



SUPPLEMENTARY PLANNING DOCUMENT

## PUBLIC OPEN SPACE

Adopted March 2017 (updated August 2017)

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# 1. Introduction

## *The Value of Public Open Space*

- 1.1 Access to high quality open spaces and sport and recreation facilities and public open space provision is important for the health and wellbeing of individuals and communities. Public open space provision also has a key role through the creation of wildlife habitat and linking existing habitats through the creation of wildlife corridors as well as providing key climate change mitigation to help the Borough improve climate change and resilience. It is the complexity and interlinkages between these functions and the contribution public open space makes to achieving these aims that makes its provision such an important part of the planning function. The Council recognises this through its policies for open space, sport and recreation facilities set out in the 2017 adopted Ipswich Local Plan, the adopted Open Space and Biodiversity Policy 2013 and the adopted Tree Management Policy 2010.
- 1.2 In addition, the Borough is producing a '*Recreational Avoidance and Mitigation Strategy*' by March 2017 which will ensure that suitable measures are in place to ensure the protection of habitats which are subject to special protection such as the Special Protection Areas (SPA's).
- 1.3 The Natural Environment and Rural Communities Act 2006 Section 40 (1) states that the public authority (in this case Ipswich Borough Council) must, in exercising its functions, have regard so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity. This duty is reflected in the SPD in terms of ensuring the conservation of biodiversity, restoring or enhancing a population or habitat through supporting the implementation of local plan policy. Paragraph 109 of the NPPF states that 'the planning system should contribute to and enhance the natural and local environment by .....recognising the wider benefits of ecosystem services...'
- 1.4 Open spaces, sport and recreation facilities can perform multiple functions, which provide many social, environmental and economic benefits. They can provide:
  - public health and well-being benefits (to mental and physical health);
  - outdoor education opportunities;
  - valuable habitats for wildlife. Opportunities should also be taken to link existing green infrastructure to ensure the maximum impact on habitat creation and effective biodiversity improvements;
  - air quality improvements and emission off-setting;
  - air cooling;
  - increased climate change resilience;
  - water and flood management opportunities including surface water management;
  - an attractive landscape and urban environment;
  - opportunities for growing food locally;
  - routes for sustainable transport such as walking and cycling;
  - venues for public events;

- a strong, positive identity to help attract investment and tourism, increase property values and contribute to a sense of place; and
- contained archaeology that has been preserved in situ.

### ***What is covered/not covered by the SPD***

- 1.5 This supplementary planning document (SPD) addresses the protection of existing open spaces and sport and recreation facilities (both public and private) from inappropriate development, the provision and maintenance of new public open spaces and outdoor sport and recreation facilities in connection with new development, and the enhancement of the Borough's tree canopy cover.
- 1.6 It provides guidance to assist in the implementation of the adopted Local Plan. In particular, the Ipswich Local Plan (2017), policies DM28 'Protection of Open Spaces, Sport and Recreation Facilities', DM29 'Provision of New Open Spaces, Sport and Recreation Facilities', standards for provision set out in Appendix 6, policy DM5 'Urban Design Quality' and policy DM10 Protection of Trees and Hedgerows (in relation to canopy cover). The SPD is a material consideration in determining planning applications.
- 1.7 The focus of the SPD is on calculating provision for residential developments. Open space provision is also required by the 2017 Ipswich Local Plan policy DM29 as part of non-residential developments with a floor area of 1,000 sq m or more, but it will be negotiated on a case by case basis. This is for the benefit and well-being of the workforce and also visitors to the site. Any open spaces provided should have regard to the nature and location of the development.
- 1.8 It explains to applicants how open space, sport and recreation and tree canopy cover requirements will be calculated for new development and gives guidance on decisions about whether this will be provided on-site or improve existing off-site public open space via financial contributions. It also provides guidance on how applications to develop existing public or private open spaces, outdoor sport and recreation facilities for alternative uses will be made.
- 1.9 It does not include indoor sport and recreation facilities such as swimming pools and indoor sports halls. The provision of built indoor sports facilities or financial contributions in lieu of on-site provision will be dealt with on a case by case basis for each planning application. This will be based on the identified need for new built facilities or the enhancement of existing built facilities. Decisions on the level of contributions will be identified through the Indoor Sports Facility Strategy.

### ***Types of Public Open Space (Typologies)***

- 1.10 There are ten types of open spaces, sport and recreation facilities identified through the adopted Core Strategy (Appendix 6), nine of which are green spaces and the tenth is urban civic space. They include:



**a) Parks and Gardens** - urban parks and formal gardens including historic parks and gardens and gardens (registered landscapes) for informal recreation and community events. This type of open space often has a variety of functions and provides a wide range of benefits. They typically include paths, benches, tree and shrub planting, formal gardens, high amenity lawns, spaces for community events, e.g. bandstands, mown grass areas for ball games or picnics, and toilets. Examples in Ipswich include Christchurch Park – a historic park and garden associated with Christchurch Mansion which is a Grade II historic park and garden; Chantry Park – Grade II historic park and garden and has been a public park since 1928; and Holywells Park. The historic parks named above include listed buildings and structures.

**b) Amenity Green Space** - informal recreation spaces, green spaces in and around housing, and greens. These areas tend to be used for informal activities close to home, such as walking the dog or children's informal play. They are also important to enhance the visual appearance of residential areas. They are neither laid out nor managed for a specific formal function such as a park or sports pitch. Roadside verges are not included as amenity space. Amenity green can be used to link existing green infrastructure to ensure maximum impact for habitat creation and effective biodiversity improvements.

**c) Natural and Semi-Natural Green Space** - including woodlands, urban forestry, scrub, grasslands, wetlands, open and running water, wildlife meadows, heathland, and country parks such as Orwell Country Park. These areas are primarily aimed at protecting and enhancing wildlife habitat; improving biodiversity; and providing opportunities for informal recreation and educational learning such as walking, bird watching, orienteering and nature tours.

**d) Outdoor Sports Facilities (with natural or artificial surfaces)** – Examples include : tennis courts; bowling greens ; sports pitches ; golf courses; athletics tracks; school and other institutional playing fields where available to the general public (e.g. through a form of subscription); and other outdoor sports areas. They may be used for participation in outdoor sports such as pitch sports, tennis, bowls or athletics and may include some level of built infrastructure such as changing rooms and other associated facilities, e.g. car parking associated with the use.

**e) Provision for Children** - such as equipped areas of play designed for play and social interaction.

**f) Provision for Young People** - including multi-use games areas (MUGAs), skate parks and teen shelters.

**g) Allotments** - providing opportunities for people to grow their own vegetables and other produce and stay active, adopting a healthy lifestyle, and also promote social inclusion. (The provision of allotments is a statutory duty of local authorities.)

**h) Cemeteries and churchyards** - used for the burial of the dead and quiet contemplation and often linked to the promotion of biodiversity. (The Old & New Cemetery are also Grade II\* historic park and garden.)

**i) Green corridors** – such as river and canal banks, cycle ways, and rights of way. These linear routes may be used for walking, cycling or horse riding, whether for leisure purposes or travel, and provide opportunities for wildlife migration and movement.

**j) Civic spaces** - usually hard surfaced areas such as urban squares or market squares designed for pedestrians and providing a setting for civic buildings, heritage assets and gathering spaces for community events or public demonstrations.

- 1.11 The above categories (typologies) exclude 'SLOAP' (space left over after planning) and other small areas of land such as roadside verges, which are not intended for specific use but provide a visual amenity - such green space can make an important contribution to the public realm, as required through the adopted Ipswich Local Plan policy DM5, but it falls outside the definition of public open space to which this guidance applies.
- 1.12 In addition, there are sustainable drainage (SuDS) opportunities in most open space cases - see the table under paragraph 6.10. Sustainable drainage measures such as swales and basins may fall into several of the open space categories described above. They may function as park and garden (for example Downham Boulevard at Ravenswood), amenity open space (for example Martinet Green, Ravenswood), children's play space (for example Emperor Circle, Ravenswood), or natural and semi-natural green space (for example Hayhill Allotments). However, they may not necessarily contribute towards public open space provision at all. Whether sustainable drainage can be classed as public open space will depend upon how it is designed and managed and whether it is usable by the public.
- 1.13 Open spaces and sport and recreation facilities make a key contribution to achieving sustainable development. The National Planning Policy Framework (NPPF) (paragraph 109) requires the planning system to recognise the wider benefits to people through measures such as the provision of food and water, flood control, recreation, and improving biodiversity. Open spaces make a key contribution to delivering these measures. Some of these benefits, such as mitigating the effects of climate change, are provided over a long timescale and this is reflected in some of the long term targets that open spaces will help to deliver e.g. the DEFRA targets on Climate Change 2080.
- 1.14 Canopy cover (trees, woodlands and large shrub masses seen from a bird's eye view) is an important element of green infrastructure and represents a key resource that can significantly contribute to climate change adaptation such as acting as living carbon sinks. It is not a type of open space itself, but is a component of open spaces and makes an important contribution to sustainable development. There is considerable evidence supported by national research pointing to the importance of trees from a social, environmental and economic standpoint. In planning new developments, due consideration must be given to existing trees and hedgerows and the requirement to increase tree canopy cover. The Council's adopted Local Plan Policy DM 10 contains a target to achieve 22% tree canopy cover by 2050 (based on the maximum existing cover in the most wooded areas of Ipswich and the potential for further planting).

## 2 Policy Context

### *National Policy*

- 2.1 National Planning Policy is set out in the National Planning Policy Framework (NPPF) with guidance on its interpretation provided in the national Planning Practice Guidance (PPG). National Policy considers the need for open space, sport and recreation facilities to be provided in connection with new developments, and the protection of existing spaces and facilities from inappropriate development.
- 2.2 The NPPF advises that planning policies for open space, sport and recreational facilities should be informed by an up to date assessment of need for their provision (paragraph 73). The Council published an Open Space Sport and Recreation Study in 2009, which informed standards for provision set out in the adopted Core Strategy and Policies Development Plan Document 2011. It has since been updated by the Council's Parks and Cemeteries Service and revised standards incorporated into the adopted Ipswich Local Plan (2017).
- 2.3 National guidance also advises that the assessment should also identify deficits and surpluses and therefore identify what new provision is needed (NPPF paragraph 73). This is set out in section 3 below.
- 2.4 Existing open space, sport and recreation facilities must be protected. The NPPF provides criteria to consider proposals for their redevelopment for alternative uses (paragraph 74).
- 2.5 Currently Ipswich Borough Council uses legal agreements (rather than Community Infrastructure Levy) to secure contributions to public open space. The Community Infrastructure Levy Regulations 2010 ('the CIL Regulations') Regulation 122 imposes statutory restraint on the use of planning obligations, in effect giving legal force to what were previously "policy tests" in the Circulars issued by Government. The tests are repeated in paragraph 204 of the NPPF and advice contained within the PPG explains that "Planning Obligations mitigate the impact of unacceptable development to make it acceptable in planning terms". Regulation 122(2) states:

*'A planning obligation may only constitute a reason for granting planning permission for development if the obligation is -*

- a) necessary to make the development acceptable in planning terms;*
- b) directly related to the development; and*
- c) fairly and reasonably related in scale and kind to the development.'*

The implication of this regulation is that all three of these requirements must be met for the offer or requirement of the obligation to be lawful.

- 2.6 To give incentive to local planning authorities to introduce CIL, Regulation 123 imposes a restriction on the "pooling" of financial contributions from section 106 obligations within



an Authority's area. In the past it was common for there to be "tariff" requirements and contributions in respect of a range of infrastructure types and projects, including public open space. These were collected into a 'pool' which was then drawn upon to fund items of infrastructure. For Ipswich, which has not introduced a CIL Charging Schedule, Regulation 123(3) is now relevant and restricts the use of planning obligations for the funding or provision of an infrastructure project or type of infrastructure, where there are already five or more separate planning obligations which have already been entered into for the funding or provision of that project or type of infrastructure.

2.7 The CIL Regulations thus confirm that where a CIL Charging Schedule is not in place, a pooling restriction on Section 106 contributions from developers came into effect from 6th April 2015 and it applies to all planning obligations secured on or after 6th April 2010. However, up to five obligations can still be pooled in relation to a particular item of infrastructure. They also mean that planning obligations (e.g. to secure open space provision) can only be used where they meet the three tests of Regulation 122 – they are necessary, directly related, and fairly and reasonably related in scale and kind to the development.

2.8 Taking into consideration the wider roles that open spaces, sport and recreation facilities and trees can perform in relation to matters such as climate change adaptation and mitigation, or providing wildlife habitat or links between areas of habitat, there are also other national publications, which form part of the context for the Council's approach to open space and the guidance in this SPD:

- The Natural Environment White Paper 2011 'The Natural Choice: securing the value of nature', which identifies the benefits people get from nature as 'ecosystem services'. These services are essential for wellbeing and prosperity and are sustained by biodiversity. They require a landscape scale approach to the management of the natural environment. It also identifies that the health of trees is essential for society's well-being and highlights the ambition for a major increase in the area of woodland in England;
- The Government Forestry and Woodlands Policy Statement, Defra, 2013 – sets out commitments to protecting trees and forests, improving the value of assets, expanding the woodland resource, realising the value of woodlands and changing forestry governance structures; and
- The Climate Change Act 2008 and National Adaptation Programme July 2013 - identifies a role for green spaces in enhancing resilience to the changing climate.

2.9 Woodland located close to where people live can form an integral part of Green Infrastructure. Woodland is defined as 'land under stands of trees with, or with the potential to achieve, tree crown cover of more than 20 per cent' (Forestry Commission's National Forest Inventory). Accessible woodland is defined as 'any site that is permissively accessible to the general public for recreational purposes. The Woodland Trust has identified a Woodland Access Standard (WASt) as follows:

- That no person should live more than 500m from at least one area of accessible woodland of no less than 2ha in size; and
  - That there should also be at least one area of accessible woodland of no less than 20ha within 4km (8km round trip) of people's homes.
- 2.10 This is not a national standard established through a government agency but it is being promoted nationally by the Woodland Trust. The Council will take account of this standard where appropriate in negotiating, planning and designing open space provision.

### ***Local Policy***

- 2.11 This SPD replaces two supplementary planning guidance notes (SPGs) which previously supported policies set out in the 1997 adopted Ipswich Local Plan: the Public Open Space SPG 1998 and The Provision and Management of Children's Play Space SPG 1999.
- 2.12 The adopted **Ipswich Local Plan (2017)** outlines policies for open space protection and provision aligned with the NPPF and the CIL Regulations.
- 2.13 Ipswich Local Plan (2017) policies DM28 and DM29 respectively, set out the approach to protecting and providing open space, sport and recreation facilities in association with new development. Policy DM10 sets out the approach to the protection of trees and hedgerows and the target to increase canopy cover.
- 2.14 Policy DM31, The Natural Environment, sets out policy for the protection of habitats and species and to establish an ecological network. It recognises the importance of biodiversity and having regard to the 'mitigation hierarchy'. It is important that in assessing the potential impacts of development proposals, direct and indirect impacts on wildlife and habitats are taken into account. In particular, there are a number of priority species and habitats of conservation interest that are identified in the Suffolk Priority Habitats and Species. There is available biodiversity data from the Ipswich Wildlife Audit, Ecological Network and from the Suffolk Biodiversity Information Service which can help inform the process.
- 2.15 Policy DM5 requires greener streets and spaces (through clause d.) and DM10 requires two for one replacement tree planting where mature trees are removed. Appendix 6 of the Ipswich Local Plan (2017) sets out minimum standards for the provision of spaces and facilities based on the Council's Open Space Sport and Recreation Study published in 2009 as reviewed and updated by the Parks and Cemeteries Service.
- 2.16 Policies CS16 and CS17 of the adopted Ipswich Local Plan (2017) refer to mitigation measures required as a result of the Habitats Regulations Assessment of the plan. The mitigation measures include the provision, enhancement and management of strategic accessible natural greenspace. Accessible natural greenspace is defined by Natural England as places where human control and activities are not intensive so that a feeling

of naturalness is allowed to predominate. There is no local standard for the provision of strategic accessible natural green space per person or dwelling. However, the mapping of existing provision against the 'Nature Nearby' standards has identified areas of deficit, particularly across North West Ipswich. The Council will aim to address these deficits where it can be achieved through also meeting the local standards for the provision of natural and semi-natural greenspace through new developments. Should the Council move to a Community Infrastructure Levy approach in future, this would fund such strategic greenspace delivery.

2.17 In 2013 the Council published its **Open Space and Biodiversity Policy (2013-23)**. This policy provides the rationale for open space and makes recommendations for provision:

- 22% tree canopy cover to be achieved by 2050, based on the maximum existing cover in the most wooded areas of Ipswich and potential for further planting<sup>11</sup>.
- Reviewing the adopted open space standards (in the adopted Core Strategy 2011);
- Providing more guidance on the format of information required from developers to inform the adoption of open space by the Council;
- Developing a new SPD for open space and equipped children's play provision; and
- Seeking opportunities to address quantitative or qualitative deficiencies.

2.18 The Council has updated its Children's Play Strategy 2007 with an adopted **Equipped Play Strategy (2014-2021)**. This sets out a standard for provision and provides the framework for managing and planning the provision of children's play equipment. The quantity standard has increased from 0.05ha per 1000 population in the former Core Strategy 2011 to the 0.08ha proposed in the adopted Ipswich Local Plan (2017).

2.19 The Council has also updated its Allotment Strategy 2005. The revised **Allotment Strategy** runs from 2014 to 2020. The provision of allotments is a statutory duty, with local authorities required to provide sufficient land to meet the demand for allotments from residents living within the borough. The service is provided in partnership with the Ipswich Allotment Holders Association (IAHA), which plays a significant role in the letting of plots and day to day management of fields. Occupancy rates have increased dramatically in recent years due to issues such as environmental concerns and the cost of food. The standard for provision of allotments adopted through the Council's Allotment Strategy 2014, and incorporated into the Ipswich Local Plan (2017) is 0.41ha per 1,000 population.

2.20 Ipswich has an over provision of allotments compared to national standards, but demand & supply are approximately in balance borough-wide. The Strategy therefore recommends that the focus of improvements should be on the quality of sites and provision of new sites associated with new developments where appropriate.

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<sup>1</sup> Paragraph 7.42 Ipswich Open Space and Biodiversity Policy, IBC, 2013  
Aug 2017 v2 – with updated 2017 Appendix 6, (page 46)



- 2.21 The way in which the Council implements the adopted Ipswich Local Plan (2017) standards will have regard to any up to date evidence which the Council publishes about the quantity and quality of provision. An **Ipswich Playing Pitch Strategy** has been prepared, in consultation with Sport England, which identifies current provision and whether there is a need for additional provision of outdoor playing pitches for football, cricket, hockey and rugby as well as other outdoor sports, such as tennis, athletics, cycling and bowls.
- 2.22 Upon its publication, the Ipswich Playing Pitch Strategy will inform the need for additional or enhanced outdoor playing pitch facilities to be provided in connection with new development, and the need to protect existing facilities where development may be proposed.
- 2.23 The **Suffolk Flood Risk Management Strategy 2016 and Appendices** provide appropriate guidance and protocol for local planning authorities and developers on SuDS, Surface Water Drainage and Local Flood Risk in Suffolk. This countywide guidance outlines how and when to think about SuDS in terms of development schemes, making sure it is considered early in conceptual design as well as exploring how public open space can best incorporate SuDS in their design.

### 3 Existing Provision Across the Borough

- 3.1 Ipswich contains over 518 hectares of open spaces, sport and recreation facilities, a scale normally associated with much larger towns and cities. It is also rich in biodiversity, containing one internationally designated site (a Ramsar Site and Special Protection Area for birds in the Orwell Estuary), three Sites of Special Scientific Interest, twenty County Wildlife Sites and nine Local Nature Reserves. An Open Space, Sport and Recreation Facilities Study, which audited and quality assessed existing facilities in Ipswich, was published in 2009 and was updated by the Council's Parks and Cemeteries Department in 2014.
- 3.2 The Borough Council's revised open space standards are set out in Appendix 6 to the Ipswich Local Plan (2017) and reproduced at Appendix 2 to this SPD. These are standards for the amount of open space and its accessibility expressed as a walk time (10 minutes equates to 480m and 15 minutes to 720m, from the centre of the site). Quality standards are set out in:
- the Open Space Sport and Recreation Study 2009 (for parks and gardens<sup>2</sup>; amenity green space; natural and semi-natural green space; outdoor sport; and young people's provision);
  - the Children's Equipped Play Strategy ; and
  - the Local Government Association publication Growing in the Community (second edition) (for allotments).
- 3.3 The NPPF requires Councils to start by identifying areas of surplus and deficit. The 2009 Open Space Sport and Recreation Facilities Study did this using the provision standards in Appendix 6 of the former Core Strategy 2011 and the information was included in the Council's Open Space and Biodiversity Policy. This information has now been updated to reflect the revised standards for open space, sport and recreation provision and revised population projections used in the Core Strategy Review leading to the new Ipswich Local Plan (2017). The level of provision for each Area Committee area, and whether it is in surplus or deficit<sup>2</sup>, is indicated below. Information is also included on tree canopy cover, reflecting the Council's target to achieve 22% canopy cover by 2050.

#### ***Area Committee Public Open Space surplus and deficits***

##### NORTH WEST AREA

Surplus	Deficit
Amenity Green Spaces: 12.52 hectares over provision (dropping to 11.48 hectares over by 2021)	Parks and Gardens: 23.88 hectares under provision (rising to 26.40 hectares under by 2021)
Allotments: 6.62 hectares over provision (dropping to 5.73 hectares over by 2021)	Natural and Semi-Natural: 28.16 hectares under provision (rising to 31.48 hectares under by 2021)

<sup>2</sup> Green Flag parks may also have additional quality standards associated with the Green Flag award.

	Outdoor Sports: 7.8 hectares under provision (rising to 10.88 hectares by 2021)
	Children's facilities: 0.74 hectares under provision (rising to 0.91 hectares under by 2021)
	Young People's facilities: 0.17 hectares under provision (rising to 0.25 hectares under)
	Tree canopy cover: 10.81% under provision

#### NORTH EAST AREA

Surplus	Deficit
Outdoor Sports: 43.19 hectares over provision (dropping to 40.09 hectares over by 2021)	Parks and Gardens: 28.44 hectares under provision (rising to 30.97 hectares under by 2021)
Allotments: 3.85 hectares over provision (dropping to 2.96 hectares over by 2021)	Amenity Green Spaces: 1.65 hectares under provision (rising to 2.69 hectares under by 2021)
	Natural and Semi-Natural Areas: 21.03 hectares under provision (rising to 24.37 hectares under by 2021)
	Children's facilities: 0.63 hectares under provision (rising to 0.81 hectares under by 2021 - the lowest provision in Ipswich).
	Young People's facilities: 0.55 hectares under provision (rising to 0.64 hectares by 2021)
	Tree canopy cover: 11.08% under provision

#### CENTRAL AREA

Surplus	Deficit
Parks and Gardens: 3.18 hectares over provision, due mainly to the contribution of Christchurch Park (dropping to 0.34ha over provision by 2021)	Amenity Green Space: 6.35 hectares under provision (balanced by the Parks over supply), rising to 7.52 hectares under by 2021.
	Natural and Semi-Natural: 30.48 hectares under provision (rising to 34.22 hectares under by 2021).
	Outdoor Sports: 22.52 hectares under provision (rising to 26.00 hectares under by 2021)
	Allotments: 7.47 hectares under provision (rising to 8.47 hectares under by 2021)



	Children's facilities: 1.04 hectare under provision (rising to 1.24 hectares under by 2021)
	Young People's facilities: 0.44 hectare under provision (rising to 0.54 hectares Under by2021)
	Tree canopy cover: 7.82% under provision

#### SOUTH WEST AREA

Surplus	Deficit
Parks and Gardens: 53.48 hectares over provision (dropping to 50.24 hectares over by 2021), due mainly to the contribution of parks such as Chantry and Bourne	Amenity Green Spaces: 5.84 hectares under provision (rising to 7.18 hectares under by 2021)
Allotments: 6.27 hectares over provision (dropping to 5.12 hectares over by 2021)	Natural and Semi-Natural: 17.22 hectares under provision (rising to 21.50 hectares under by 2021)
	Outdoor Sports: 3.25 hectares under provision (rising to 7.22 hectares under by 2021)
	Children's facilities: 0.16 hectares under provision (rising to 0.38 hectares under by 2021)
	Young People's facilities: 0.57 hectares under provision (rising to 0.69 hectares under by 2021)
	Tree canopy cover: 9.80% under provision.

#### SOUTH EAST AREA

Surplus	Deficit
Natural and Semi-Natural: 94.98 hectares over provision (dropping to 91.50 hectares over by 2021), due mainly to the contribution of Orwell Country Park	Parks and Gardens: 5.58 hectares under provision (rising to 8.22 hectares under by 2021)
Children's facilities: 0.55 hectare over provision (dropping to 0.37 hectares over in 2021)	Amenity Green Spaces: 0.52 hectares under provision (rising to 1.61 hectares under by 2021)
Young People's facilities: 0.75 hectares over provision (dropping to 0.66 hectares under by 2021)	Outdoor Sports: 11.42 hectares under provision (rising to 14.65 hectares under by 2021)
	Allotments: 4.52 hectares under provision (rising to 5.45 hectares by 2021)
	Tree canopy cover: 10.99% under provision

- 3.4 In quantitative terms, the south of the Borough is generally better provided with public open space, sport and recreation facilities than the north. This partly reflects the age and historical development of the different urban areas. Areas which contain the larger, strategic facilities, such as the major parks and allotment sites, show a surplus for that typology but may be in deficit for many other types. However, open spaces can perform multiple functions and therefore it is important for liveability that each area meets or exceeds the standards in at least one type of open space, sport or recreation facility. Tree canopy cover is in deficit across the Borough.
- 3.5 Appendix 4 contains maps which illustrate provision by Area Committee area and type according to how closely the Core Strategy Review open space sport and recreation facility standards are met.
- Red indicates an Area Committee area where the standards are up to 25% met;
  - Amber indicates an Area Committee area where standards are 26-50% met;
  - Yellow indicates an Area Committee area where standards are 51-75% met;
  - Pale green indicates an Area Committee area where standards are 76-100% met; and
  - Dark green indicates an Area Committee area where standards are met 101% or more so there is a surplus.
- 3.6 The maps will be taken into account in prioritising the need for new provision to be made with new developments, on or off site.

## 4 Implementing Public Open Space Requirements

### *Triggers & Thresholds*

- 4.1 There are 10 identified 'typologies' (see Chapter 1 of this SPD), of which three do not have a quantity standard applied to them. There are minimum recommended size thresholds for different types of facilities set out in this SPD. They reflect recent Council strategies such as the play strategy, what constitutes a practical size to manage, what can practically be accommodated on development sites without compromising housing delivery and what is needed to accommodate the particular use (e.g. if the space is for children's play or sports pitches). The minimum sizes are set out in Appendix 5.
- 4.2 The threshold for the provision of open space, sport and recreation facilities for residential development is 15 dwellings or more or sites of 0.5ha or more. At least 10% of the site area or 15% in high density residential space should consist of useable public open space as set out in the adopted Ipswich Local Plan (2017).
- 4.3 There may be circumstances where development would more suitably accommodate greater provision of one typology at the expense of another. Such circumstances will be considered on their merits. On small high density infill developments of 15-40 dwellings, the requirement for 15% on-site open space will be applied flexibly where it can be demonstrated that compliance would reduce the number of dwellings. For non-residential developments of 1,000sq m floorspace or more, public open space will be negotiated on a case by case basis.

### *How will provision be calculated?*

- 4.4 This section sets out the approach to converting the Council's adopted standards into a calculation of provision needed in connection with new development. The overall approach is set out in a flow chart. This section focuses on the mechanism to work out the requirement for each applicable type of open space and then how commuted sums would be calculated for off-site provision or enhancements.
- 4.5 The residents of most types of residential development will generate additional demands for open space, sport and recreation facilities and increase demands of existing facilities. Affordable housing is likely to create the same demands as open market housing and is therefore included. However, nursing homes and elderly persons' accommodation are different from general housing and will not be subject to the requirement for children's or young people's provision. Replacement dwellings also will not be expected to make provision.
- 4.6 Outside of these exemptions outlined above, residential developments will normally be expected to contribute to public open space, sport and recreational facilities. Provision will be calculated on a per person requirement. The occupiers for each proposed unit of accommodation will be calculated using the following methodology, which has been based on household data for Ipswich taken from the 2011 Census:

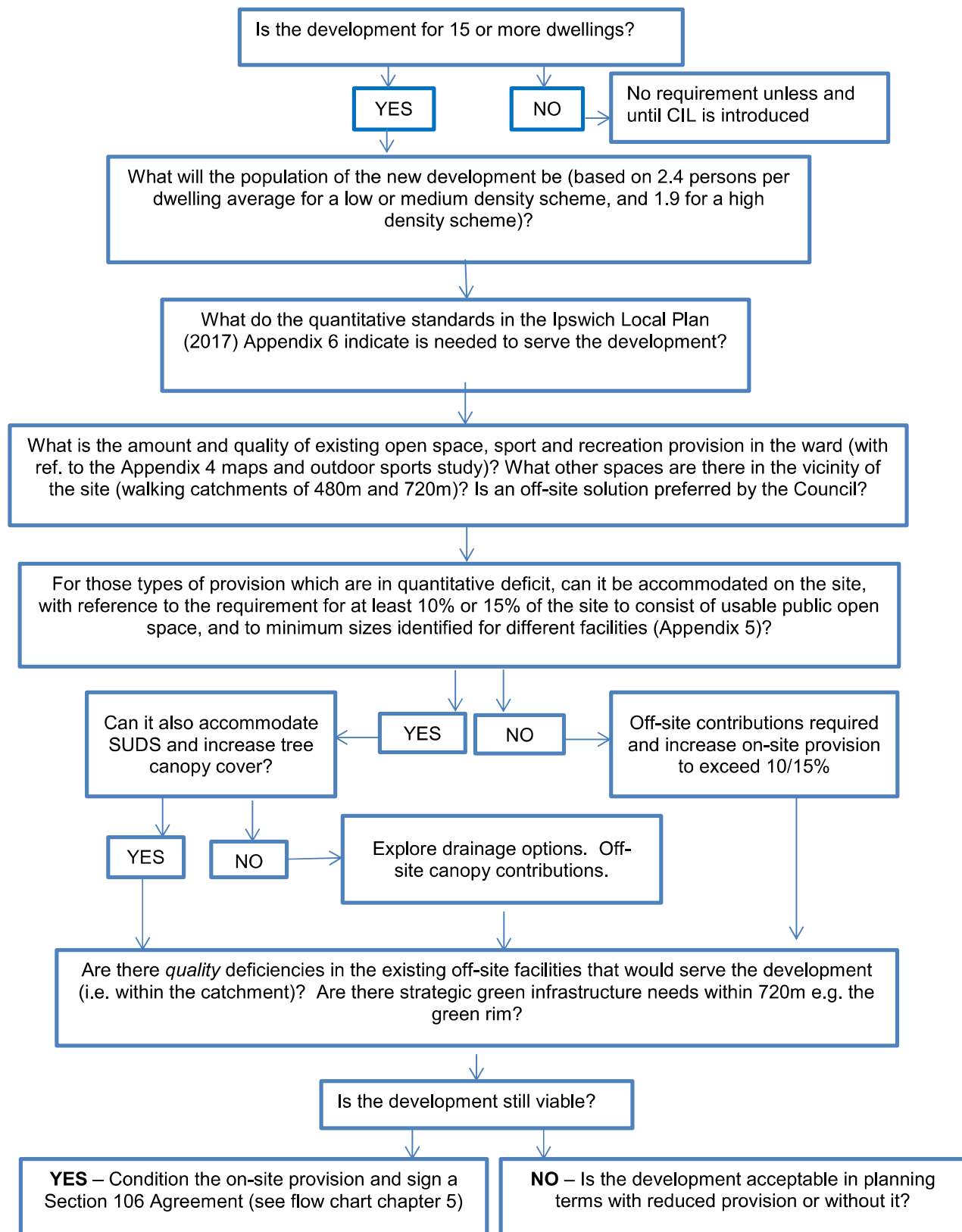


<b>Residential developments will be expected to contribute to the provision of open space, sport and recreation facilities and provision will be</b>	An average of 2.4 persons per dwelling
<b>High density development (defined by Core Strategy Review Policy DM30):</b>	An average of 1.9 persons per dwelling

The resultant figure from this calculation will be used to identify the provision for each of the identified open space typologies that will be required as a result of the development.

- 4.7 The process to be followed in determining open space requirements for residential development across the Borough is set out in flow chart 1 below. This process should be followed by planning officers and applicants at pre-application stage and during the application phase to determine requirements in relation to each specific proposal for residential development. Hybrid residential / commercial proposals would be subject to this process also.
- 4.8 Adopted Local Plan (2017) Policy DM29, requires all developments 'of 15 dwellings or more' or on sites of 0.5ha or more to provide 10% of their site area as on-site green space that is **usable by the public**. This would count towards the open space requirements resulting from the application of standards in Appendix 6 of the Plan provided it is usable by the public. Thus non-usable landscaping or 'SLOAP' (space left over after planning) does not count towards the standards. For example, roadside verges would not contribute towards the 10% or 15%, but a vegetated area where dogs could be walked or people could sit or children could play informally would contribute.
- 4.9 Taking into account the typology and minimum size thresholds for types of open space, sport and recreation facility, on all but the largest development sites, amenity green space and/or natural and semi-natural green space are the most likely types to be sought as on-site provision.
- 4.10 The location of public open space within the site is a matter for negotiation. In exceptional circumstances there may be scope for some flexibility. For example, should a developer have a wish to provide smaller areas of allotments pertinent to neighbourhoods within a proposed housing development this may be acceptable depending on the relationship with the layout as a whole and future management arrangements.
- 4.11 Where appropriate, all applications are subject to tree retention and canopy cover requirements. For residential and non-residential development, canopy cover will be calculated as a percentage of the overall development site. The projected size of both existing and proposed trees, woodlands and shrub masses (i.e. >3m tall) by 2050 should be shown on the landscape drawing to calculate the site's canopy cover contribution. The projected percentage of canopy cover contribution should be clearly marked on the landscape plan highlighting any shortfalls.

Figure 1 Proposed process for determining open space requirements



### ***On-site provision or off-site contribution?***

- 4.12 Whether provision should be made on-site or via an off-site financial contribution is dependent on the size of the site and the existing provision within its walking catchment (of 480m or 720m depending on the facility). Each residential development site is expected to provide a minimum of 10% of the site area for publicly accessible green space; within the higher density areas (90dph) this is increased to 15%. Provision on non-residential development sites will be negotiated site by site. Developments are also expected to contribute to increasing canopy cover. On-site open space provision is usually required to provide a sense of place to development proposals and to serve that population. Publicly accessible green space within developments can be required for sustainable urban drainage (SUDS) purposes and as part of the urban grain of a development and is usually essential to off-set the built form of development.
- 4.13 As a general rule, outside the higher density of development (90 dph) area of Ipswich, the following can be used as a **guideline** (subject to considerations of need and existing surplus or deficit). However, this will be determined on a site-specific basis and through development briefs, site allocations and planning application processes.

<b>15–99 residential units (36 to 237 persons)</b>	Typically this might include on–site provision of amenity green space plus natural and semi-natural green space (as part of public open space) and off-site contributions towards parks & gardens, outdoor sports facilities, provision for children and young people, canopy cover and allotments.
<b>100-249 residential units (240 to 597 persons)</b>	Typically this might include on-site provision of amenity green space, natural & semi-natural green space, provision for young people and/or children's play and off site contributions towards parks and gardens, outdoor sports facilities, canopy cover and allotments.
<b>250+ units (600 persons +)</b>	On-site provision for all typologies and canopy cover.

### ***Commutated sums (maintenance payments)***

- 4.14 A commuted sum will be required to cover maintenance costs for all open spaces, sport and recreation facilities adopted by the Council. The sums would be calculated with reference to occupancy rates of a development according to the density of the development (see paragraph 4.5 above).
- 4.15 Maintenance fees for on-site provision of any adopted areas would be required at a standard rate based on the annual maintenance costs for 15 years post-adoption, including an allowance for cost inflation. Requirements for the maintenance of SuDS may be different from other types of open space provision. Developers may need to fund SuDS for a longer period. Maintenance costs will be published on the Council's website and updated as appropriate.

### ***Financial contributions***

- 4.16 An off-site contribution based on the Council's fees will be required in lieu of any required provision that is not provided on-site. A specified site and project for the provision or enhancement of facilities funded by an off-site financial contribution would be identified during the application process, in consultation with the Council's Parks and Cemeteries Services. Typical costs at 2015 prices (these will be updated in April 2017) are included at Appendix 6 and updates will be published on the Council's website from time to time.

### ***Alternative delivery models for open space not adopted by the Council***

- 4.17 Any on-site provision to be made, retained and maintained under a management company would be expected to be open to the general public and not restricted to occupiers of that specific development. The Council would not adopt such areas without a legal agreement being in place, the appropriate commuted sum being provided and the condition of site being to an acceptable standard to the Council at the point of handover. Formal adoption by IBC is the preferred route.
- 4.18 IBC is able to deliver some types of on-site open space at an appropriate cost, and these would be provided to the necessary adoptable standard.
- 4.19 If alternative delivery models are proposed, in particular delivery through a management company, the Council will seek to establish a clear mechanism to ensure that maintenance of the facility continues should issues arise such as the failure of the company. This may be through the payment by the developer of a bond or bank guarantee which would be held by the Council until a fully functioning management company has been in existence and operating effectively for five years. At that point the bond would be returned to the developer. Such a bond or bank guarantee would be secured at outline planning stage and planning applications would need to clearly state how the management company or organisation would operate.

### ***When will it be required?***

- 4.20 Off-site commuted sum payments would be secured either prior to development commencing or upon first dwelling occupation depending on the level of provision required. For developments of 15 units or more, on-site provision would usually be required during an early phase of the development and no later than the occupation of 25% of the dwellings, subject to phasing and viability considerations – this would be secured by planning condition. For later provision, a bond or bank guarantee may be required, to secure the provision of open space. If open space cannot be provided until later in the scheme's delivery, then access to open spaces within the catchment of the site should be considered and enhancements potentially made for the interim period. Off-site commuted sum payments would be secured either prior to development commencing or on first dwelling occupation depending on the level of provision required, or on larger developments (50 dwellings or more) there could be an agreed phased payment schedule. This would be determined on a site-by-site basis.

- 4.21 In addition to the open space requirements above, it might be appropriate to provide landscape infrastructure, including in relation to commercial and or mixed commercial / residential developments. This is usually required to provide a sense of place to the development and enhance the environment and can be seen as essential to off-set the built form of development. Further guidance is provided in the Council's adopted Space and Design Guidelines SPD. Landscape infrastructure may also include roadside verges, highway islands (roundabouts), some drainage swales adjacent to the highway, and any incidental landscaped areas lying outside of the curtilage to private property. These areas shall not be taken into account in meeting the above need for public open space, sport and recreational facilities, but may be considered for adoption by the Council.

***Protecting Existing Open Spaces, Sport and Recreation Facilities***

- 4.22 Policy DM28 seeks to protect existing facilities from inappropriate development. Development may be permitted if it is for alternative sport or recreation provision (clause c.) or if the loss would be replaced by improved provision in a location well related to users of the existing facility (clause b). In this context, 'well located' will be interpreted in relation to the nature of the facility, its catchment and the location and accessibility of other existing facilities.
- 4.23 The other situation in which redevelopment may be permitted is set out in clause a. of the policy. It states that the site of facility would need to be surplus in terms of all the functions an open space can perform and of low value and poor quality as shown by the Ipswich Open Space, Sport and Recreation Facilities Study 2009 and subsequent update, including the Ipswich Playing Pitch Strategy.
- 4.24 The typology set out in chapter 1 of the SPD identifies all the functions an open space can perform. Thus, if a site were considered surplus as one type of open space, the need for alternative types in the area would need to be considered before the space could be considered surplus.



## 5 Administering the Provision of Open Space

### *Securing open space*

- 5.1 The Council will secure the provision of on-site open space by planning condition, and where capital and/or maintenance cost contributions are required for either on or off-site provision then this can be included in a planning obligation within a unilateral undertaking or 'Section 106' Agreement. Figure 2 (on page 23) sets out the process for securing open space provision.

### *National guidance and statutory requirements*

- 5.2 New statutory pooling restrictions are in place in respect of the provisions in Section 106 Agreements, and specifically the Council will be unable to secure more than five planning obligations that would fund or provide for a specific infrastructure project (backdated to April 2010). As such, obligations concerning the enhancement of existing open space will be carefully monitored and, where off-site provision is accepted, an alternative site in the vicinity of the development may need to be identified where the nearest such facility has reached its pooling limit.
- 5.3 It is also a statutory requirement that planning obligations can only be secured where these would be:-
- (i) necessary to make the development acceptable in planning terms; and
  - (ii) directly related to the development; and
  - (iii) fairly and reasonably related in scale and kind to the development.
- 5.4 In considering the above 'tests', the Council will have regard to both its Local Plan policies and the National Planning Policy Framework, which sets out that the purpose of the planning system is to contribute to the achievement of sustainable development that can be supported through the creation of a high quality built environment (the 'social role' of development) and by contributing to the protection of our natural environment (the 'environmental role'). Paragraph 64 is clear in stating that:-

*"Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions."*

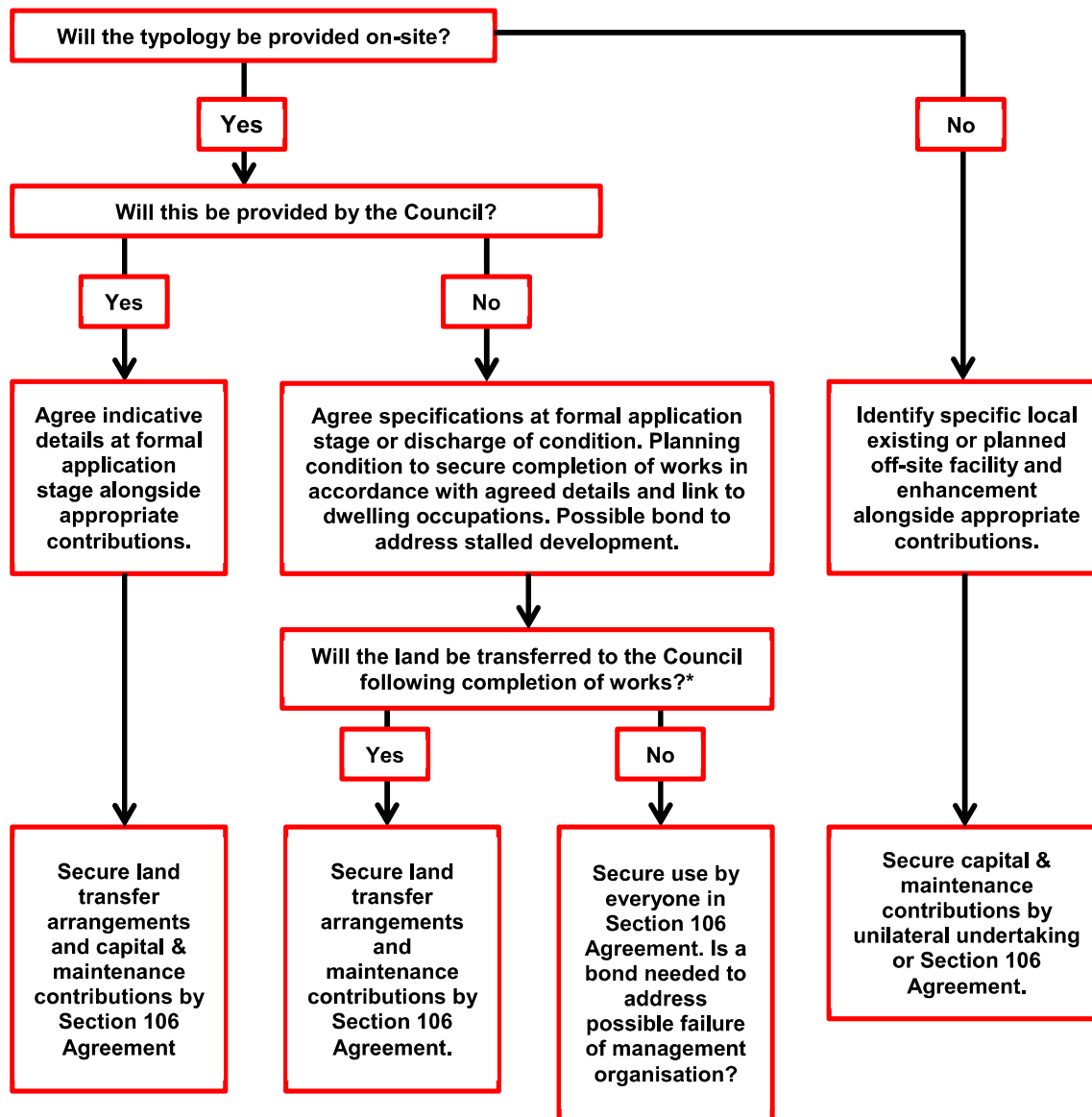
- 5.5 Therefore, where it is determined that open space provision is required in order to achieve a sustainable form of development, this will satisfy the test of being necessary to make the development acceptable in planning terms. However, such provision must also be directly related to the development – preferably on-site or contributions to an existing or proposed off-site facility within a close proximity (i.e. useable by future residents) – and fairly and reasonably related in scale and kind to the development, for which the Core Strategy Appendix 6 standards outline proportionate contributions towards appropriate infrastructure based on the number of residents.
- 5.6 The money collected from the financial contributions in lieu of on-site provision will be ring-fenced according to the open space and the specific enhancement identified under the terms of the Section 106 agreement. Where appropriate, the specific enhancements

sought to off-site open spaces, sport and recreation facilities will align with improvements identified through the Council's strategies and action plans, e.g. the Children's Equipped Play Strategy and action plan.

***How commuted sums are calculated***

- 5.7 The Council annually updates its commuted sum figures in respect of maintainable open space and construction costs, which is sourced from its ongoing work programme. This will be used to calculate off-site contributions and the cost of the Council providing on-site facilities.
- 5.8 Maintenance contributions for new sports pitches will be negotiated on a case by case basis in view of proposed surfaces and associated facilities, and this will be spent over a 15 year period following its completion/adoption. These contributions will be spent as specified in a Section 106 Agreement.
- 5.9 The total mean area (metres squared) for each estimated tree in Ipswich is 52.5m<sup>2</sup> (or an estimated tree of 340mm diameter and crown equating to a circle with a radius of approximately 4.1m). Financial contributions for off-site canopy cover will be calculated on the assumption that one tree is equivalent to 52.5 sq m (see canopy cover target in the adopted Ipswich Local Plan (2017) policy DM10, Appendix 1).

**Figure 2 - How provision will be secured**



\*No utility cabinets or other such street infrastructure shall be permitted on the land other than that approved by the Council. Where open space is to be provided by the developer, the land shall be securely fenced until fully operational and no construction materials be stored therein. The Council reserves the right not to adopt the land where it considers these measures have not been adhered to.

## 6 Site Layout and Design Considerations

### *Where on the site?*

- 6.1 There are locational considerations that applicants should address at the earliest stage of planning and designing a development, in order to determine the basic layout of the site and the best location for the open space provision within it:
- a. Is the open space located so as to help in managing flood risk and surface water run off? Where is the low point of the site? Is it in a flood plain? Open space should be provided in areas which are more vulnerable to flooding with built development located in areas at less risk – the sequential approach set out in the NPPF.
  - b. Is it located where there is above or below ground archaeology which should be retained, preferably undisturbed, and preserved?
  - c. Is it located where it would best connect with existing ecological networks and green corridors, to facilitate the movement of wildlife and sustainable travel choices by future residents?
  - d. Is it located where there are existing landscape or biodiversity features or trees or hedgerows on the site which need to be conserved and enhanced?
  - e. Is it located where it will benefit from some natural surveillance?
  - f. Is it located where it will be readily and safely accessible, by users and for ongoing management and maintenance?
  - g. Is it located where it will best enhance the appearance and character of the development and the living environment for its residents?

### *Detailed Design Criteria*

- 6.2 Once the location of the open space provision within the site has been determined in accordance with the considerations above, there are detailed design criteria which also need to be addressed.

### *Flood Risk & Water Management*

- 6.3 Public Open Space can perform a number of roles. It is crucial that at an early stage the developer considers sustainable drainage, landscaping and open space in the design concept for the site. These can produce inter-related solutions. Combining water management with green space can provide benefits for amenity, recreation and wildlife. A high quality, inter-related approach to provide a well-designed sustainable drainage solution will result in lower construction costs, drainage systems that are safer to build and maintain and a solution which enhances house values.
- 6.4 Detailed information will be provided by the developer – (see Appendix 3) about the amount of land needed to deliver different types of sustainable drainage measures for surface water drainage in connection with each planning application.
- 6.5 SuDS reliant on infiltration are the first choice and these require space in gardens and other open spaces for road drainage. Where soils are suitable, sufficient space must be available within gardens or streets to site such SuDS at least 5m from buildings

- 6.6 Drainage systems using open SuDS at source are most efficient and likely to require green spaces alongside roads in residential streets or near trees. These deliver other benefits such as biodiversity, amenity and improved water quality.
- 6.7 Systems using pipes and open ponds are less efficient and less environmentally friendly but may be viable on steep sites.
- 6.8 Piped systems and underground storage are more likely to be viable in dense urban developments with no open space, but are unlikely to provide water quality benefits or amenity or biodiversity benefits.
- 6.9 The amount and type of on-site public open space provision effectively dictates which of the above systems should be used. It is likely that the suitability of a development site for different forms of SuDS will vary according to the type of open space provision. For example, parks and gardens may be suitable for swales, basins, ponds, underground or shallow flood storage whereas outdoor sports facilities may only be suitable for underground or shallow flood storage. In addition, there may be other factors which influence suitability of a particular site so early consultation with Suffolk County Council is advised. It is also very important for the developer to identify at a very early stage who is going to look after the management of the system.

#### ***Safety and security***

- 6.10 Open spaces should:
- be incorporated into housing developments and designed in such a way as to ensure the safety of users and residents and deter crime and vandalism;
  - be overlooked where possible, and routes, spaces and entrances should be well defined; and
  - have regard to road safety e.g. through avoiding planting that could obscure visibility splays.
- 6.11 Lighting, including pitch floodlighting, should be provided where appropriate to maximise the use and enjoyment of the open space and safety of users. Lighting should be placed and designed to minimise light spillage and the impact on wildlife; nearby residents; existing and proposed canopy cover; and the landscape.
- 6.12 Well designed, well maintained sites that have been designed with young people's involvement can help reduce vandalism and anti-social behaviour. (The relevant standards for play areas are set out in BS EN 1176 and BS EN 1177.)

#### ***Community cohesion and nuisance***

- 6.13 Opportunities should be taken to include public art which reflects and celebrates cultural diversity. Design and layout should ensure that excessive noise and visual intrusion will not disturb nearby residents.

- 6.14 Public art must be commissioned appropriately, ideas and proposals being discussed at an early stage with the Council. See the Council's '*Guidelines for Commissioning Public Art in Ipswich.*'

### ***Maintenance and management***

- 6.15 Techniques to reduce maintenance costs may be considered and adopted where feasible, e.g. weed suppressing / moisture conserving surface mulch, planting membranes, etc. Materials and equipment must be fit for purpose and designed with ease of maintenance in mind. Landscape features should be designed to enable routine maintenance to be carried out in an efficient manner using modern plant and equipment.
- 6.16 Use of organic matter or ameliorants to improve growing conditions and aid plant establishment should only be used from a sustainable source. Peat should not be used as soil conditioner or ameliorant.
- 6.17 British native plants and species that enhance biodiversity should be incorporated into the landscape scheme where possible. Flowering plants for pollinators are particularly encouraged.
- 6.18 Low maintenance / ground cover plants should be used where feasible to help reduce long-term maintenance costs. Choice of plants should reflect growing conditions and be sourced locally, if possible.

### ***Access***

- 6.19 Spaces should be designed to meet the needs of different users such as young people, older people and dog-walkers, with different types of provision separated where appropriate.
- 6.20 Design of spaces, including the placing of facilities, should take into account public transport accessibility and the pattern of local bus stops.
- 6.21 Open spaces and sports and recreation facilities should be designed to be enjoyed by and accessible to **all** potential users, including those with physical disabilities, visual impairment, older people and those with young children.<sup>3</sup> Consideration may need to be given to the approach to entrances to public open spaces. Matters such as tactile paving or dropped kerbs to pavements would need to be addressed through liaison with Suffolk County Council as the Highway Authority.
- 6.22 Cycle and pedestrian routes need segregation where appropriate and should be designed to avoid conflict between the two modes of transport. Cycle parking should be included where appropriate (standards for sports pitches are contained in the Suffolk Guidance for Parking (Technical Guidance, 2014). This will be expected to

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<sup>3</sup> Please refer to the Shop Front Design Guide SPD for guidance on the use of A Boards by shops and the placing of objects on the public highway (for example, tables and chairs outside cafes) in civic spaces such as urban squares. This can be a particularly difficult issue for people with visual impairments.

be provided at public open spaces which may attract users from a wider catchment e.g. neighbourhood and destination equipped play areas, allotments and parks which host cultural and sporting events.

- 6.23 Car parking should also be included where appropriate in association with sports facilities, allotments and open spaces designed to serve a wider area (standards for certain types of facility are contained in the Suffolk Guidance for Parking (Technical Guidance, 2014).
- 6.24 Consideration should be given to creating access to a network of open spaces by siting new open spaces to create better linkages with existing sites. Access routes between new and existing open space sites should be considered.

### ***Wildlife and Biodiversity***

- 6.25 The layout and future maintenance of the site to encourage biodiversity should be considered at the outset, with site management plans and new developments bearing in mind the need for multi-functional open spaces at an early stage. Available biodiversity data should be used to inform the process available from the Ipswich Wildlife Audit, Ecological Network and from Suffolk Biodiversity Information Service (SBIS). Conserving existing biodiversity might include providing forage or nesting opportunities for particular species and where possible, it should be restored or enhanced. For example, the presence or absence of house sparrows may be noted as part of any ecological assessment for new developments. Design of Open Space near known populations of house sparrows should include areas of boundary scrub and flower-rich grass margins which will provide feeding and nesting habitat. In addition through some quite small design inclusions, improvements can be made to enhance the viability of the hedgehog population.
- 6.26 Management approaches should maximise biodiversity opportunities, for example by including a long grass policy, deadwood piles, or nest/roost boxes (including for bats, swifts and house sparrows) where appropriate. A balance should be sought between meeting the needs of users **and** protecting and improving amenity and biodiversity. This should particularly be considered alongside the provision of sport and recreation facilities. However, this is important that the provision of new or enhanced open space will not result in an adverse impact on sites of nature conservation importance (particularly those of international importance) through increasing recreational pressure at these sites.
- 6.27 The relative merits of planting native or non-native species should be considered in relation to benefits to biodiversity. Nectar rich species should be included, to help promote populations of urban pollinating insects.
- 6.28 Reference should be made to the Ipswich ecological network<sup>4</sup> and the network of green corridors, and opportunities taken to reinforce, link into or extend them.

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<sup>4</sup> The ecological network is set out through the Ipswich Local Plan (2017) policy DM31 and Plan 5 Aug 2017 v2 – with updated 2017 Appendix 6, (page 46)



- 6.29 For amenity open space it is preferable to have a usable area, not just a grassed open area, but with trees, wildlife garden/meadow, seating and bird watching opportunities.
- 6.30 Where there are balancing ponds, the wildlife should be enhanced.
- 6.31 Play spaces should be designed to enable people to use them in different ways. Naturalistic settings such as meadow grass and natural resources such as logs, tree bowers and willow tunnels should be used where possible and appropriate.

### ***Character and Archaeology***

- 6.32 Regard should be had to the character and qualities of the local area including existing trees, habitats and archaeological interest.
- 6.33 Reference should be made to the Ipswich Urban Character SPD and Conservation Area Appraisals and Management Plans, where relevant, and other design guidance available, such as the Space and Design Guidelines SPD.
- 6.34 Thought should be given to the location of green space within new developments where it may assist in preserving sensitive below ground archaeology from disturbance.
- 6.35 Children's play equipment should be sensitively located with regard to any heritage assets below and above ground.
- 6.36 All provision should be of high quality, designed to a high standard, integrating imaginative and distinctive features.

### ***Trees***

- 6.37 Space should be allocated for a structure of trees to be grown in harmony with living accommodation and use.
- 6.38 Where development affecting trees directly or indirectly is proposed, British Standard (BS) 5837:2012 'Trees in relation to design, demolition and construction – recommendations' should be adhered to from the outset.
- 6.39 Development should have proper regard to the setting of protected trees.
- 6.40 The principles of British Standard 3998:2010 '*Tree Work – recommendations*' should be adhered to for tree works and BS 8545:2014 '*Trees: from nursery to independence in the landscape - Recommendations for planning, designing, planting and managing new trees in the landscape*'.
- 6.41 Planting large trees in the wrong locations is counterproductive and may simply result in later complications. Urban tree planting sites can support larger trees with longer

life expectancy, whereas planting these spaces with small shorter lived species may represent a lost opportunity. Big trees bring big benefits but they must be located wisely.

- 6.42 There is a direct correlation between what is provided to a tree below ground and the result we see above ground, therefore suitable soil volumes should be provided to trees and landscaping.
- 6.43 Utilise the diverse benefits of trees – i.e. use trees to provide shade for hotter summers, intercept rain in heavy rainstorms and help tackle the urban heat island effect.
- 6.44 Ensure the needs and impacts of trees are properly addressed in an ever more compact urban area, especially with regard to subsidence.
- 6.45 Reference should be made to BS 42020:2013, BS 5837:2012, BS 8545:2014.
- 6.46 A post-development inspection of trees will be required. Information should be recorded and provided to the Council in a format that is compatible with 'Arbortrack'.

#### ***Provision for children***

- 6.47 Play areas should be clean and litter free, and provide a safe and stimulating environment which encourages children's imaginations. They should provide a wide range of play experiences including climbing, swinging, spinning, sliding and opportunities for imaginative play and social interaction.
- 6.48 Play areas should be accessible to both disabled and non-disabled children and allow children of different ages to play together.
- 6.49 The entrance to the play areas will be based on the location of the play area as if next to a road, then the entrance may require a combination of slowing down the exit by the design of the layout or surface materials. A road barrier on the pavement may also be required.
- 6.50 Play areas should adhere to national and local standards (including relevant British and European Standards) for DEAPs (Destination Equipped Areas for Play), LEAPs and NEAPs (see the IBC Equipped Play Strategy standards, October 2014).
- 6.51 Sites should be free of graffiti, provide seating (with shade) and litter bins, offer inclusive play opportunities and be fenced to exclude dogs, and provide access in the fencing for maintenance vehicles. Signage at the entrances to the play areas should state who is responsible for the maintenance and contact details to report problems.
- 6.52 A minimum buffer distance of 20 metres should be provided from the edge of the activity area to residential premises.

- 6.53 Play areas should make use of natural elements where possible and appropriate, for example mounds.
- 6.54 In terms of areas, a minimum play area of 400 sq m is required for a LEAP and 1000 sq m for a NEAP.
- 6.55 A post-installation inspection report will be required, and an annual inspection report up to the point of adoption, from an independent structure engineer (ROSPA or equivalent) and preferably compatible with PSS software.
- 6.56 Developers will be required to provide the Council with records of any accidents relating to the public use of facilities, which the Council is adopting.

#### ***Provision for young people (13-17)***

- 6.57 A minimum activity area of 400 sq m. is required. In addition, a minimum buffer distance of 30 metres from the edge of the activity area to residential premises should be in place. Facilities should be designed in consultation with local young people and facilities should be clean and litter-free.
- 6.58 Facilities should provide a mixture of formal and informal facilities. CCTV should be installed at facilities where appropriate. (Please see also the IBC Equipped Play Strategy standards).

#### ***Allotments***

- 6.59 The recommendations of 'Growing in the Community' (second edition) published by the LGA, and the Council's own allotment strategy will be implemented. This addresses requirements including minimum depth of topsoil; metered water supply to site, appropriate number of water points (one per every 5 plots), notice board, paths fit for purpose off an adopted highway, and secure fencing.

#### ***Site Adoption***

- 6.60 The Council will adopt open spaces, sport and recreation facilities which have been located and designed in accordance with the above guidance and standards and which meet the Council's minimum size criteria (see Appendix 5).

## 7 What to do next

- 7.1 Pre-application discussions are encouraged with the Council's Development Management Team. Through this process, consultation will be carried out with the necessary departments to consider the distribution and type of open space required for a new residential development. It will also be established whether a S106 will be required to secure the open space requirement.
- 7.2 The Council has a policy of charging for pre-application discussions with the Development Management Team. Pre-application fees apply to prospective applicants/agents seeking informal pre-application planning advice. It applies to all types of planning applications (outline, full, reserved matters, householder applications and change of use). More information may be found on the Council's website:  
<https://www.ipswich.gov.uk/content/planning-fees> .
- 7.3 Ipswich Borough Council has adopted a Local Validation List, which outlines all the information that is required to accompany planning and related applications. More information may be found on the Council's web site:  
<https://www.ipswich.gov.uk/content/local-validation-lists> .
- 7.4 Applicants should also refer to the adopted Space and Design Guidelines SPD, November 2015 and the Development & Flood Risk SPD. Applicants will have to comply with the requirements of Appendix 3. In addition, the applicant should make use of the Appendices to the SPD to help formulate their open space requirements. It will be expected that submitted applications show how the open space requirements for the site have been formulated as part of the development scheme. It will be expected that this is forms an early part of the design concept especially where the open space forms a duplicity of roles e.g. SuDs and positively contributing to local biodiversity.
- 7.5 Applicants should be able to demonstrate in pre-application discussions and at the time of the submission of the planning application for a particular site that they have complied with the requirements of this SPD.

## Glossary

Abbreviation	Term in full	Definition
3G AGP	Third Generation Artificial Grass Pitch	An abbreviation of the so called 'third generation' of artificial grass pitch construction using longer pile artificial grass with a rubber crumb infill / dressing within the pile to influence friction and impact characteristics (from Sport England 2012).
AGP	Artificial Grass Pitch	Preferred term used to describe a playing surface made from strands of polymeric material such as nylon or polypropylene (from Sport England 2012).
BS BSE N	British Standard British Standard and European Standard	These are design standards relating to diverse matters, such as BS 5837:2012 'Trees in relation to design construction and demolition', and BS EN 14974:2006+A1:2010 'Facilities for users of roller sports equipment - Safety requirements and test methods, March 2007'. The standards may apply to objects or to processes.
CIL	Community Infrastructure Levy	A charge levied on developments per unit area to fund infrastructure provision.
DEAP	Destination equipped area for play	These are destination play facilities which attract family groups from a wider catchment and for a longer visit. A DEAP should include at least 10 items of equipment providing a wide range of activities and offering a unique experience.
LEAP	Local equipped area for play	A play facility of approximately 400 sq m containing 5 types of equipment and a small games area.
LGA	Local Government Association	A cross-party organisation that works on behalf of councils to ensure local government has a strong, credible voice with national government.
NEAP	Neighbourhood equipped area for play	A facility of approximately 1,000 sq m containing 8 types of equipment and space for informal ball games or wheeled activities.
NPPF	National Planning Policy Framework	The document which sets out the national planning policy for England.
	Open Space Typology	The categories of open spaces according to their primary function, e.g. Park and garden or children's play. See paragraph 1.5 of the SPD.
PPG	National Planning Practice Guidance	Published in 2014, this is practice guidance to support the NPPF.
	Provision for Young People	This may include multi-use games areas (MUGAs); skateparks; basketball courts; youth shelters; informal kickabout areas; BMX tracks; and parkour training equipment.
SPD	Supplementary planning document	A local development document that provides further detail of policies in the development plan documents or of saved local plan policies. They do not have development plan status.

## **APPENDIX 1 ADOPTED IPSWICH LOCAL PLAN (2017) POLICIES RELATING TO OPEN SPACE, SPORT AND RECREATION.**

The policies only are reproduced below - please refer to the 2017 Local Plan explanatory text.

### **Policy DM28**

#### **POLICY DM28: Protection of Open Spaces, Sport and Recreation Facilities**

Development involving the loss of open space, sports or recreation facilities will only be permitted if:

- a. the site or facility is surplus in terms of all the functions an open space can perform, and is of low value and poor quality, as shown by the Ipswich Open Space, Sport and Recreation Facilities Study 2009 and subsequent update as a result of the Council's Open Space and Biodiversity policy; or
- b. alternative and improved provision would be made in a location well related to the users of the existing facility; or
- c. the development is for alternative sports and recreation provision, the need for which clearly outweighs the loss.

### **Policy DM29**

#### **POLICY DM29: Provision of New Open Spaces, Sport and Recreation Facilities**

The Council will ensure that public open spaces and sport and recreation facilities are provided through new developments to meet the needs of their occupiers and, where appropriate, contributions are provided to strategic accessible natural greenspace.

In all new residential developments of 15 dwellings or more (or on sites of 0.5ha or more), at least 10% of the site area, or 15% in high density residential developments, should consist of on-site green space that is usable by the public, which will contribute to meeting the overall requirement. Where possible, public green spaces should be well overlooked, and the provision within large-scale developments should be distributed throughout the site.

These developments would also be expected to mitigate their own impact through the provision of the various open space and facility typologies identified in Appendix 6. Where the provision is triggered, there will be a presumption in favour of on-site provision. Where this is not practicable or the Council prefers enhancement opportunities at existing facilities, or the area generated by applying the standard is smaller than the Council's minimum size, then an in lieu contribution to new or existing off-site provision should be secured through a planning obligation. There may be circumstances where development would more suitably accommodate greater

provision of one typology at the expense of another. Such circumstances will be considered on their merits.

Where the quantity standard for a typology would not meet the minimum size threshold, a qualitative assessment of existing provision within the Appendix 6 accessibility standard distance from the site (480m or 720m) should be made to determine whether an enhancement opportunity exists. Where a reasonable improvement can be identified, a contribution should be secured where this would be necessary to make the development acceptable.

The effect of on-site provision and/or off-site enhancements on development viability will also be a consideration, although the resultant provision to account for this must not be at a level that the development would not be deemed sustainable in either social or environmental terms.

One-for-one replacement dwellings will be exempt from the requirements of the policy, because they are likely to have a minimal impact on the overall requirement. In addition, standards for children's and young people's facilities will not be applied to elderly persons' accommodation and nursing homes. On small high density infill developments of 15-40 dwellings the requirement for 15% on-site open space provision will be applied flexibly where it can be demonstrated that compliance would reduce the number of dwellings.

For non-residential developments of 1,000 sq. m floor space or more, the provision of or a contribution to public open spaces and outdoor sports facilities will be negotiated on a case-by-case basis.

## **Policy DM10**

### **POLICY DM10: Protection of Trees and Hedgerows**

The Council will protect and ensure the care of trees and increase canopy cover in the interests of amenity and biodiversity by:

- a. making Tree Preservation Orders;
- b. in relation to applications for works to trees, only granting consent for felling, topping, lopping or uprooting if a sound arboricultural reason is provided;
- c. adhering to the principles of BS3998 'Tree work – Recommendations' 2010 for established tree management options (including soil care and tree felling);
- d. refusing planning permission for development resulting in the loss or deterioration of aged or veteran trees found outside ancient woodland unless the need for, and benefits of, the development in that location clearly outweigh the loss; and
- e. encouraging tree planting to help achieve a target of 22% canopy cover by 2050.

Applications for development should retain existing trees and hedgerows of amenity or biodiversity value where possible. Where development affecting trees or hedgerows is proposed, the application must be accompanied by:



- f. an accurate survey and assessment of all existing trees or hedgerows on site (in accordance with BS5837 'Trees in relation to design, demolition and construction – Recommendations)' 2012 by a competent arborist;**
- g. details of protective measures to be put in place during the development process to ensure the health and safety of each specimen and hedgerow to be retained; and**
- h. where removal of a mature tree is proposed, a plan for replacement planting on a two for one basis and using semi-mature specimens, unless otherwise agreed by the Council.**

**Design in new development should have proper regard to the setting of protected trees. Landscaping and tree planting should be integrated into new development.**

## APPENDIX 2

### Open space standards for outdoor sport and recreation facilities as in the adopted Ipswich Local Plan 2017, Appendix 6

Typology of open spaces, sport & recreation facilities	Quantity Standard	Accessibility Standard
1. Parks & Gardens	1.16 ha. per 1000 popn	15 minute walk time
2. Amenity Green Space	0.48 ha. per 1000 popn	10 minute walk time
3. Natural and Semi Natural Green Space	1.53 ha. per 1000 popn	15 minute walk time
4. Outdoor Sports Facilities	1.42 ha. per 1000 popn	15 minute walk time
5. Provision for Children e.g. Local Areas of Play, Local Equipped Areas for Play and Neighbourhood Equipped Areas for Play, LEAPs and NEAPs	0.08 ha. per 1000 popn	10 minute walk time
6. Provision for Young People e.g. teen shelters, multi-use games areas	0.04ha. per 1000 popn	15 minute walk time
7. Allotments	0.41ha. per 1000 popn	15 minute walk time
8. Cemeteries & Churchyards	Standard not appropriate	Standard not appropriate
9. : Ecological networks	Standard not appropriate	Standard not appropriate
10. Civic Spaces	Standard not appropriate	Standard not appropriate

## **Appendix 3**

### **Flood Risk Assessment & Surface Water Drainage details**

#### **When and what required?**

SuDs measures must normally be shown on all relevant plans submitted, in order to demonstrate how SuDS integrate with planned public open spaces, landscaping, roads, trees and buildings. Plans should identify multifunctional SuDs e.g. those which improve biodiversity and improve water quality. Details need to include any soakage test results & calculations, drainage design layout & calculations (including summary on SCC SW Drainage Proforma), proposals for protection of SuDS and water courses during construction, details of adoption & maintenance.

A Flood Risk Assessment should identify and assess the risks of all forms of flooding to and from the development and demonstrate how these flood risks will be managed, taking climate change into account. For most developments, this assessment should include existing and proposed surface water drainage arrangements; although for larger developments the requirements of a site-specific Sustainable Drainage Strategy should be agreed at the pre-application stage.

## **APPENDIX 4**

### **CURRENT PROVISION MAPS**

The following maps show under- and over-provision by area committee area and ward.

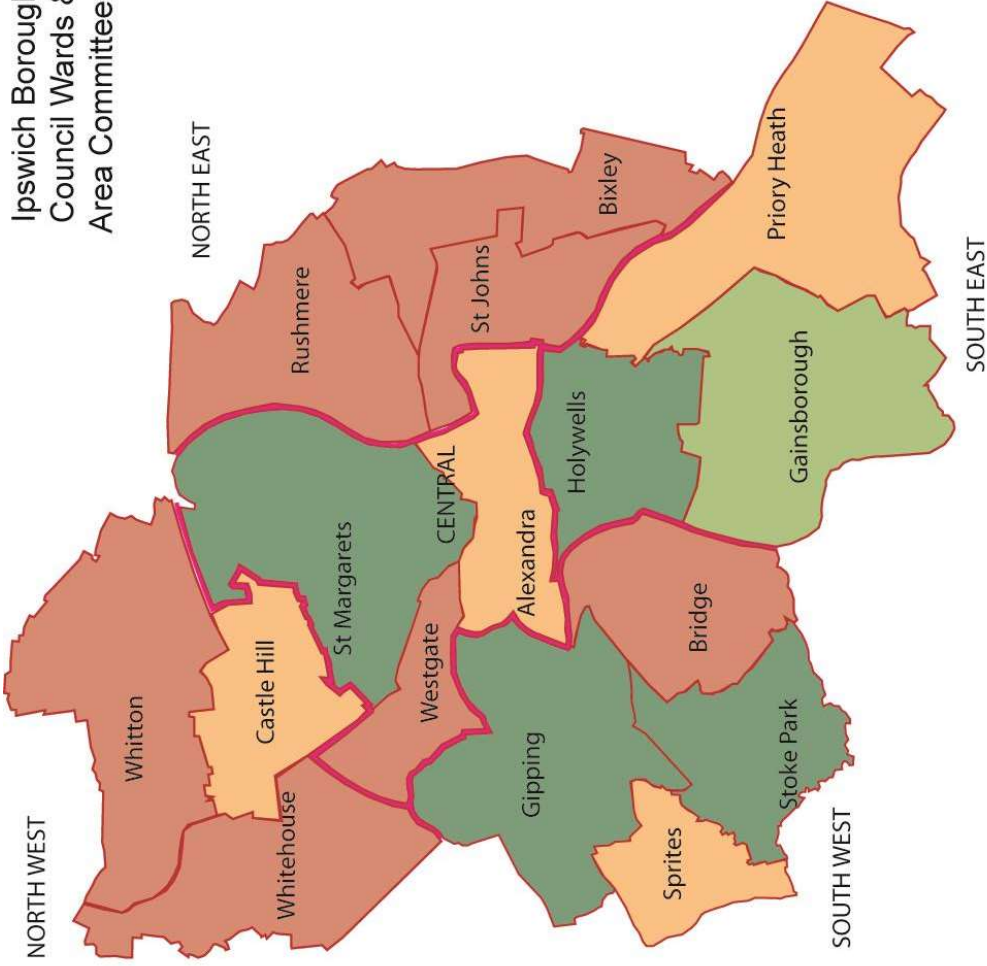
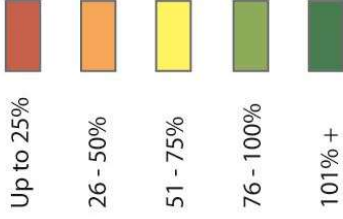
These maps show provision measured against standards set out in the adopted Ipswich Local Plan (2017).

The SPD would not be adopted until after the adoption of the new Ipswich Local Plan (2017).

# Ipswich Borough Council Parks & Garden Spaces Ward Provision

## Ipswich Borough Council Wards & Area Committees

Comparison to  
Standard of 11,600  
sqm of Parks &  
Garden Space /  
1000 pop.  
by each Ward:

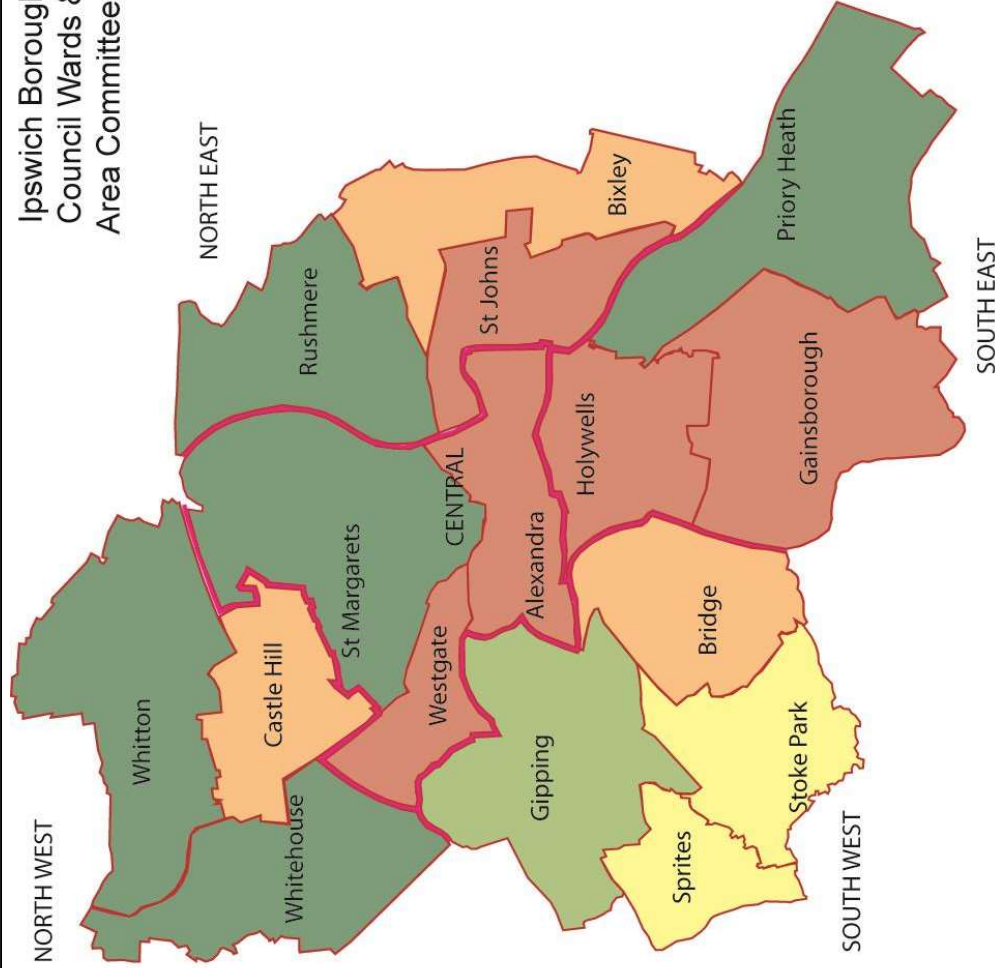
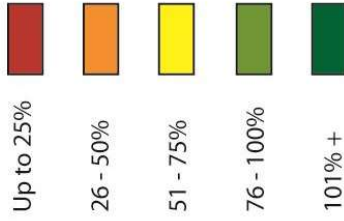


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Using new standards to evaluate provision.  
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# Ipswich Borough Council Amenity Gardens Space Ward Provision

## Ipswich Borough Council Wards & Area Committees

Comparison to  
Standard of 4,800  
sqm of Amenity  
Gardens Space /  
1000 pop.  
by each Ward:



## Ipswich Borough Council Natural & Semi-Natural Ward Provision

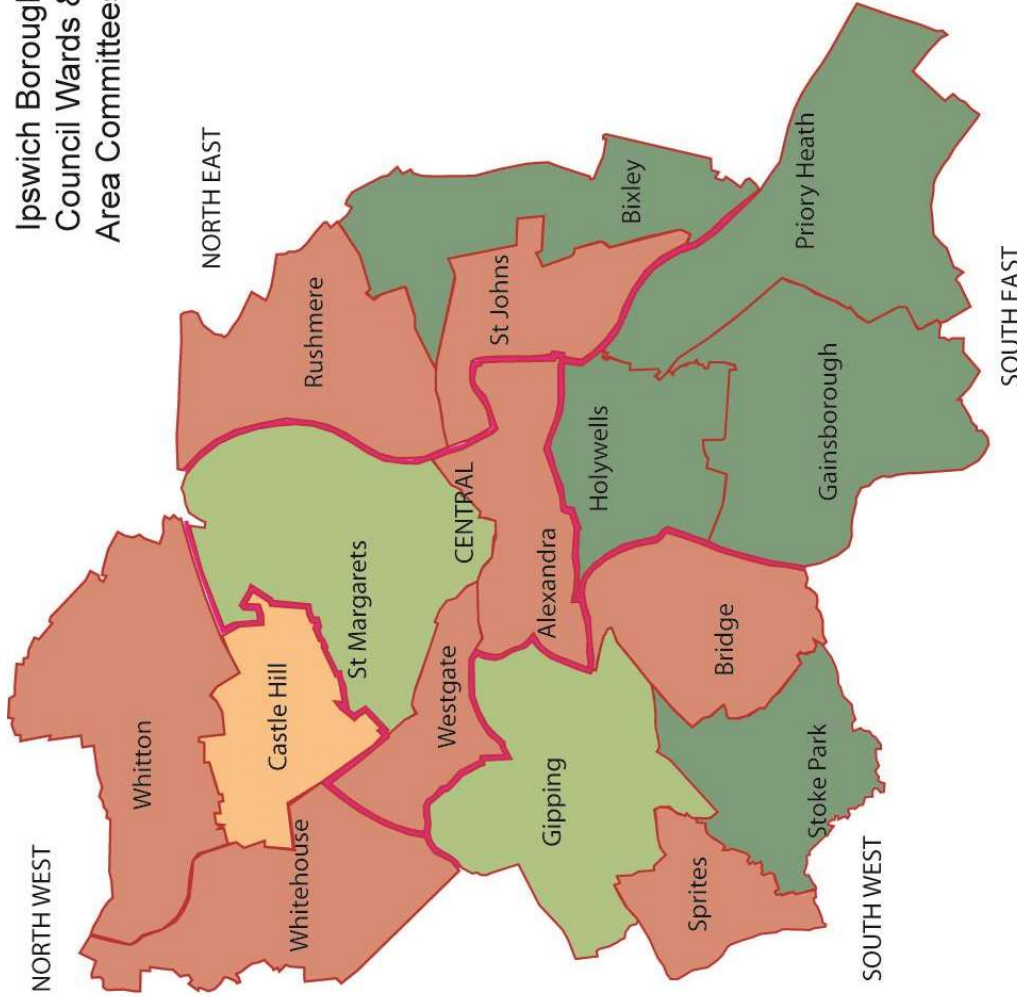
## Ipswich Borough Council Wards & Area Committees

NORTH EAST

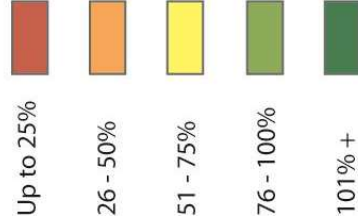
SOUTH EAST

NORTH WEST

SOUTH WEST

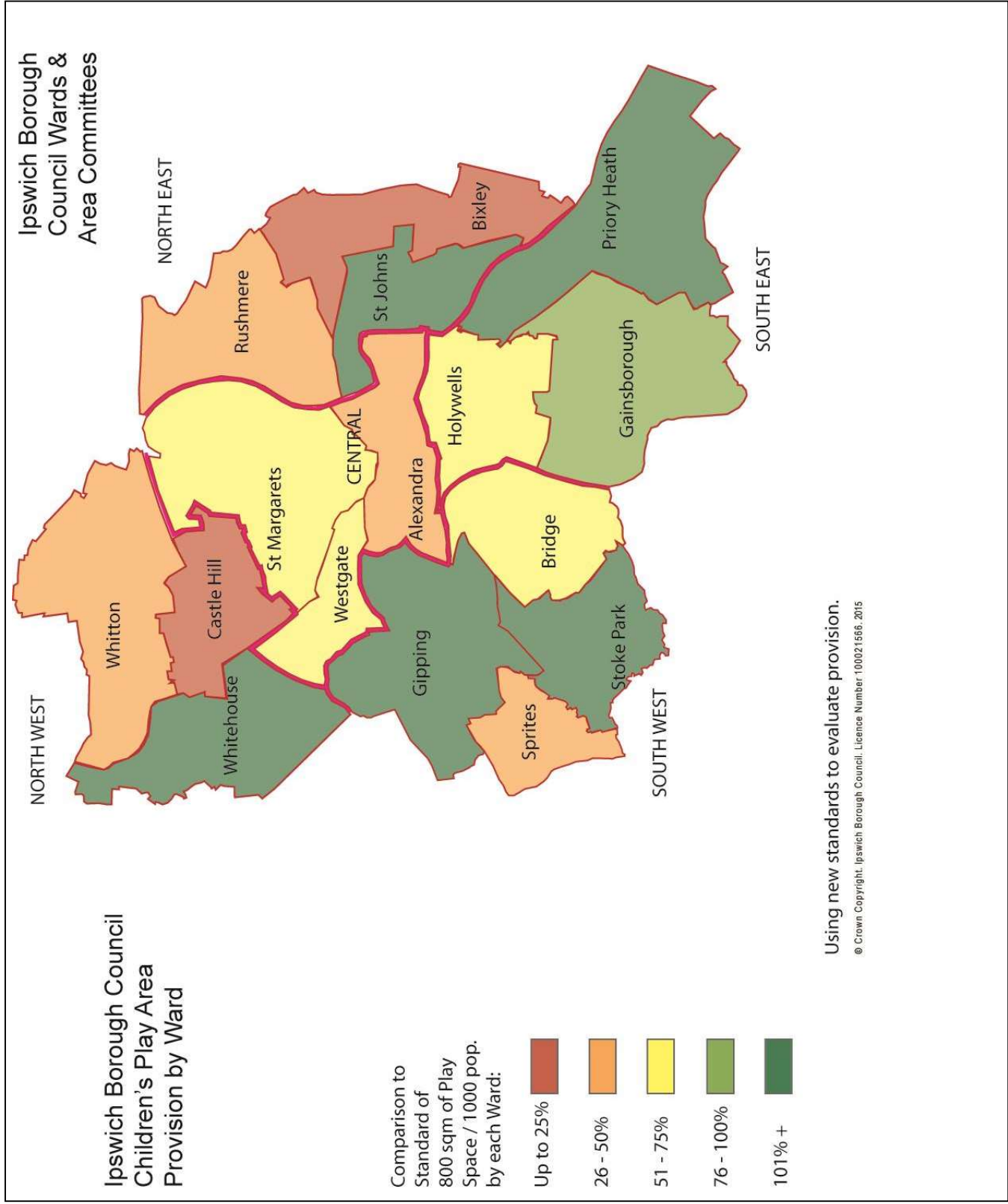


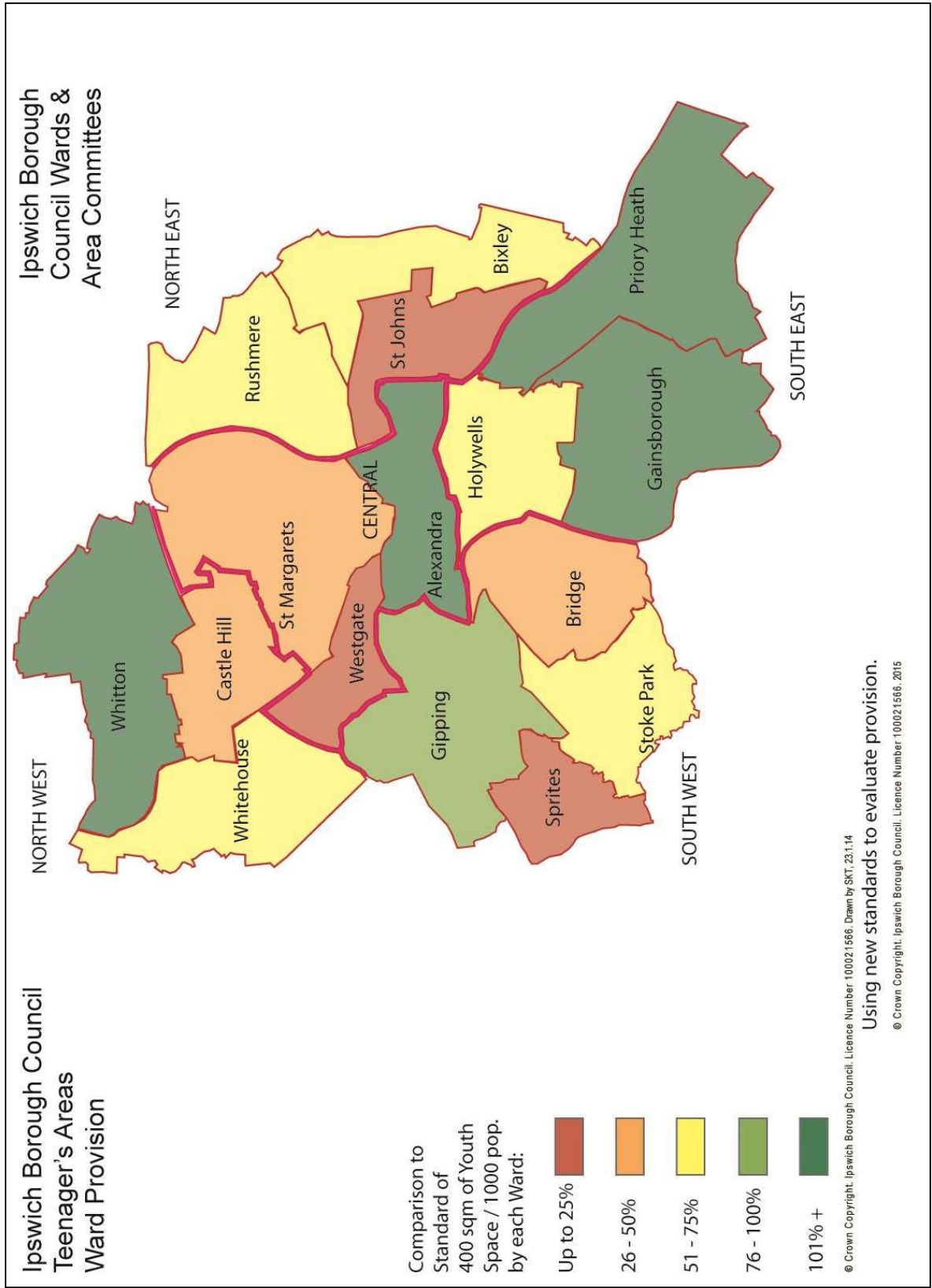
Comparison to  
Standard of 15,300  
sqm of Natural  
& Semi-Natural  
Space / 1000 pop.  
by each Ward:

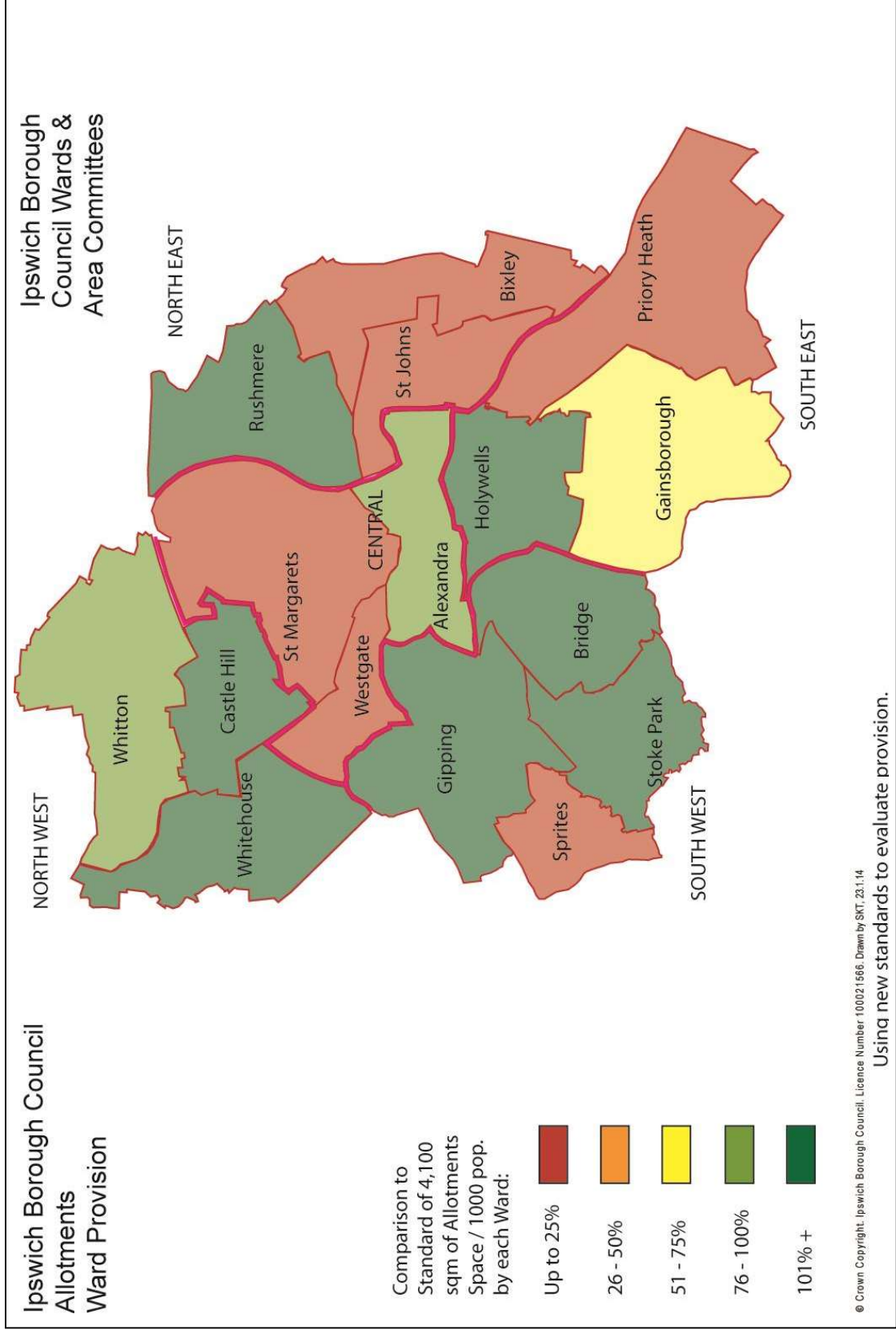












## APPENDIX 5

### MINIMUM SIZE REQUIREMENT FOR DIFFERENT TYPES OF PROVISION

Type of open space, sport or recreation facility	Minimum size
Park and garden	2,000 sq m (0.2ha)
Amenity Green Space	1,000 sq m (0.1ha)
Natural and semi-natural green space	1,000 sq m (0.1ha)
Children's play space - LEAP	400 sq m (0.04ha)
Children's play space - NEAP	1,000 sq m (0.1ha)
Young people's provision e.g. MUGA ball-play area	400 sq m (0.04ha)
Allotments	6,480 sq m (0.648ha)
Outdoor sports e.g. tennis court	1,000 sq m (0.1ha)

## APPENDIX 6

### COMMUTED SUM MAINTENANCE COSTS & NEW BUILD COSTS 2017 - -- Revised uplifted figs. from SPD Standards / Local Plan

Typology	FACILITY Example	Min. Threshold Size Sqm	2017		2017		New Std: Sqm / person
			New Build Cost / Sqm	Annual Main't Cost / Sqm	Annual Main't Cost / Ha	Annual Main't Cost per Person	
Parks & Garden Spaces - PGS	Formal Public Open Space / Ha	2,000	£8.18	£1.96	£19,600	£27.74	14.2
Natural & Semi- Natural - NSN	Informal Public Open Space / Ha	1,000	£6.54	£0.44	£4,400	£11.48	15.3
Amenity Green Spaces - AGS	Public Open Space / Ha	1,000	£5.68	£1.69	£16,900	£10.15	6
Children's Play Area - CP	LEAP	400	£196.20	£8.91	£89,100	£7.13	0.8
Children's Play Area - CP	NEAP	1000	£196.20	£8.91	£89,100	£7.13	0.8
Youth Play - YP	eg Muga - ball- play area	400	£189.66	£5.74	£57,400	£2.30	0.4
Allotments – ALL	e.g. plots with road access	6,480	£16.08	£0.42	£4,200	£1.69	4.1
Outdoor Sports Facility - OSF	e.g. Tennis Court	1000	£47.74	£2.49	£24,900	£35.38	14.2

Table Notes:

- Costs are for general guidance only and may vary significantly depending on the circumstances of individual sites and proposed designs, which will be assessed on a case by case basis. The costs are based on an average cost for a typical facility.

2. Costs will be uplifted yearly, at the beginning of the financial year. . [\\nas17\Parks & Landscapes Shared Area\P&OS\3.Generic\Finance\Parks & Open Spaces\\_Costs\Commuted Sums\\_Calcs\COMMUTED-SUM-AMOUNTS-FOR-DEVELOPERS-2017.docx](#)
3. Canopy cover will be addressed on a site by site basis.



## Appendix 7 - Useful Resources

### Useful Resources

#### ***Green Infrastructure***

Natural England has developed a Green Infrastructure (GI) signposting document, which may be of assistance; it includes detail in relation to GI provision.

[http://www.naturalengland.org.uk/Images/GI-signposting\\_tcm6-11961.pdf](http://www.naturalengland.org.uk/Images/GI-signposting_tcm6-11961.pdf)

The Town and Country Planning Association's "Good Practice Guidance for Green Infrastructure and Biodiversity"

<http://www.tcpa.org.uk/Pages/Category/parks-and-green-infrastructure>

#### ***Costs associated with woodland and grassland management***

Regarding maintenance and management, the report by the Woodland Trust 'Trees or Turf' compares different grassland regimes with the cost of managing woodland.

<https://www.woodlandtrust.org.uk/mediafile/100083921/trees-or-turf-report.pdf>

#### ***Costs for sports facilities***

Costs for outdoor sports facilities per sq.m will vary markedly depending on the type of facility to be provided. A tennis court will be significantly higher than a grass pitch for instance. Sport England provides some additional tools for calculating costs.

<http://www.sportengland.org/facilities-planning/tools-guidance/design-and-cost-guidance/cost-guidance/>

#### ***Biodiversity***

The Suffolk Biodiversity Service provides information

<http://www.suffolkbis.org.uk/>

Natural Environment and Rural Communities Act 2006 in Part 3 addresses the statutory provisions for biodiversity and species protection including enforcement

[https://www.ipswich.gov.uk/sites/default/files/ncd09\\_-\\_natural\\_environment\\_communities\\_act\\_2006.pdf](https://www.ipswich.gov.uk/sites/default/files/ncd09_-_natural_environment_communities_act_2006.pdf)

The Regulations relating to the Conservation of Habitats and Species 2010

[https://www.ipswich.gov.uk/sites/default/files/ncd15\\_-\\_the\\_conservation\\_of\\_habitats\\_species\\_regulations\\_2010.pdf](https://www.ipswich.gov.uk/sites/default/files/ncd15_-_the_conservation_of_habitats_species_regulations_2010.pdf)

#### ***Trees***

Ipswich Borough Council (IBC) Tree Management Policy

[https://www.ipswich.gov.uk/sites/www.ipswich.gov.uk/files/TREE\\_POLICY\\_-\\_APRIL\\_2010.pdf](https://www.ipswich.gov.uk/sites/www.ipswich.gov.uk/files/TREE_POLICY_-_APRIL_2010.pdf)

#### ***Allotment Strategy***

IBC has updated its 2005 Allotment Strategy in 2014. It looks forward to 2020.

<https://www.ipswich.gov.uk/sites/www.ipswich.gov.uk/files/Allotment%20Strategy%202014-2020.pdf>

### ***Cemeteries***

The Cemetery Conservation Area and Management Plan link is provided below:

[https://www.ipswich.gov.uk/sites/www.ipswich.gov.uk/files/cemetery\\_main\\_doc\\_conservation\\_main\\_doc.pdf](https://www.ipswich.gov.uk/sites/www.ipswich.gov.uk/files/cemetery_main_doc_conservation_main_doc.pdf)

### ***Urban Character***

IBC is creating a series of supplementary planning documents (SPD) about the urban character of different areas of Ipswich Borough. There is a map which shows the character areas identified in Ipswich. The parts of the SPD produced so far relate to Norwich Road; Gipping and Orwell Valley; Parks; California; Chantry; Stoke Park and Maidenhall. For each character area, the SPD provides information on the historical background, biodiversity and archaeology, transport and access, open space and green space, landform and views, urban analysis and on sub areas within each broad character area.

The remaining parts of the Borough are scheduled to be characterised in the next phase of work starting in 2016

<https://www.ipswich.gov.uk/content/urban-character-supplementary-planning-document>

### ***Flood Risk & Sustainable Drainage Systems (SuDS)***

Suffolk County Council can advise on development and flood risk. As of April 2015, the Flood and Water Management team at Suffolk County Council became a statutory consultee for surface water drainage proposals for major development. This is part of their responsibility as the Lead Local Flood Authority (LLFA) under the Town and Country Planning Order 2015.

The link below includes guidance and advice on SuDS , Suffolk Surface Water Drainage, Guidance and Information produced as part of the Suffolk Flood Risk Management Partnership made up of all the local planning authorities in Suffolk.

<https://www.suffolk.gov.uk/roads-and-transport/flooding-and-drainage/guidance-on-development-and-flood-risk/>



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