

Ipswich Borough Council Local Plan

Examination of Core Strategy and Policies Development Plan Document Review and Site Allocations and Policies (Incorporating IP-One Area Action Plan) Development Plan Document

Stage 2 Matters and Questions - Response to Matter 10 Non-transport related Infrastructure and Services and Flooding

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**Matter 10 – Non-transport related Infrastructure and Services and Flooding
(Policies CS15, CS16, CS17, CS18, CS19, SP6, SP7, SP8, DM4, DM29, DM32 and Core
Strategy Table 8A)**

10.1 Are the policies, proposals and site allocations (listed above) in connection with non-transport infrastructure /services and flooding soundly-based? If you contend that they are not how should they be modified?

Consistent with National Policy

1. These policies address:
 - Strategic infrastructure - CS17 Delivering Infrastructure and Table 8A Major Infrastructure Proposals;
 - Education, health and community facilities - CS15 Education Provision; CS19 Provision of Health Services; SP7 Leisure Uses or Community Facilities; DM32 Protection and Provision of Community Facilities;
 - Planning and flood risk - CS18 Strategic Flood Defence and DM4 Development and Flood Risk; and
 - Green infrastructure – CS16 Green Infrastructure, Sport and Recreation; SP6 Land allocated and protected as open space; SP8 Orwell Country Park Extension; DM29 Provision of New Open Spaces, Sport and Recreation Facilities.
2. The National Planning Policy Framework (NPPF)¹ identifies that Local Plans should set out the strategic priorities for the provision of leisure development, flood risk infrastructure, community and cultural infrastructure, local facilities and green infrastructure and should plan positively for the development and infrastructure required (paragraphs 156 and 157).
3. The policies listed above, together with Table 8A, aim to do this.
4. Various parts of the Council's Soundness Self-Assessment Checklist² explain how the Council's non-transport related infrastructure and services and flooding policies are consistent with the policies of the NPPF and, where appropriate, the Marine Policy Statement, as follows:
 - Pages 18, 23 and 47 – CS16
 - Pages 13, and 31 – CS17
 - Pages 21 and 22 – CS19, DM4
 - Pages 10, 17 and 18 – SP7 and DM29
 - Page 17 - DM32
 - Page 48 – SP8

Positively Prepared

5. The plan identifies the infrastructure needed to enable the Borough's housing and economic growth to take place in accordance with the NPPF paragraph 21. Delivering the infrastructure will fall to a range of organisations. These are identified through Table 8A of the plan.
6. An important item of infrastructure for the IP-One Area is the strategic flood defences³, which will protect the Waterfront from tidal flooding. The final element of the defences is

¹ CLG, *National Planning Policy Framework*, CDL reference NCD18

² Ipswich Borough Council, 2015, *Soundness Self-Assessment Checklist*, CDL reference SUCD23

³ Environment Agency, 2005, *Ipswich Flood Defence Management Strategy*, CDL reference ICD36

the flood defence barrier itself, which is currently being installed across the New Cut at the south end of the Island Site (IP037).

7. Infrastructure provision at the Ipswich Garden Suburb will be addressed through Matter 5.

Justified

CS17 and table 8A

8. Policy CS17 and Table 8A are key elements of the plan to ensure that necessary infrastructure is provided alongside new development in accordance with the NPPF e.g. paragraph 22. The approach and content of CS17 and Table 8A have been carried forward from the adopted Core Strategy. However, CS17 has been subject to some changes, to ensure flexibility about how developer contributions are made and compliance with the Community Infrastructure Levy Regulations 2010 (as amended).
9. Proposed Pre-Submission Main Modifications to CS17 respond to the fact that there may be mechanisms other than CIL or Section 106, for example direct provision. They also flag up the need for contributions to fund Habitats Regulation Assessment mitigation measures which are in the process of being identified through the preparation of an HRA Mitigation Strategy, which was addressed at the Matter 1 hearing.
10. The implementation of the projects identified in table 8A has progressed since 2011, for example the flood defences will be completed in 2017, but the Council considers it necessary to retain the items in the plan at present, as they are related to both recent and planned growth.

CS15, CS19, SP7, DM32

11. Strategic policies CS15 and CS19 address education and health provision and continue approaches set out in the adopted Core Strategy⁴.
12. Regarding CS19, in the submission stage plan⁵ the St Clement's Hospital site IP116 was allocated through policy SP2 in accordance with the strategic policy. Following the grant of planning permission (IP/14/00721/OUT), the council proposes to move the allocation to policy SP3 as a Pre-Submission Main Modification.
13. SP7 makes allocations for specific community facilities. The need for schools has been demonstrated by Suffolk County Council through the Suffolk Education and Learning Infrastructure Plan⁶ and through ongoing cooperation with the Borough Council to look at detailed site allocations, forecast population growth and the need for facilities. The County Council's representation reference 5271 sets out some of the figures relating to the future need for school places. The County Council supports the allocations through policy SP7 at IP010a and IP258.
14. The need for health facilities has been identified through ongoing contact with the health sector – previously the Primary Care Trust and now the Norfolk and Suffolk NHS

⁴ IBC, 2011, *Core Strategy DPD*, CDL reference LPCD11

⁵ IBC, 2014, *Proposed Submission Site Allocations and Policies (incorporating IP-One Area Action Plan) DPD*, CDL reference SUCD03

⁶ SCC, 2014 and updated, *Education and Learning Infrastructure Plan*, <https://www.suffolk.gov.uk/assets/Children-families-and-learning/schools/Education-and-Learning-Infrastructure-Plan-Version-2.1.pdf> CDL reference PSCD24

Foundation Trust. The allocation of part of site IP005 for a health centre is to serve the area and not just the proposed development. Therefore, whilst some funding will be available from the development, some will need to come from the health sector in response to background population growth.

15. The sports park element at Ravenswood is a long standing element of the Ravenswood proposals as set out in the 1997 Ipswich Local Plan⁷. It is expected that the facility will take the form of an outdoor cycle track (see press report http://www.ipswichstar.co.uk/news/ipswich_town_in_line_for_1million_cycling_centre_1_1693970 and Area Committee minute 34.4 from 6th November 2014 (<https://democracy.ipswich.gov.uk/mgAi.aspx?ID=4939>)).
16. The Retail and Commercial Leisure Study 2010⁸ identified that the commercial leisure sector in the Borough offered a reasonable range and choice of commercial entertainment and cultural facilities, such as pubs and cinemas. However, it advised that the range should be maintained and enhanced, and that by 2016, there would be a theoretical capacity for between 2,660m2 to 4,000m2 net of A3/A4/A5 floorspace. The Odeon Cinema IP260 closed in 2005 and has been awaiting a new use since then. Located within the town centre and next to the Regent Theatre, it is considered a suitable and available site for future commercial leisure uses and compliant with the NPPF paragraph 23.
17. The number and location of community facilities such as surgeries, meeting rooms and pubs dispersed around the Borough are important in meeting communities' every day needs and providing sustainable access to services. Proximity to such facilities was one factor considered in assessing site allocations⁹. DM32 seeks to protect land and premises in community use in accordance with the NPPF paragraph 70.

CS18 and DM4

18. Both the adopted Core Strategy and the Core Strategy Review identify the 'IP-One Area' as a major growth area for Ipswich (policy CS3). Much of the area lies within National Flood Zones 2 and 3a (see Plan 2¹⁰). The Ipswich Flood Defence Management Scheme was approved in 2006. The completion of the final component of the scheme, the tidal defence barrier, is an important factor in enabling the delivery of development within IP-One. There are few other areas of major growth proposed for Ipswich other than the Ipswich Garden Suburb. The Plan's spatial strategy to continue the regeneration of IP-One would be harmed if the barrier is not provided.
19. The Strategic Flood Risk Assessment Level 2¹¹ identifies the sites passing the sequential test and this has been further updated by the Council's Sequential Test and Exception Test Statement¹².

CS16, SP6, SP8, DM29

20. Policy CS16 addresses the NPPF paragraph 114.

⁷ Ipswich Borough Council, 1997, *Ipswich Local Plan*, CDL reference LPCD01

⁸ Strategic Perspectives, 2010, *Retail and Commercial Leisure Study*, CDL reference ICD18

⁹ Hyder/Arcadis, *Site Allocations plan Sustainability Appraisal Report*, CDL reference SUCD10

¹⁰ IBC, 2015, *Proposed Submission Local Plan Policies Map and Plans 1-6*, CDL reference SUCD07

¹¹ Ipswich Borough Council, 2011, *Strategic Flood Risk Assessment Level 2*, CDL reference ICD33

¹² Ipswich Borough Council, 2015, *Flood Risk Sequential Test and Exception Test Statement*, CDL reference ICD40

21. At a strategic level, the Haven Gateway Green Infrastructure Study 2008¹³ addressed the need for green infrastructure provision alongside growth within the Haven Gateway area, which included all of Ipswich Borough and parts of Suffolk Coastal, Babergh and Mid Suffolk Districts. This identified the need for additional natural and semi-natural green space in north Ipswich and proposed the Ipswich Green Rim, which was taken forward into adopted policy CS16.
22. An update of the study was carried out for the Ipswich Policy Area in 2015¹⁴ to identify progress since 2008 and inform joint planning work. The update concluded that deficiencies remain in north Ipswich, but the proposed extension to Orwell Country Park (policy SP8) will help provide sub-regional scale accessible natural greenspace for much of the population of the study area, and the planned provision of a country park at Ipswich Garden Suburb (policy CS16 and see also CS10/Matter 5) will help to address the deficiency at the northern edge of Ipswich in district accessible natural greenspace. Depending on the level of tree cover at the new country park at Ipswich Garden Suburb, this could also address deficiencies in woodland.
23. The planned country park at the Ipswich Garden Suburb also provides a key element of mitigation in relation to Habitats Regulations Assessment. The Habitats Regulations Assessment of the Core Strategy identifies a number of requirements for mitigating the effects of increased recreational pressure at European sites as a result of housing development. Elements of Policy CS16 are identified as part of this mitigation, specifically clauses b, d, e, g and h. The Council is currently working with Babergh and Suffolk Coastal District Councils, supported by Suffolk County Council, on the production of a Recreational Avoidance and Mitigation Strategy. This will identify the specific infrastructure and non-infrastructure measures required to meet the mitigation requirements along with mechanisms for their funding and delivery. Further details on the strategy were provided in the Council's response to Matter 1 during stage 1 of the Local Plan Examination hearings.
24. Locally, open space, sport and recreation provision within Ipswich was assessed through the PMP 2009 Open Sport and Recreation Study¹⁵. This provided an audit of existing provision, proposed quantitative, qualitative and accessibility standards for open space provision and assessed the level of provision up to 2021 against the standards. The standards were included as Appendix 6 to the Adopted Plan and underpinned policy DM29 for the provision of new open space, sport and recreation facilities through new developments. The Council's Open Space and Biodiversity Policy 2013¹⁶ drew together the findings to highlight surpluses and deficits by area committee area of the Borough, and added to it an assessment of tree canopy cover.
25. The Council has made minor revisions to the proposed quantity standards at Appendix 6 to the Core Strategy Review (and subject to a Pre-Submission Additional Modification). The standards remain based on the work of the 2009 study, but reflect an exercise to update and review the mapping and classification of existing provision¹⁷.
26. Policy DM29 seeks to secure the provision of new, or enhancement of existing, open spaces, sport and recreation facilities through new development. Significant revisions to

¹³ The Landscape Partnership, 2008, *Haven Gateway Green Infrastructure Study*, CDL reference ICD27

¹⁴ Babergh District Council, Ipswich Borough Council, Mid Suffolk District Council, Suffolk Coastal District Council, 2015, *Update of the Haven Gateway Green Infrastructure Strategy for the Ipswich Policy Area*, CDL reference SCD37

¹⁵ PMP, 2009, *Open Space, Sport and Recreation Study*, CDL reference ICD43

¹⁶ IBC, 2013, *Open Space and Biodiversity Policy*, CDL reference ICD23

¹⁷ IBC, 2016, *Open Space Supplementary Planning Document Background Paper*, CDL reference PSCD22

the submitted policy are proposed through a Core Strategy Review Pre-Submission Main Modification¹⁸. The Community Infrastructure Levy (CIL) Regulations¹⁹ 122-124 came into force in 2010 but with additional restrictions on the use of planning agreements to secure pooled contributions taking effect in April 2015. In response to representation 5534 received to the submission plan, the Council took legal advice which concluded that policy DM29 as consulted upon may not comply with the regulations. The Council also needed to reflect the possibility of securing developer funding for strategic accessible natural greenspace provision, including possibly outside Borough. Therefore, the Council has revised policy DM29.

27. Policy SP6 identifies site allocations where on-site open space provision will be expected to exceed the basic 10% required through policy DM29, because it is in an area of deficit, and/or is currently used as open space, formally (e.g. IP032 King George V Playing Field) or informally (IP061 Lavenham Road).
28. Policy SP8 proposes an extension to Orwell Country Park onto land owned by the Council at Pond Hall Farm. It addresses a finding of the HRA that the recreational disturbance of birds on the Orwell Estuary needs to be addressed through visitor management measures at the Country Park. The aim of the country park extension is to provide more walking routes which give the public, particularly dog walkers, circular route options and paths which avoid the foreshore. The policy also states that a visitor centre will be investigated further. As with the walking routes, the aim of the centre would be to provide a visitor focus away from the shore, and it would also provide an opportunity for raising awareness about the importance of the estuary for birds and recreational disturbance issues. The visitor centre is not a firm proposal at this stage because further investigation of its feasibility and impacts would be necessary.
29. As a result of concerns expressed by Natural England about potential impacts on the Special Protection Area (SPA) of the country park extension, the Council commissioned an Orwell Country Park Visitor Survey, which was conducted during March 2015²⁰. The survey indicated that current use of the country park is predominantly as a local facility for short stay recreation rather than as a visitor destination. It concluded that the extension to the country park would have benefits for the SPA and confirmed that the Local Plan as a whole would have no adverse effect on the integrity of the SPA with reference to Orwell Country Park, subject to the extension and management measures being put in place. Natural England have accepted the findings of the visitor survey by letter dated 26th February 2016 attached to their submission statement in respect of Matter 1.

Effective

CS15, CS19, SP7, DM32

30. The Ipswich Authority Monitoring Report 2015²¹ indicates that adopted policy CS15 was used twice, CS19 four times and DM32 15 times between April 2014 and March 2015. SP7 is a new policy which allocates sites for development. The Council considers the sites deliverable, however, the delivery of the primary school (site allocation IP258) is dependent upon the landowner and the Education Authority reaching agreement.

¹⁸ IBC, 2015, *Core Strategy Review Proposed Pre-Submission Main Modifications*, CDL reference SUCD02

¹⁹ CLG, 2010, *The Community Infrastructure Levy Regulations (As Amended)*, CDL reference PSCD27

²⁰ The Landscape Partnership, 2015, *Orwell Country Park Visitor Survey*, CDL reference ICD82

²¹ IBC, 2015, *Authority Monitoring Report*, CDL reference ICD03a

31. The Cycle Park proposed at Ravenswood is proposed on land owned by the Borough Council and it is expected that there would be a British Cycling financial contribution to its completion although there is no published commitment at present.

CS16, SP6, SP8, DM29

32. The measures contained in policy CS16 are in most part carried forward through more detailed policies of the plan and ongoing work on the HRA mitigation strategy. The delivery of the new country park at Ipswich Garden Suburb will be addressed through Matter 5. The Green Rim is also part addressed through the country park proposal. It will also be implemented through site allocations at the edge of the Borough such as IP140 North of Whitton Lane and through the extension to Orwell Country Park (SP8). However, it will also need to be picked up through cross boundary joint planning work, which has been addressed through the Stage 1 hearings.
33. Policy SP6 will be delivered through the development of the allocated sites.
34. Policy SP8 will be implemented through the Council's ownership of the land. A management plan for Orwell Country Park is currently under preparation.
35. The implementation of policy DM29 will be supported through a Public Open Space Supplementary Planning Document. A draft²² was subject to public consultation from 29th January to 7th March 2016.

CS17 Table 8A

36. It is the Council's intention to prepare an infrastructure delivery plan. Work is underway on such a plan for the Ipswich Garden Suburb but remains to be started for the remainder of the Borough. It is likely to be taken forward through planned CIL work.
37. In 2013, six of the seven Suffolk authorities (all excluding Waveney) appointed Peter Brett Associates (PBA) to carry out viability work to determine differential levels of CIL that could reasonably be charged across the County, with bespoke reports produced for each authority.
38. This work informed Ipswich Borough Council's Preliminary Draft Charging Schedule of December 2013 that included proposed rates by development type (housing and convenience retail only) and area, although the rates for major housing schemes were 'nil' across more than half of the Borough.
39. The proposed development at the Ipswich Garden Suburb was excluded from CIL as the regulations recognise that the delivery of infrastructure on strategic sites (where this would generally be secured on-site) is best delivered through a Section 106 Agreement.
40. Subsequently CIL work was held in abeyance in Ipswich, as Section 106 was the preferred way to deal with developer contributions given development values across the Borough.
41. The Council now proposes to prepare a fresh preliminary draft charging schedule later in 2016 for consultation in the Autumn and a draft charging schedule and a Regulation

²² Ipswich Borough Council, 2016, *Draft Public Open Space SPD*, CDL reference PSCD21

123 list for early 2017, albeit that the timetable varies a little from that set out in the Local Development Scheme²³.

42. In the meantime, Section 106 continues to provide an effective way to gather developer contributions to essential infrastructure in accordance with CS17 and the statutory tests.

²³ Ipswich Borough Council, 2015, *Local Development Scheme 9*, CDL reference ICD02a