Hailsham Triangle. They can also be used to facilitate discussions with and among the Triangle Partners, including members and officers of East Sussex County Council, Eastbourne Borough Council and Wealden District Council by project consultants. It would be helpful to the decision making process if stakeholders could organise comments in response to these criteria.

In the interim, project consultants have been asked to suggest which of the scenarios would best meet objectives in order to stimulate discussion among stakeholders.

It is the opinion of the Project Consultants that at this point Scenario One – Focus on the Core best meets requirements. This is based on:

- Accessibility of the area from outside the Triangle;
- Accessibility of the area from the entire region;
- Public transport access, access characteristics that support employment development;
- The opportunity to create a step change in the economy through development of key sites for employment activities;
- Availability of a cluster of development sites located in a manner that allows joint and integrated planning for residential, employment in mixed use development;
- Private sector interest in a number of sites in the area;
- The opportunity to create a visible step change in quality of place at a gateway site;
- A significant absence of community and leisure facilities;
- A concentration of social and economic deprivation;
- The opportunity to redefine Polegate as a high quality place to live and work in a sustainable manner that can serve as an example of how the entire Triangle will proceed in the future.

Scenario One does represent the most significant departure from the past and recent patterns of development. It would represent a new focus for the communities in the triangle. As identified in the consideration of opportunities and risks, realizing this scenario will require significant new coordination and investment. A long term commitment will be required among public and private partners. As such, there are higher risks associated with this scenario. However, the rewards are likely to be higher than if the variations on previous approaches represented by Scenarios Two and Three are followed.

Under Scenario One a range of public and private sector investments would be expected to continue in a variety of locations in the Eastbourne-Hailsham Triangle. The pursuit of Scenario One will not see change overnight. It is likely that this shift in spatial direction will occur over a number of years. In the interim, many of the features of Scenarios Two and Three will also be pursued – with a continued focus on Town Centres, and investment in public transport improvements linking Eastbourne, Polegate and Hailsham supporting development along a linking linear corridor.

This scenario is not meant to imply that this is the only area of investment within the Triangle. Significant public and private investment in both Eastbourne and Hailsham would be expected to continue, particularly given their respective housing targets and major projects such as the Eastbourne Town Centre redevelopment. However, it is felt at this point that change at Polegate offers the best opportunity for a visible step change across a number of fronts. This opinion is rendered in the spirit of stimulating conversation leading to agreement among stakeholders as to the relative focus of investment across the Triangle up to 2026.
8. Delivery Strategy and Next Steps

8.1 Introduction

This Economic Strategy and Spatial Scenarios identifies the economic opportunity and sets a framework for change across the Eastbourne-Hailsham Triangle to 2026. This section considers the practical measures necessary to deliver it. It addresses the following:

- Integrated Policy Framework;
- Development and Infrastructure Delivery;
- Partnership Working and Organisational Structures;
- Action Plan and Next Steps.

In each case agreement on a recommended spatial scenario and a commitment to future joint working will be required from all project partners. This is a critical success factor.

8.2 Integrated Policy Framework

The Economic Strategy and Spatial Scenarios establishes an over-arching long-term physical, economic and social framework to achieve a step change in the economy and place. The Masterplan is intended to influence the development of LDF Core Strategies for Eastbourne and Wealden. These will test and confirm an overarching spatial development strategy for the area and provide certainty to the private sector and infrastructure providers regarding the levels and direction of growth envisaged over the plan period to 2026.

In both authorities the development of Core Strategies is underway. Eastbourne Borough Council and Wealden District Council have aligned the timetables for preparation of their respective LDF Core Strategies. The Councils are also working together to develop a common evidence base. It is important that the two authorities and East Sussex County Council recognise and exploit the benefits of joint working and communicate through the Core Strategies a clear and coherent spatial development strategy for the Triangle as a whole.

Partners should also work to ensure that the Masterplan is reflected and supported in future reviews of the Regional Economic and Spatial Strategies or preparation of a Single Regional Strategy. The RES is a key document which guides SEEDA’s activities. It is important that SEEDA recognise the challenges faced in the Eastbourne-Hailsham Triangle, and commit to working with local partners to drive forward the ambitious agenda for change set out.

LDF Core Strategies will provide a spatial development strategy for respective local authority areas. Where major development or change is envisaged, this should be progressed through a proper, plan-led approach. The Councils should work with landowners and other stakeholders to achieve this. LDF Core Strategies should also provide clarity regarding what strategic infrastructure is necessary to deliver the spatial development strategy.

To provide momentum to delivery, the local authorities need to quickly progress to confirming specific strategic sites to meet long-term development needs and providing clarity regarding the form of development considered acceptable on these sites and any site-specific infrastructure requirements.

Eastbourne Borough Council intends to review whether there is a need to progress a separate Site Allocations DPD. This will be informed by the conclusions of the Strategic Housing Land Availability Assessment being undertaken. Supplementary Planning Documents (SPDs) may be prepared for other key development locations.

Wealden District intends to prepare a Site Allocations DPD. This should be used to provide greater clarity regarding the form of development intended (site area and development mix) and requirements for site-specific infrastructure.
Given the economics of delivering employment sites in the Triangle area, the Core Strategy and Site Allocations processes should consider the designation of mixed use development sites, as well as enabling development to help deliver key infrastructure, such as new road links or a rail station.

In some areas where a high level of change is envisaged, it may be necessary to undertake further more detailed masterplanning work. This could include the entire Polegate and Lower Willingdon area or Hailsham Town Centre. We would also recommend this as an appropriate approach for planning major new development, and this should be taken forward jointly with landowners and other stakeholders.

Figure 1 summarises the proposed policy framework.

8.3 Infrastructure Investment and Delivery

A co-ordinated approach which integrates development projects and infrastructure investment will be necessary to deliver the spatial development strategy. The Masterplan sets out indicative infrastructure requirements associated with the objectives identified and scale of growth envisaged. A baseline set of investments has been identified regardless of spatial option pursued. Other specific projects will be identified and refined as a preferred spatial option and confirmed through the LDF Core Strategies.

A Delivery Plan has been prepared (Figure 2 below) which outlines potential development projects and associated strategic and community infrastructure requirements, together with indicative phasing and costs of delivery. This Delivery Plan is indicative and intended to be a dynamic tool which will evolve as greater clarity is achieved regarding locations of growth.

Figure 8.1: Policy Framework
A multi-pronged approach to the funding and delivery of strategic and community infrastructure will be required. A range of options for infrastructure delivery and their relevance to the specific local context is assessed below.

Infrastructure investment alongside new housing and other forms of development is critical to delivering sustainable communities and creating good quality places in which people will choose to live and work in the future. It will also play a major role in supporting economic success.

There is an emerging consensus of the need to enhance the contribution which development makes to funding and delivering the infrastructure needs which arise from it. Consultation is ongoing nationally on the best ways to achieve this, and the Government has announced proposals for a Community Infrastructure Levy (CIL) which local councils will be able to apply to new developments in their areas to support infrastructure delivery. This builds on existing best practice in implementing standard charges or tariffs through Section 106 of the Town and Country Planning Act 1990.

It is worth emphasising at the outset however that this approach, or other alternatives, cannot be expected to deliver all infrastructure required. A clear example of both the role and limits of developer contributions is provided at Milton Keynes. The developer tariff on residential units that has been agreed among local authorities and major developers has been set at approximately £17,000 per unit. While this is a significant contribution to local infrastructure needs, it still only represents 35% of the total cost of infrastructure required to service new development as reflected in the infrastructure investment framework.

While there has been much attention devoted to creative approaches to developer contributions, the success of Growth Areas across the UK has included a very significant public sector contribution for capital and revenue projects. The expectation is that the delivery of infrastructure through private sector-led development is particularly challenged by the scale and front funding requirements of such investments and the cash-flow implications for development projects. Mainstream public sector funding, from a range of parties, will continue to make an important contribution. Through the LDF Core Strategy processes, the local authorities should work with local public service providers and utilities companies to align their future investment plans to this. Establishing an Infrastructure Forum, discussed later, is the appropriate mechanism to advance this.

There are a range of potential options currently being explored across the UK both to forward fund infrastructure investment and to maximise the contribution which the development industry makes. We explore below a range of options and then assess what approach we consider most appropriate to the local context in the Triangle.

8.4 Existing s106 Regime

The existing national policy and legislative context to planning obligations has resulted in significant variation in what different local authorities achieve through S.106 contributions.

This approach can be quite successful at securing significant contributions from larger development schemes. However a significant number of development schemes may ‘slip through the net’ of the contributions regime. The process of negotiating contributions on a site by site basis can be time and resource intensive for both parties, lacks transparency and it is difficult to predict outcomes. These issues of equity, certainty, transparency and speed are well documented. This may be of particular concern in Eastbourne where a significant contribution to housing totals is being delivered through smaller intensification projects. There is, however, growing best practice in the use of formulae, the introduction of tariffs in some areas, local plans and development briefs which clarify expected contributions and the use of standard legal agreements. These are measures that can be applied today in the Eastbourne-Hailsham Triangle context.
8.5 Tariffs and Community Infrastructure Levy

The Government’s proposal for the introduction of a Community Infrastructure Levy (CIL), which can be implemented by local authorities, builds on existing best practice in the use of standard charges or tariffs under the existing S106 legislative framework.

A tariff approach establishes a standard charge or charging structure, such as on a unit or floorspace basis, which can be applied to all developments regardless of scale. This includes commercial and residential development. It offers key advantages of predictability, transparency and speed. It is considered a more equitable approach and in capturing contributions from more schemes is assumed to increase receipts. It may also be possible to borrow against future receipts to raise finance to forward fund infrastructure investment.

The primary limitation of the tariff approach however is that tariffs need to be set at a level that allows development viability for all scales of development, including smaller developments that have higher unit development costs. This influences the level at which charges can be set. As a result the contributions from major sites may not be maximised.

Where there is a significant role for smaller developments, this approach may be appropriate. However where the majority of development is expected to come forward on larger sites, a plan-led approach which seeks to maximise direct infrastructure delivery or funding contributions, may be more appropriate.

The key benefit of proposals for a Community Infrastructure Levy will be on providing a statutory basis for implementing a standard charge and in relaxing some of the restrictions currently imposed by Circular 5/05 regarding the use of planning obligations. To take this approach forward, local authorities will need to set out a costed infrastructure investment plan, linked to the development plan, and to test and refine a potential charging structure through an assessment of its impact on development viability. Enabling legislation is still making its way through the consultation and Parliamentary process.

8.6 Public Sector Ringmaster

A public sector ringmaster approach entails a public sector organisation providing upfront funding for infrastructure that is then repaid by multiple benefiting private interests as their development projects come forward. This approach has been used to fund the delivery of the Bedford Western By-Pass in Bedfordshire. The Milton Keynes Tariff is another derivative of this approach. SWERDA has also recently set up an Infrastructure Investment Fund in South West England to fund strategic infrastructure. There is the potential for SEEDA to play this role in this area to fund major strategic investments.

The approach works best where there are a number of larger development sites that have a collective infrastructure burden, or where there are major infrastructure items which need to be delivered to bring forward development sites.

8.7 Public Sector Land Pooling or Joint Ventures with Landowners

A more interventionist public sector role can be played where there is a significant public sector land holding, or a public body willing to purchase land to bring forward development. This approach would see the public sector gain from the increases in land value achieved through the granting of planning permission, investment in enabling infrastructure or market trends. The increase in value can be realised by the sale of land or property, with profits then reinvested to either repay initial investments or fund further infrastructure.

This approach was successfully applied by new town development corporations. It is also the foundation for recent proposals for Local Housing Companies. It is appropriate where there are significant public sector land holdings or the willingness to acquire and assemble sites. English Partnerships or SEEDA are potentially key development partners who would bring land development expertise to such arrangements.
8.8 Other approaches

There are a range of other potential approaches to fund infrastructure which may be of relevance to long-term thinking, but require primary legislation at the national level. These include:

- **Planning Gain Supplement** – a tax-based system aiming to capture a modest proportion of the increase in land value resulting from the granting of a planning consent. Government’s proposal for the introduction of PGS received a generally hostile reception from the development industry and local Government, and it has since indicated its preference for taking forward a tariff-based approach through CIL. The introduction of PGS at a later date is however not ruled out. A variant to this approach would be for a tax on greenfield land, either at a flat rate or as a proportional or banded tax.

- **VAT on New Greenfield Housing** – government has previously consulted on the potential application of VAT to new housing development on greenfield sites. Questions of VAT law remain unresolved in terms of whether it would be possible to exclude brownfield development.

- **Business Rate Supplement** – the application of a supplement to business rates to fund strategic infrastructure investment. This is intended to support delivery of the Crossrail project in London and may be most suitable to the delivery of regional infrastructure.

- **Infrastructure Bonds** – the most speculative approach through which a bond would be issued by a public sector entity as a way of raising funds to forward fund infrastructure delivery. A local revenue stream is then used to repay the bond over what can be a number of years or decades. The revenue stream could be from general local authority income or specific local revenue streams. Internationally these can include local property taxes, local sales taxes or user charges such as road or bridge tolls. The underlying principle is that the investment will actually increase local revenue streams, which then repay the bond. At present this approach is speculative and at a policy research level in the UK. A recent study funded by the Treasury and the London Borough of Barnet examined the potential to raise a bond that would be repaid from future developer contributions. Issues raised included central government concerns regarding control of the public sector borrowing burden, whether central or local government provides the required guarantees to back the bond, and the relative uncertainty and potential year on year inconsistency of receipts.

While these mechanisms are not immediately relevant they are worthy of consideration in regard to funding major infrastructure investment in the longer-term.

8.9 Recommended Development Contribution Approach for the Eastbourne-Hailsham Triangle

As progress is made with LDF Core Strategies, Eastbourne Borough Council, Wealden District Council and East Sussex County Council should work together to identify which approaches are most suitable to the local situation.

8.10 Social and Community Infrastructure

A negotiated approach, informed by planning policies or site development briefs which clearly set out infrastructure requirements, is most suitable to large development sites in private ownership where significant on-site infrastructure is envisaged. This may be a suitable approach to securing social and community infrastructure in areas where major planned urban extensions are proposed, such as potentially in the Polegate or Hailsham areas. However if the focus on Polegate is accepted as a scenario, it may be possible for the public sector to take a stronger lead in land assembly and development through joint venture partnerships with developers.

In Eastbourne, where growth is expected to be achieved through smaller infill development, a tariff mechanism may be more appropriate to increase the level of capture. This would need to be informed by the Core Strategy process, with the potential ‘affordability’ of tariff levels considered through a viability testing exercise.
8.11 Transport and Drainage

The transport framework proposes some major strategic investments which will benefit the area as a whole. There are also major drainage issues which will need to be addressed at a strategic level in the medium term. These represent major investments which will help to bring forward and make development acceptable, and which have an aggregate benefit across the Triangle.

Local partners should consider a public sector ringmaster approach to forward fund investment. There is a potential need for SEEDA or English Partnerships to fund strategic investment in transport and drainage, which could then be recouped through developer contributions via local tariff mechanisms or CIL.

8.12 Partnership Working and Organisational Structures

East Sussex County Council, Eastbourne Borough Council, Wealden District Council and the South East of England Development Agency have worked together to prepare the Blueprint and this Masterplan for the Eastbourne-Hailsham Triangle. We recommend that existing ad hoc partnership working is formalised, with the potential inclusion of English Partnerships. The establishment of a permanent partnership structure as follows is recommended.

The Triangle Board would be based on existing arrangements bringing together high-level representation from partner organisations. Officer and member level steering groups would be convened as necessary to discuss strategic issues relevant to the development and success of the Triangle. Partners may wish to consider inviting English Partnerships to become a strategic partner.

To co-ordinate and properly plan infrastructure investment, we recommend the establishment of an Infrastructure Forum which brings together infrastructure providers. These include representatives of local authorities’ transport, planning, education, estates and finance teams and other providers, including the Highways Agency, PCT, SEEDA, Southern Water and South East Water. The Infrastructure Forum would lead preparation of an Infrastructure Investment Framework alongside development of LDF Core Strategies.

To support joint-working, take forward the action plan and provide an interface with businesses, investors and developers we recommend that a Working Team is established to take forward the Masterplan. This would have a small core team of staff, potentially seconded from partner authorities. It would be private sector focused and take lead responsibility for branding and communication of the vision for the area, and for coordinating infrastructure delivery.

---

Figure 8.2: Proposed Partnership Structure
8.13 Action Plan and Next Steps

A strong commitment from partners to joint working is necessary to drive forward the delivery of the Masterplan. The Action Plan below sets out the initial steps over an 18 month period and lead responsibilities for these.

We recommend that an Infrastructure Investment Plan is prepared alongside the LDF Core Strategies which, building on the Masterplan, confirms key strategic infrastructure requirements associated with the proposed spatial development strategy together with costs, delivery timescales and funding.

The level of funding which can be secured through developer contributions should involve viability testing, which assesses potential contributions from different types and sizes of development scheme. This should assess current levels of contributions to establish a neutral charge regime, and then consider the extent to which charges may be increased without prejudicing sites coming forward. It will need to assess competing priorities for infrastructure investment and other factors which impact upon development costs, including affordable housing requirements and increasing build costs associated with the phased implementation of the Code for Sustainable Homes. This will allow prioritisation of development contributions and identification of public sector funding requirements. Together with the Infrastructure Investment Plan, the viability testing will provide the necessary evidence base for any tariff-based system.

It will be critically important that partners also work to communicate the vision for change and engage businesses, developers and other private sector partners. We recommend that a concise Prospectus for the Masterplan area is developed to support this, which communicates the vision and framework for change in the area, and can be used as a tool in both profile raising and engaging wider partners.

The success of the Masterplan will however rely on delivery. Quick wins are important in communicating action and building momentum to the programme of change set out. The Action Plan below indicates initial projects which can be delivered in years 1-3.

---

### Figure 8.2: Action Plan

<table>
<thead>
<tr>
<th>Theme</th>
<th>Action</th>
<th>Timescale</th>
<th>Lead</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integrated Policy Framework</td>
<td>Complete Wealden Core Strategy</td>
<td></td>
<td>WDC</td>
</tr>
<tr>
<td></td>
<td>Complete Eastbourne Core Strategy</td>
<td></td>
<td>EBC</td>
</tr>
<tr>
<td></td>
<td>Prepare Site Allocations DPDs / Development Briefs for Key Sites</td>
<td></td>
<td>WDC, EBC</td>
</tr>
<tr>
<td></td>
<td>Prepare Masterplans for Key Areas of Change</td>
<td></td>
<td>WDC</td>
</tr>
<tr>
<td>Infrastructure Investment &amp; Delivery</td>
<td>Establish Infrastructure Forum</td>
<td></td>
<td>ESCC</td>
</tr>
<tr>
<td></td>
<td>Prepare Infrastructure Investment Framework</td>
<td></td>
<td>Infrastructure Forum</td>
</tr>
<tr>
<td></td>
<td>Finalise Infrastructure Delivery Arrangements</td>
<td></td>
<td>Infrastructure Forum</td>
</tr>
<tr>
<td></td>
<td>Prepare Planning Obligations DPD/ CIL Framework</td>
<td></td>
<td>EBC, WDC, ESCC</td>
</tr>
<tr>
<td></td>
<td>Confirm Partnership/ Management Arrangements</td>
<td></td>
<td>EBC, WDC, ESCC</td>
</tr>
<tr>
<td>Communicating the Vision</td>
<td>Establish Triangle Taskforce</td>
<td></td>
<td>ESCC</td>
</tr>
<tr>
<td></td>
<td>Develop Prospectus for the Triangle</td>
<td></td>
<td>Triangle Taskforce</td>
</tr>
<tr>
<td></td>
<td>Establish Triangle Website</td>
<td></td>
<td>Triangle Taskforce</td>
</tr>
<tr>
<td>Quick Win Development/ Investment Projects</td>
<td>Eastbourne Town Centre Regeneration</td>
<td></td>
<td>EBC</td>
</tr>
<tr>
<td></td>
<td>Eastbourne Park Improvements</td>
<td></td>
<td>EBC</td>
</tr>
<tr>
<td></td>
<td>Sovereign Harbour</td>
<td></td>
<td>EBC</td>
</tr>
</tbody>
</table>
Project Board Members

Paul Lovejoy,
Executive Director Strategy and Communications, South East England Development Agency
(Chair of Project Board)

Councillor David Tutt,
Leader, Eastbourne Borough Council

Martin Ray,
Chief Executive, Eastbourne Borough Council

Councillor Pam Doodes,
Leader, Wealden District Council

Charlie Lant,
Chief Executive, Wealden District Council

Councillor Peter Jones,
Leader, East Sussex County Council

Councillor Simon Kirby,
Lead Member Economic Development Projects, East Sussex County Council

Cheryl Miller CBE,
Chief Executive, East Sussex County Council

Officers

Norman Kinnish,
Director of Tourism, Economy and Environment, Eastbourne Borough Council

Mike Fleming,
Director of Environmental Services, Wealden District Council

Rupert Clubb,
Director of Transport and Environment, East Sussex County Council

Tim Stansfeld,
Head of Planning, South East England Development Agency