

# Ipswich Borough Council Local Plan

## Topic Paper: Ipswich Garden Suburb

Strategic site allocation

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## Introduction

### What the Council is doing

1. The Council is currently preparing a review of its adopted Core Strategy and Policies development plan document (December 2011) and a Site Allocations and Policies (incorporating IP-One Area Action Plan) development plan document. These documents form the Council's Local Plan, which guides future development in the Borough.
2. Proposed submission versions of the two plans were published for public consultation on 12<sup>th</sup> December 2014, under regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. This followed informal consultation (under regulation 18) between January and March 2014.
3. The Core Strategy and Policies development plan document review (hereinafter referred to as the Core Strategy review) will replace the adopted Core Strategy and Policies development plan document when adopted (anticipated in late 2015).
4. The Site Allocations and Policies (incorporating IP-One Area Action Plan) development plan document (DPD) (hereinafter referred to as the Site Allocations Plan) is a new plan. It will replace the remaining saved policies of the adopted Ipswich Local Plan (November 1997) when adopted (anticipated in late 2015).
5. The Council has also produced an Ipswich Garden Suburb supplementary planning document (SPD), which will guide the proposed development of a strategic site allocation in north Ipswich. This document was adopted as interim guidance in September 2014 following earlier public consultation in 2013 and 2014. The Core Strategy review seeks to allocate this strategic site for approximately 3,500 dwellings and associated facilities including schools, shops, community facilities and a country park. The SPD provides more detail particularly around the character and layout of proposed development.
6. The Council is undertaking a public consultation on the Core Strategy review, the Site Allocations Plan and their supporting sustainability appraisal and appropriate assessment reports. The consultation period will run from Friday 12<sup>th</sup> December 2014 to Thursday 5<sup>th</sup> March 2015 and further details can be found on the Council's website, [www.ipswich.gov.uk/consultations](http://www.ipswich.gov.uk/consultations), at the Council's offices at Grafton House and the Customer Services Centre at the Town Hall, or in Ipswich libraries.

### National Planning Policy Framework – Plan Making

7. The National Planning Policy Framework (NPPF) was introduced in March 2012 following the introduction of the Localism Act in November 2011. The NPPF is national planning guidance and Local Plan documents such as the Core Strategy must refer to the principles established in the document.
8. The NPPF notes in paragraph 182 that the Local Plan will be assessed at the Examination in Public whether it has been prepared in accordance with the Duty to Co-operate, legal and procedural requirements, and whether it is sound.
9. The Duty to Co-operate was introduced through Section 110 of the Localism Act 2011 in November 2011. It is a legal duty on local planning authorities to co-operate constructively, actively and on an ongoing basis with neighbouring authorities, county

councils and other prescribed bodies in planning for strategic, cross boundary matters. The duty to co-operate came into force on 15<sup>th</sup> November 2011 and any plan submitted for examination on or after this date will be examined for compliance. Local planning authorities are expected to provide evidence of how they have complied with any requirements arising from the duty. Non-compliance with the duty to co-operate cannot be rectified after the submission of a plan.

10. The Inspector will first check that the plans meets the legal requirements under s20(5)(a) of the Act before moving on to test for soundness. Legal requirements include e.g. whether it is included in the Council's Local Development Scheme; whether the Council's Statement of Community Involvement has been followed; and whether documents have been published and made available for public inspection.

11. To be sound the plan must be:

- **'Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.' (Para 182)

12. Paragraph 15 of the NPPF notes 'a presumption in favour of sustainable development so that it is clear that development which is sustainable can be approved without delay' and plans include 'clear policies that will guide how the presumption should be applied locally' (p.4).

National Policy Context

13. The Council is required by the NPPF to deliver a wide choice of high quality homes and the NPPF requires local planning authorities, in this case Ipswich Borough Council, to:

'use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period' (Para 47, bullet 1).

14. The NPPF in paragraph 52 states that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities.

15. This paper sets out how the policies and strategic allocation in north Ipswich for housing and associated facilities will assist the Council to meet the objectively assessed housing need for Ipswich.

## **Background**

16. Over recent years urban regeneration objectives have led the Council to focus development into central Ipswich. This has supported the successful regeneration of the Waterfront and Ipswich Village, introducing a greater range of uses into each, thereby adding to their diversity and vibrancy. This strategy has seen significant redevelopment of previously developed sites within the town (including 93% of all housing between 2001 and 2014).
17. There is concern that the previously developed sites towards the centre of Ipswich are unlikely to meet the overall demand for future housing needs both in type and the number of dwellings and as such other land must be considered. The tight urban boundary to Ipswich Borough means that there is only one area of extensive greenfield land available on the periphery of the town and within the Borough. The land is located on the northern edge of the urban area and is known as the Ipswich Garden Suburb (also known as Northern Fringe).
18. The Council's adopted Core Strategy and Policies development plan document (DPD) (December 2011) allocates the Ipswich Garden Suburb land (between Henley Road and Westerfield Road and south of the railway), for up to 1,000 dwellings prior to 2021. It also defines the wider Ipswich Garden Suburb area as the main source of supply of housing land in Ipswich after 2021. Development of the Ipswich Garden Suburb would represent a major urban extension to the town.
19. An over-arching framework in the form of a supplementary planning document (SPD) is required for the whole of the Ipswich Garden Suburb area to ensure that any early phases of development fit in with an area-wide plan, make provision for infrastructure, and avoid a piecemeal approach. The Council has prepared a SPD in consultation with the local community, the landowners and a wide range of outside agencies including Suffolk County Council, Suffolk Coastal District Council, NHS Suffolk, Anglian Water, Natural England, Sport England, the Environment Agency, and Suffolk Wildlife Trust. The document was approved as interim guidance by the Council in September 2014.

### **Proposed Submission Core Strategy and Policies Development Plan Document Review**

20. The adopted Core Strategy and Policies DPD has been reviewed and has been amended to ensure the alignment of the Core Strategy with the policies of the NPPF, and legislative requirements contained within the Localism Act.
21. The Core Strategy review has resulted in amendments to policy CS10 which specifically relates to the Ipswich Garden Suburb. A key change to adopted policy CS10 has been the deletion of the Ipswich Garden Suburb forming the main source of housing land supply in Ipswich after 2021 (although 1,000 homes were expected to be delivered prior to 2021 on part of the site). This has been replaced with the assertion that the Ipswich Garden Suburb will form a 'key component of the supply of housing land in Ipswich during the plan period'. This change has been made to enable the entire Ipswich Garden Suburb site to be allocated for housing prior to 2021 in order to meet housing need in Ipswich due to the limited availability of previously developed land in Ipswich.
22. The proposed submission version of policy CS10 now also includes identification of the land uses which would be delivered and includes public open space, schools, road infrastructure etc. It also amends the timing and requirements of the supplementary planning document necessary to guide development of the site.

23. The proposed submission version of policy CS10 includes identification of land to the west of Tuddenham Road north of the railway line as allocated replacement playing fields necessary to enable development of the Ipswich School playing field site as part of the Garden Suburb development.

### **Ipswich Garden Suburb supplementary planning document**

24. The SPD provides guidance on how the allocations in the development plan will be delivered both in spatial terms and in terms of sequencing, along with more general supplementary planning and design advice. It is arranged in two parts:

- Part A: Planning and Design
- Part B: Implementation and Delivery

#### Part A: Planning and Design

25. Part A: Planning and Design establishes the Council's vision and objectives, the overall approach to, and principles to guide the detailed master planning and design of the development. This is broken down into four chapters.
26. Vision and Core Objectives for Ipswich Garden Suburb. This chapter makes clear the Council's vision for an 'Ipswich Garden Suburb', and sets these within the national and local policy context. It provides guidance on a suitable approach to sustainable design and development, which is focused around the key themes of Character, Community, Connectivity, and Climate Change.
27. Ipswich Garden Suburb Framework Plan. This chapter presents the Development Framework Plan – an overarching site plan which will guide the quantum and disposition of land uses across the site.
28. Spatial Strategies. Provides four site-wide spatial strategies to guide the co-ordinated planning of landscape, movement, walkable neighbourhoods and sustainable drainage systems (SuDS).
29. Designing and Delivering Garden Suburb Character. The chapter provides design guidance which will guide the creation of a garden suburb character at the Northern Fringe development.

#### Part B: Implementation and Delivery

30. Part B: Implementation and Delivery, sets out the Council's expectations about how the vision and objectives can be realised in relation to infrastructure, community development, management and the planning application process. In particular:
31. Transport Strategy. This chapter explains how the transport strategy should guide future outline applications. The strategy has been prepared by Ipswich Borough Council and Suffolk County Council (the Highways Authority).
32. Infrastructure to Support the Growth of a Community, lists what infrastructure will be required to support both the new garden suburb community and the existing surrounding community.

33. Community Development. This chapter explains the approach to developing a Community Development Strategy which will centre on creating a place where people choose to live and on promoting community well-being. A key factor will be the funding to support development including the appointment of a Community Development Officer.
34. Long Term Management and Maintenance, sets out guidance on the necessary long term management and maintenance of the landscape and green infrastructure within the proposed development. This will be achieved through a Management plan which will be required prior to the development commencing, and will be jointly prepared by Ipswich Borough Council and the landowners.
35. Requirements for Future Planning Applications. This chapter explains the Council's likely planning requirements at an outline application stage and beyond to ensure a co-ordinated approach and the delivery of a high quality design.

### **Ipswich Garden Suburb development timeframe**

#### Development timeframe

36. The Ipswich Garden Suburb will be planned and delivered over many years, and the proposals will require both outline planning permission and reserved matters applications at different stages.
37. The SPD sets out the information and documents that should be submitted in support any Outline planning application.
38. Design Code approval will either be considered after the outline planning application process has finished, or can be submitted at the same time.
39. Reserved Matters applications would then follow the approval of design briefs for primary streets; schools and local and district centres as part of the Design Codes development.
40. Construction of houses and the associated infrastructure would then follow.
41. It is anticipated that the completion of the whole development could take until at least 2034.

### **Conclusion**

42. The Council in its Core Strategy review revises policy CS10 to allocate an area of 195 hectares for three neighbourhoods consisting of approximately 3,500 dwellings, public open space, a country park, a district centre, two local centres, a secondary school, three primary schools and primary road infrastructure including a road bridge over the railway. Land to the west of Tuddenham Road north of the railway line is also allocated for the replacement playing fields necessary to enable development of the Ipswich School playing field site as part of the Ipswich Garden Suburb development. The detailed infrastructure requirements of the development are set out in Table 8b of Core Strategy review.
43. The Ipswich Garden Suburb SPD provides comprehensive supplementary planning and design guidance for the masterplanning of the Ipswich Northern Fringe, which will support the borough of Ipswich in meeting its objectively assessed housing need and provide the opportunity for future residents to live in a sustainable garden suburb.